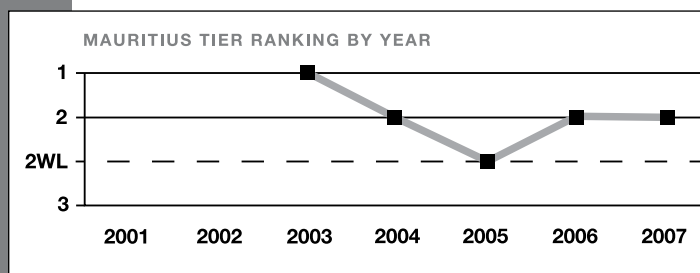


15 years' imprisonment for convicted offenders. These penalties are sufficiently stringent and commensurate with those for other grave crimes. The government does not have laws prohibiting the trafficking of adults, though existing statutes covering crimes such as forced labor could be used to prosecute cases. To rectify this situation, the Attorney General's Office has announced plans to draft a comprehensive anti-trafficking statute. During the reporting period, police arrested three pimps and six clients caught exploiting children in prostitution. This included the identification and dismantling of a network operating near the capital; three victims were identified and assisted as a result. Prosecution of these alleged traffickers has not yet commenced. Police also began investigation of a high profile case involving a woman suspected of pimping her granddaughter to neighborhood men. Continued raids in tourist areas where child sex tourism is rumored to be prevalent did not uncover any children in prostitution. In November, police trainers presented a one-week anti-trafficking training program to 32 officers at the national police training school. Forty-one Minor's Brigade officers and recruits received anti-trafficking training in May, and 28 officers in the Police Family Protection Unit were trained in August. Although the government allocated funds to increase the capacity of the Minor's Brigade in 2005, the recruited officers and vehicles have not come into service, limiting the unit's operations to six officers and one vehicle.



Protection

Despite an increase in both anti-trafficking awareness and law enforcement efforts over the reporting period, both social service providers and law enforcement officials continued to experience difficulty locating and assisting victims. The government provided funding to NGOs offering protection to victims of trafficking. The government-run drop-in center for children engaged in prostitution actively advertised its counseling services through bumper stickers, a toll-free number, and community outreach; its social worker continued to promote the services in schools and local communities. The center assisted 13 girls engaged in prostitution during the year. Mauritius has a formal protocol on the provision of assistance to victims of sexual abuse; CSEC victims are accompanied to the hospital by a child welfare officer and police work in conjunction with this officer to obtain a

statement. However, the government occasionally punishes victims of trafficking for offenses committed as a result of their trafficking situation; during the period, one child engaged in prostitution was arrested and placed in a juvenile detention center.

Prevention

The government made notable efforts to prevent the commercial sexual exploitation of children during the year. Law enforcement officials conducted surveillance at bus stops, night clubs, gaming houses, and other places frequented by children to identify and interact with students who are at a high risk of commercial sexual exploitation. The Police Family Protection Unit and the Minor's Brigade also conducted a widespread child abuse awareness campaign at 34 schools and community centers that contained a segment on the dangers and consequences of CSEC. Minister-level officials and the Ombudsperson for Children publicly supported NGO programs that provided additional education to schoolchildren on CSEC. Throughout the year, the media publicized the arrest of suspected pimps.

MEXICO (Tier 2 Watch List)

Mexico is a source, transit, and destination country for persons trafficked for the purposes of commercial sexual exploitation and forced labor. The majority of victims trafficked into the country come from Central America, destined for Mexico or the United States. A lesser number of victims come from South America, the Caribbean, Eastern Europe, and Asia. A significant number of Mexican women, girls, and boys are trafficked internally for sexual exploitation, often lured from poor rural regions to urban, border, and tourist areas through false offers of employment; many are beaten, threatened, and forced into prostitution. Sex tourism, including child sex tourism, appears to be growing, especially in tourist areas such as Acapulco and Cancun, and border towns like Tijuana; foreign pedophiles arrive most often from Western Europe and the United States. Organized criminal networks traffic women and girls from Mexico into the United States for commercial sexual exploitation. In a new trend, the trafficking of U.S.-resident children into Mexico for commercial sexual exploitation was reported during the last year. Trafficking in Mexico is frequently conflated with alien smuggling, although the same criminal networks are often involved.

The Government of Mexico does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Mexico remains on Tier 2 Watch List for the fourth consecutive year based on future commitments of the government to undertake additional efforts in prosecution, protection, and prevention of trafficking in persons over the coming year. While solid efforts have been

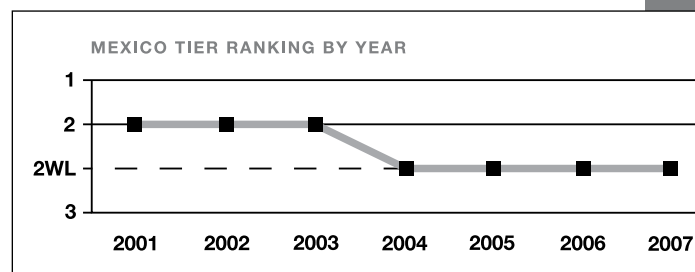
made in dedicating resources to anti-trafficking efforts and in investigating trafficking crimes, progress remains lacking in key areas such as indicting, convicting, and sentencing trafficking offenders and passing and enacting much-needed federal and state anti-trafficking legislation. A comprehensive federal anti-trafficking law is moving forward, however, and differing versions have been passed by each house of Mexico's Congress. The Mexican Senate is expected to vote later this year on the version approved by the Chamber of Deputies on April 26, 2007. In addition, the number of trafficking victims in Mexico is significant, and there are indications that it is increasing steadily. The phenomenon of child sex tourism also is on the rise. Mexico can advance its efforts to combat human trafficking by focusing additional resources on the problem, aggressively prosecuting traffickers, enhancing victim protection, confronting trafficking complicity by public officials, and improving anti-trafficking cooperation with neighboring countries.

Prosecution

The Government of Mexico increased efforts to investigate and prosecute human traffickers during the reporting period, but needs to pursue traffickers more vigorously by securing more convictions and sentences against them. Although final passage of federal anti-trafficking legislation is pending in the Mexican Senate, Mexican federal law does not currently prohibit the trafficking of adults for the purpose of commercial sexual exploitation, though disparate federal and state statutes are used to prosecute a variety of trafficking crimes. Article 201 of Mexico's federal penal code criminalizes the corruption of minors, child prostitution, and child pornography, prescribing penalties of up to 10 years' imprisonment, which are sufficiently stringent and exceed penalties prescribed for other grave crimes. Article 365 criminalizes labor exploitation or servitude, prescribing a penalty of up to one year of imprisonment, which is not sufficiently stringent to deter acts of forced labor. While enacting a comprehensive federal law is critical for strengthening government capacity to combat human trafficking, state governments have played a significant role in advancing overall anti-trafficking efforts in Mexico. Federal jurisdiction is typically invoked in organized-crime cases; thus, state anti-trafficking laws are necessary for prosecuting cases on the local level. Mexico's 31 states and its federal district criminally prohibit different aspects of trafficking in persons. Three states — Michoacan (limited), Chihuahua, and Guerrero — passed specific anti-trafficking laws in 2006.

Last year, federal authorities initiated at least 13 trafficking investigations and secured one conviction and sentence in a major case where the defendant was extradited to the United States to stand trial for trafficking Mexican women and girls

into prostitution in New York. While the number of trafficking convictions obtained last year in Mexico remained level with 2005, the government's efforts to investigate trafficking crimes increased from eight cases in 2005 to at least 13 cases in 2006. However, the government continues to experience difficulties and delay with pushing cases through the judicial system, and securing convictions and sentences against human traffickers. In one major case, six defendants — including a Mexican immigration official — were granted stays or released pending final sentencing, only to become fugitives from justice. Other trafficking investigations remain open despite years of examination, and other cases are not pursued because victims fear retribution from their traffickers, or are discouraged from pressing charges by police or family members. In 2006, the government investigated one case involving forced labor of Chinese nationals; however, no formal indictments have been issued to date. But the government increased investigations of foreign pedophiles and international and internet-based sex trafficking rings, and the federal police improved data collection on trafficking cases.



During the reporting period, the Mexican government cooperated with the United States government on a number of cross-border trafficking cases, some involving prosecutions in both countries. The Mexican government also requested and received extradition of a U.S. resident accused of operating a child prostitution ring in Cancun; he remains in a Mexican jail. Nonetheless, competing law-enforcement priorities and security concerns in the country, along with scarce government resources, have hampered criminal investigations against traffickers. Corruption among public officials, especially local law enforcement and immigration personnel, also continues to be a serious concern; some officials reportedly accept or extort bribes, discourage victim reporting, or turn a blind eye to human trafficking activity in brothels and other locales. The Government of Mexico can improve enforcement efforts by vigorously addressing complicity in trafficking by public officials.

Protection

The Mexican government sustained but did not improve on its modest level of victim protection over the last year. While there are no government-run shelters or services dedicated specifically to traffick-

ing victims, Mexico's social welfare agency operates shelters that assist trafficking victims along with other victims of violence. The government also provides limited funding to anti-trafficking NGOs. Most foreign trafficking victims in Mexico continued to be deported, although the government in September 2006 authorized the issuance of renewable one-year humanitarian visas to victims who assist with the prosecution of their traffickers. So far, 11 trafficking victims have been given these visas. However, many victims in Mexico are reluctant to press their cases due to fear of retribution from their traffickers, many of whom are members of organized criminal networks. While government resources in this area may be limited, setting up a secure witness-protection program in human trafficking cases would help law enforcement to ensure the physical safety of trafficking victims, and guarantee their testimony at trial. Funding anti-trafficking NGOs with specific capacity would accomplish the same goal. In 2005, there were no reports of victims being penalized for unlawful acts committed as a direct result of being trafficked. However, some child victims of commercial sexual exploitation in Cancun reportedly were further sexually exploited by police upon detention. The government lacks procedures for identifying trafficking victims among vulnerable populations, such as persons detained for prostitution or immigration violations. In addition, no formal mechanism exists for referring identified trafficking victims to specialized NGOs for care. Efforts to implement memoranda of understanding with Guatemala, Belize, Honduras, and El Salvador to repatriate undocumented migrants, including children and trafficking victims, continued to be incomplete.

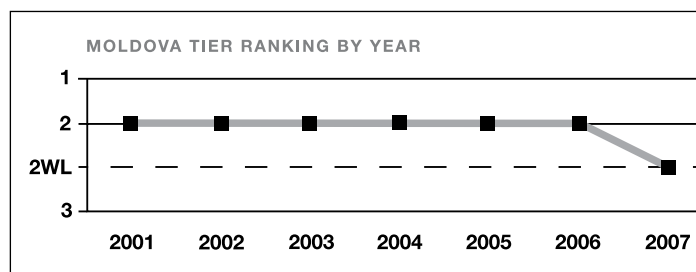
Prevention

The government increased prevention efforts during the reporting period. High-level government officials continued to stress the need to fight trafficking. The government produced anti-trafficking literature, and sponsored seminars to raise public awareness about human trafficking. The Mexican Senate and the federal police launched anti-trafficking commercials and media campaigns. The government does not have a national action plan to combat human trafficking, although some government agencies have drafted their own. Some NGOs reported government resistance to collaborating on anti-trafficking initiatives and projects, especially on the federal level. Better collaboration is reported on the state level.

MOLDOVA (Tier 2 Watch List)

Moldova is a major source, and to a lesser extent, a transit country for women and girls trafficked for the purpose of commercial sexual exploitation. Moldovan women are trafficked to Turkey, Israel,

the U.A.E., Ukraine, Russia, Cyprus, Greece, Albania, Romania, Hungary, Slovakia, the Czech Republic, Italy, France, Portugal, and Austria. Girls and young women are trafficked internally from rural areas to Chisinau. The small breakaway region of Transnistria in eastern Moldova is outside the central government's control and remained a significant source and transit area for trafficking in persons.



The Government of Moldova does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Moldova is placed on Tier 2 Watch List because it did not provide evidence that the government is addressing complicity in severe forms of trafficking by government officials. Trafficking corruption at all levels throughout the government continued unchecked during most of the reporting period. Throughout the year, specific reports surfaced of officials' complicity in trafficking, involving senior government officials, as well as border guards and police officers, though the government made no significant efforts to investigate, prosecute, convict, or sentence these complicit officials. In August 2006, several government investigators, prosecutors and senior officials — including the deputy director of the Center to Combat Trafficking in Persons (CCTIP) — were dismissed from their jobs for assisting a prominent trafficker and his syndicate, but have not been prosecuted. The Government of Moldova should: vigorously investigate, prosecute, convict, and sentence all public officials complicit in trafficking; fund the implementation of a new National Action Plan through its national committee on trafficking; increase resources devoted to victim assistance and protection; and boost proactive efforts to identify trafficking victims and investigate trafficking crimes.

Prosecution

The Government of Moldova showed modest improvement in its anti-trafficking law enforcement efforts, with an increased number of trafficking investigations during the reporting period. Moldova prohibits trafficking for the purposes of commercial sexual exploitation and forced labor through Articles 165 and 206 of its criminal code, respectively. Penalties prescribed range from seven years to life imprisonment, which are sufficiently stringent and are commensurate with those for other grave crimes. In 2006, authorities investigated 466 trafficking

cases, up from 386 in 2005. The Government of Moldova did not provide prosecution data for 2006, however. Convictions were obtained against 71 traffickers in 2006, up from 58 convictions in 2005. Sentencing data for 2006 was inconclusive.

Protection

The government made no real efforts to improve victim assistance and protection in 2006, in part because of its limited resources. Despite implementation of a referral mechanism in five counties, most government officials were not proactive in identifying victims or potential victims, even when allegations were made. Police did refer some underage victims who were repatriated from Russia to NGOs for assistance. All victim assistance and protection continued to be provided by NGOs and international organizations and funded by foreign donors, although the government did provide limited in-kind support to some NGOs. The government in 2006 provided a new building for the IOM-managed and funded rehabilitation center for trafficking victims. Victims are granted a 30-day reflection period. Victims generally do not assist law enforcement with investigations or prosecutions because the government is largely unable to protect victims from retaliation by traffickers. Despite a 2005 law to the contrary, victims continued to be penalized for prostitution or illegal border crossing.

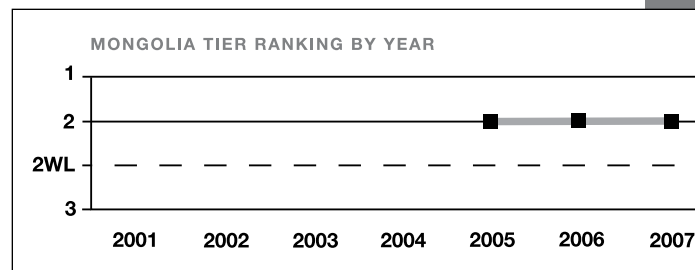
Prevention

Moldova's efforts to prevent trafficking remained weak in 2006. The government continued to rely on NGOs and international organizations to provide the majority of public awareness and education campaigns. Officers from CCTIP met with students and teachers at several schools in Chisinau and provided interviews to local media during the reporting period. Some government officials participated in radio programs discussing trafficking.

MONGOLIA (Tier 2)

Mongolia is a source country for women and men trafficked for the purposes of sexual exploitation and forced labor. Trafficking reportedly has increased in Mongolia over the last few years but remains difficult to quantify. Most victims do not file police reports or approach NGOs. Mongolian girls and women are trafficked to People's Republic of China, Macau, and South Korea for commercial sexual exploitation. A significant number of North Koreans contract laborers in Mongolia are not free to leave their employment, raising strong concerns that their labor is compulsory. Some Mongolian women who enter into marriages with foreign husbands — mainly South Koreans — discovered conditions of involuntary servitude after moving to their husbands' homeland. Underage girls are trafficked internally for the purpose of commercial sexual exploitation.

The Government of Mongolia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Mongolia should increase its efforts to combat trafficking in persons, particularly through law enforcement means. The government should ensure that it has the legal tools to prosecute all trafficking offenses, including those which occur through fraud or coercion.



Prosecution

The Government of Mongolia's anti-trafficking law enforcement efforts did not improve over the reporting period. Mongolia appears to prohibit all forms of trafficking in persons through Section 113 of its criminal code, with prescribed penalties of 10 to 15 years' imprisonment, which are sufficiently stringent and commensurate with those for other grave crimes. Over the last year, the government did not prosecute any trafficking offenses or convict any trafficking offenders, a decline from five cases prosecuted and one trafficker convicted during the previous year. Twelve cases of trafficking involving 25 victims were investigated by police during the year. Prosecution efforts are hampered by the paucity of victims filing police complaints, as well as by the fact that State prosecutors do not pursue some cases presented to them by the police. Legal changes are under consideration that would help ensure the effective prosecution of trafficking crimes. While there were reports that some law enforcement officials may have facilitated trafficking crimes, there were no documented cases of such facilitation and no investigations or prosecutions of officials for complicity in trafficking.

Protection

The Mongolian government sustained efforts to protect victims of trafficking over the last year. Although the government does not run or fund shelters for victims of trafficking, Mongolian authorities refer identified victims to protection services provided by NGOs. Victims are encouraged to participate in the investigation of traffickers. The government ensures that identified victims of trafficking are not penalized for unlawful acts committed as a direct result of being trafficked. The government continued to provide assistance to child victims of commercial sexual exploitation, through a police program that encourages their re-entry into school. In 2006, the government

announced plans to open a consulate in Macau in order to provide services to Mongolian nationals, including those who have become victims of trafficking in the Macau Special Administrative Region. The government began cooperation with the IOM on a program to assist with repatriation of victims and to provide counseling and other services.

Prevention

The Mongolian government continued efforts to raise public awareness of trafficking by conducting an anti-trafficking campaign throughout the year. The Ministry of Foreign Affairs continued its distribution of information on trafficking to consular officers serving overseas. Mongolia has not ratified the 2000 UN TIP Protocol.

MONTENEGRO (Tier 2)

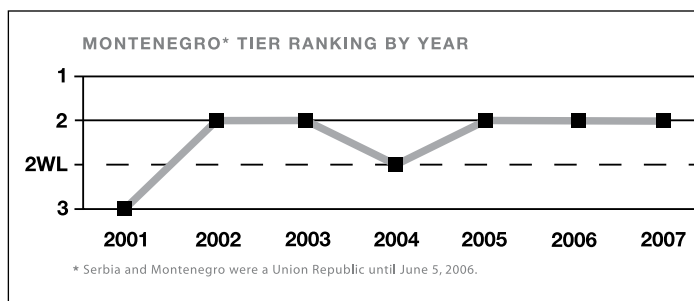
Montenegro is a source, transit, and destination country for women and girls trafficked within the country and transnationally for the purpose of commercial sexual exploitation. Women and girls from Ukraine, Lithuania, Bosnia and Herzegovina, Russia, and Serbia were trafficked to Montenegro for commercial sexual exploitation.

The Government of Montenegro does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Montenegro became independent in 2006, dissolving the former State Union of Serbia and Montenegro. In past years, Montenegro's activities were reported separately from that of Serbia, but the State Union was ranked as a whole on the aggregate level of its efforts to combat trafficking. The government should make additional efforts to identify, arrest, and prosecute traffickers and police officers who protect trafficking operations. The government should continue educating law enforcement officers on recognizing trafficking cases, since the special anti-trafficking team was eliminated in early 2007 as part of an overall plan to reorganize the police. The government plans to name a senior police officer to assume responsibility for coordinating anti-trafficking activities. The government should make greater efforts to prosecute and convict police officials who are involved in trafficking.

Prosecution

The Government of Montenegro demonstrated some discernable progress in its anti-trafficking law enforcement efforts over the last year. Montenegro prohibits sex and labor trafficking through Article 444 of its criminal code. Penalties for trafficking are sufficiently stringent, and penalties for trafficking for commercial sexual exploitation are commensurate with those for rape. The government routinely provided data on

arrests, prosecutions, convictions, and sentences in trafficking cases in 2006, both periodically (including press releases) as monthly reports, and as an annual summary. Eight persons, in two cases, were convicted of trafficking in persons offenses in 2006. Three persons were convicted of attempting to traffic Bangladeshi nationals to Western Europe through Montenegro for labor exploitation. Sentences imposed on the three were: three years' imprisonment; two years and eight months' imprisonment; and two years and six months' imprisonment. Law enforcement officials currently are investigating other suspected trafficking cases. The government provides extensive training to police, prosecutors, judges, and other officials on how to recognize, investigate, and prosecute trafficking. In cooperation with the Italian government, the Government of Montenegro drafted a Manual for Training Judges and Prosecutors. The government provided training on trafficking to police of all ranks. In 2007, as part of a reorganization effort, Montenegro eliminated the police special anti-trafficking team and its officers were assigned other duties. Low-level corruption among police and customs officials who unofficially provide security to nightclubs or bars that serve as trafficking outlets allows some traffickers to evade law enforcement efforts.



Protection

The Government of Montenegro demonstrated increased efforts to protect and assist victims of trafficking. The Montenegrin government did not demonstrate use of a systematic effort to identify victims of trafficking among vulnerable populations, such as foreigners found in prostitution or detained for immigration violations. It did, however, encourage victims to assist in the investigation and prosecution of trafficking crimes, though few cases were actually developed in the last year. Occasionally this encouragement may amount to excessive pressure on victims. Victims may file civil suits against traffickers, but this has not yet occurred. Montenegro issues temporary residence permits for foreign victims of trafficking for up to one year at a time; if necessary, victims are resettled to third countries. Victims are not detained, prosecuted, fined, or otherwise penalized for unlawful acts committed as a direct result of being trafficked. The Government provides adequate protection, shelter, and care for victims. There are two shelters for victims of trafficking, one run by

an NGO and the second by IOM. The Government of Montenegro fully funds the NGO shelter and provides police security.

Prevention

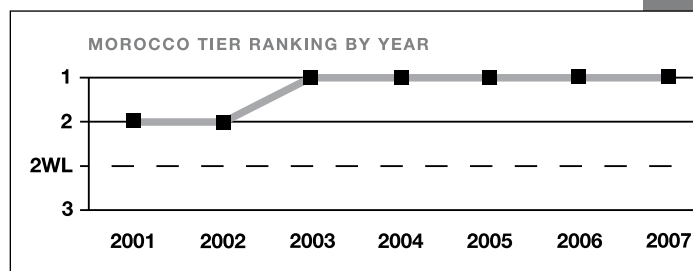
The Government of Montenegro continued support activities aimed at the prevention of trafficking in persons. The government maintains an informative Web site on its anti-trafficking efforts. A government-funded NGO maintains a hotline for potential victims of trafficking. Montenegro collaborates with international organizations in raising awareness of trafficking. The government also supports anti-trafficking educational programs in the public schools.

MOROCCO (Tier 1)

Morocco is a source country for children trafficked internally for the purposes of domestic servitude and, to a lesser extent, commercial sexual exploitation. Morocco is also a source, transit and destination country for women and men trafficked for commercial sexual exploitation and involuntary servitude. Young Moroccan girls from rural areas are recruited to work as child maids in cities, but often face conditions of involuntary servitude, including restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Moroccan boys and girls are exploited in prostitution within the country and are increasingly victims of a growing child sex tourism problem. Moroccan girls and women are trafficked internally and to Saudi Arabia, Qatar, Syria, the U.A.E., Cyprus, and European countries for commercial sexual exploitation. In addition, men and women from sub-Saharan Africa, India, Bangladesh, Sri Lanka and Pakistan often enter Morocco voluntarily, but illegally, with the assistance of smugglers. Once in Morocco, some women are coerced into commercial sexual exploitation to pay off smuggling debts, while men may be forced into involuntary servitude.

The Government of Morocco fully complies with the minimum standards for the elimination of trafficking. Morocco continues to prosecute child sex trafficking crimes, and in January 2007 it initiated a public awareness campaign to educate Moroccans about the consequences of employing child maids. The Secretary of State for Family, Solidarity, and the Handicapped announced a National Plan of Action for Children for 2006-2015 to protect children from mistreatment, violence, and exploitation by creating child protection units around the country. The government, however, did not investigate or prosecute any abusive employers for forced child domestic labor. In addition, the government did not take serious steps to increase law enforcement efforts against the commercial sexual exploitation of adults and foreign women. The government should utilize existing laws to increase prosecutions of those who

traffic both adults and minors for forced prostitution and involuntary servitude and should increase law enforcement efforts against the commercial sexual exploitation of children and foreign women.



Prosecution

The Government of Morocco made uneven progress in its prosecution of traffickers and corrupt officials over the last year. While Morocco does not have a comprehensive anti-trafficking law, its penal code prohibits forced child labor through Article 467, forced labor through Article 10, and forced prostitution and prostitution of a minor through Articles 497-499. The Moroccan government reports that it also employs the Immigration Law of 2003 and other statutes, such as those prohibiting kidnapping, fraud, and coercion, to prosecute trafficking offenses. Penalties under these various statutes appear to be sufficiently stringent, and those for sex trafficking are commensurate with those prescribed for other grave crimes. In 2006, the government prosecuted 170 cases of inciting a minor into prostitution and convicted 134 traffickers; Morocco did not provide data regarding the sentences imposed on the convicted traffickers. The government did not report prosecuting any cases concerning the involuntary domestic servitude of children or the forced prostitution of adults. Morocco reported dismantling more than 350 "trafficking rings;" however, the government makes no distinction between migrant smuggling and trafficking, so it is difficult to determine how many of these rights were actually engaged in trafficking. The government convicted three police officers for trafficking offenses in northern Morocco. Sentences for these convicted officers ranged from a two months' suspended prison sentence with a fine to four years' imprisonment. In addition, two Casablanca port police officers were charged with organizing a criminal gang to facilitate trafficking.

Protection

Morocco made some progress in its overall efforts to protect victims of trafficking over the last year. Some victims are encouraged to assist in the investigation of their traffickers, but the government does not offer foreign victims legal alternatives to removal to countries in which they may face hardship or retribution. Moreover, Morocco does not attempt to identify systematically trafficking victims among vulnerable people, such as foreign women arrested for prostitution and illegal migrants; as a

result, potential victims may be detained, jailed or deported without being offered protection. The government continues to work with international agencies to train officials posted in destination or transit countries on trafficking victim identification and victim sensitivity.

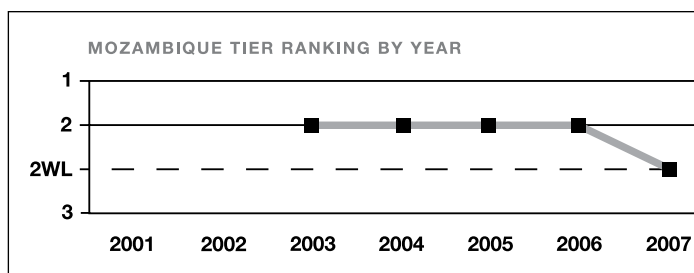
Prevention

Morocco improved its efforts to prevent trafficking over the reporting period. In January, the government, working closely with NGOs, initiated a public awareness campaign to educate Moroccans about the rights of child domestic servants through TV, radio, and brochures. The government also continued to collaborate with the governments of Spain and Italy, as well as other EU countries, to prevent the illegal migration and trafficking of sub-Saharan Africans, Asians, and Moroccans to Europe. The government did not, however, show significant efforts to raise public awareness of the commercial sexual exploitation of children and women in major cities, especially tourist areas. Morocco has not ratified the 2000 UN TIP Protocol.

MOZAMBIQUE (Tier 2 Watch List)

Mozambique is a source and possibly a destination country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. The use of forced and bonded child laborers is a common practice in Mozambique's rural areas, often with the complicity of family members. Women and girls are trafficked from rural to urban areas of Mozambique, as well as to South Africa, for domestic servitude and commercial sexual exploitation in brothels; young men and boys are trafficked to South Africa for farm work and mining. Trafficked Mozambicans often labor for months in South Africa without pay before "employers" have them arrested and deported as illegal immigrants. Traffickers are typically part of small networks of Mozambican and/or South African citizens; however, involvement of larger Chinese and Nigerian syndicates has been reported. Zimbabwean women and girls are likely trafficked to Mozambique for sexual exploitation and domestic servitude.

The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Mozambique is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year. To further its anti-trafficking efforts, the government should prosecute and convict arrested traffickers; ensure the passage of anti-trafficking legislation; launch a public awareness campaign; and investigate and prosecute public officials suspected of accepting bribes to overlook trafficking crimes or free traffickers.



Prosecution

While Mozambique took steps toward the passage of anti-trafficking legislation during the reporting period, concrete law enforcement efforts decreased. Mozambique does not prohibit any form of trafficking in persons, though its penal code includes at least 13 articles under which trafficking cases can be charged. Nevertheless, there were no prosecutions or convictions of traffickers in 2006. In March 2007, the Ministry of Justice presented to Parliament a framework law on child protection that provides comprehensive guidelines for future laws concerning the sale and trafficking of children. The Ministry also finished drafting a comprehensive law against human trafficking that contains specific provisions on prevention, prosecution, and protection. In early 2007, the Ministry and a local NGO conducted a series of three forums in the northern, central, and southern parts of the country that allowed for public debate of the draft law. Many lower-ranking police and border control agents are believed to accept bribes from traffickers, severely hindering Mozambique's prosecution efforts. Police reported breaking up several trafficking schemes, arresting several drivers and facilitators, but not the traffickers behind the operations. For example, in February 2007, police stopped a bus driver in Manica attempting to transport 24 undocumented Mozambicans across the border into South Africa; the distinction between smuggling and trafficking could not be made at that point in the transport process. The Ministry of Interior, with support from UNICEF, conducted anti-trafficking training for more than 70 police officers in Gaza, Tete, and Zambezia provinces.

Protection

The government's efforts to protect victims of trafficking continued to suffer from a lack of resources; government officials regularly relied on NGOs to provide shelter, food, counseling, and rehabilitation for victims of trafficking. The government encouraged victims to assist in the investigation and prosecution of traffickers, and it did not penalize victims for unlawful acts committed as a result of their being trafficked. During the reporting period, the Kulaya Healing Center in the government-run Maputo Central Hospital assisted trafficking victims with medical care and counseling. In 2006, the Ministry of Interior expanded from 96 to 151 the number of police stations with offices dedicated to women and children victimized by violence;

these offices registered complaints and filed reports of trafficking crimes before turning victims over to NGOs for care. During the year, these offices received 47 human trafficking cases, some involving multiple victims, from NGOs and, occasionally, from police. Police officers reportedly returned victims to their homes. In May, a local NGO opened the country's first permanent shelter for child trafficking victims, which was constructed on land donated by the Moamba District government.

Prevention

The government's prevention efforts remained weak. Most anti-trafficking educational workshops were run by NGOs with government participation. During the year, law enforcement officials publicized several trafficking cases and government-owned media outlets covered such stories.

NEPAL (Tier 2)

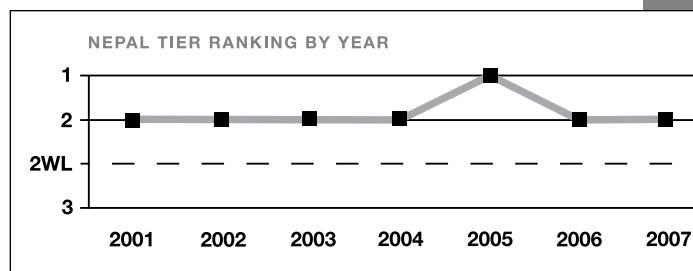
Nepal is a source country for men, women, and children trafficked for the purposes of commercial sexual exploitation and involuntary servitude. Children are trafficked internally and to India and the Middle East for commercial sexual exploitation or forced marriage, as well as to India and within the country for involuntary servitude as child soldiers, domestic servants, and circus entertainment or factory workers. Nepalese women are trafficked to India and to countries of the Middle East for commercial sexual exploitation. They also migrate willingly — though sometimes illegally — to Malaysia, Israel, South Korea, the United States, Saudi Arabia, United Arab Emirates, Qatar, and other Gulf states to work as domestic servants, but some subsequently face conditions of involuntary servitude such as withholding of passports and other restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Despite the Government of Nepal's ban on traveling to Iraq for work, some Nepalese who believe they are being offered jobs in Jordan or Kuwait travel there, and then are later deceived and trafficked into involuntary servitude in Iraq.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Effective implementation of anti-trafficking policies is hampered by political instability and limited resources. The absence of local government in rural areas as a result of the decade-long insurgency has increased the risk of trafficking while constraining the government's efficiency. Despite these limitations, Nepal maintained its efforts to prosecute sex trafficking offenses and expanded local Women's Police Cells to 24 stations. The government, however, was not able to adequately fund or staff the Women's Cells, limiting their effectiveness. Nepal also did not demonstrate a concert-

ed effort to criminally prosecute and adequately punish labor recruiters who use deceptive practices to force workers into involuntary servitude abroad.

Prosecution

Nepal made significant efforts to prosecute cases of trafficking for commercial sexual exploitation this year, but made inadequate progress in prosecuting and punishing trafficking for involuntary servitude. Nepal does not prohibit all forms of trafficking in persons, but prohibits slavery, the selling of human beings, and forced prostitution through its Human Trafficking Control Act of 1986. Prescribed punishments under this law — 5 to 20 years' imprisonment — are sufficiently stringent and commensurate with those for other grave crimes. Fraudulent or deceptive labor recruitment is punishable by three to five years' imprisonment or a fine or both. From July 15, 2005 through July 14, 2006, Nepal filed a total of 393 sex trafficking cases at the district, appellate and Supreme Court levels. Of these cases, 87 were prosecuted to conviction, 60 persons were acquitted, and 246 cases are pending. The government does not keep records on sentences and fines, but NGO lawyers report that, in over half of the cases the government prosecuted, traffickers received the maximum prison sentence. Nepal did not report any cases filed against corrupt government officials who may have facilitated trafficking by taking bribes at the India-Nepal border or engaging in document fraud.



The government demonstrated only slight progress in adequately punishing labor recruiters who use deceptive recruitment practices to coerce Nepali workers abroad for labor exploitation. This reporting period, the government reported receiving 786 complaints against agencies and individual recruiters, canceling licenses for 116 manpower agencies, and ordering compensation to workers totaling \$450,000. However, Nepal did not report any prison sentences imposed on agency owners or employees found to be engaging in labor trafficking through the use of deceptive or fraudulent recruitment practices. Nepal should expand efforts to vigorously investigate and adequately punish recruitment agency owners and employees believed to be involved in trafficking, and should improve its law enforcement efforts against corrupt officials facilitating trafficking.

Protection

Nepal made modest improvements in its efforts to protect victims of trafficking. The government expanded the number of Women's Police Cells operating throughout the country from 20 to 24 in 22 districts to assist trafficking victims. Although the government does not directly provide legal aid, limited funding is provided to local NGOs to provide trafficking victims assistance with rehabilitation, medical care, and other services. Victims are not punished, but foreign victims are not offered legal alternatives to removal to countries in which they may face hardship or retribution. Though Nepal encourages victims to assist in investigations against their traffickers, lack of government resources and measures to ensure witness safety against threats by traffickers, as well as discrimination in court and in society, often discourage victims from pursuing legal recourse. The government does not provide victim protection services for men and women trafficked abroad for involuntary servitude. NGOs indicate that Nepalese embassies overseas lack personnel and other resources to help trafficking victims who face involuntary servitude in foreign countries. The government should increase protection efforts for victims of involuntary servitude by assisting in their repatriation, and adequately training government officials posted in destination countries on methods of identifying and protecting trafficking victims.

Prevention

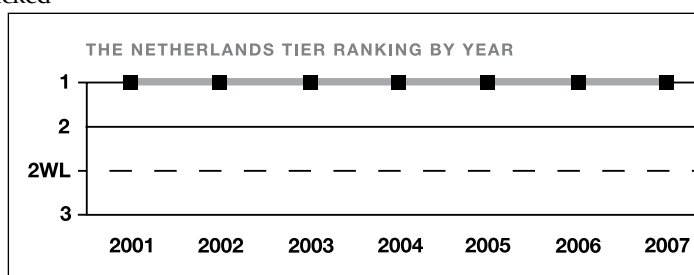
Nepal's measures to prevent trafficking improved only slightly since last year. The government continued to implement anti-trafficking information campaigns in conjunction with local NGOs, and maintained orientation sessions for all workers traveling overseas. The effectiveness of these orientation sessions, however, is limited since this requirement is only enforced on workers going abroad legally through registered agencies, some of whom chose not to receive the training. The government should put in place a more effective education program and develop mechanisms to prevent trafficking of women and girls across the porous Indo-Nepal border. Nepal has not ratified the 2000 UN TIP Protocol.

THE NETHERLANDS (Tier 1)

The Netherlands is a source, transit, and destination country for men, women, and girls trafficked for the purposes of commercial sexual exploitation and forced labor. Trafficking for sexual exploitation is more prevalent than labor trafficking. Internally, women and girls are trafficked by "lover boys," young men who seduce young women and girls and force them into prostitution. Women and girls are trafficked to the Netherlands from Nigeria,

Bulgaria, People's Republic of China (P.R.C.), Poland, and Romania for sexual exploitation. To a smaller extent, men are trafficked to the Netherlands from India, P.R.C., Bangladesh and Turkey for forced labor in ports, factories, restaurants, and as domestic workers.

The Government of the Netherlands fully complies with the minimum standards for the elimination of trafficking. The government continued strong efforts to address trafficking through law enforcement efforts, while reinforcing legal protections for victims and carrying out aggressive prevention campaigns. To further strengthen its anti-trafficking response, the government should reinforce its efforts to prosecute labor trafficking cases, provide specialized care to male trafficking victims, and conduct systematic screenings of the legalized prostitution sector for potential trafficking victims.



Prosecution

The Government of the Netherlands continued to show substantial law enforcement efforts to combat trafficking. Since January 2005, the Netherlands has prohibited all forms of trafficking through Criminal Code Article 273. This statute prescribes penalties for any form of trafficking of 6 to 15 years' imprisonment and a fine of up to \$45,000; these penalties are sufficiently stringent and commensurate with those prescribed for forcible sexual assault. In 2005, the last year for which statistics are available, police investigated and referred 135 trafficking cases for prosecution. The government prosecuted 146 trafficking cases in 2005, obtaining convictions in 98 of the cases. However, the average prison sentence imposed was 25 months. The government failed to prosecute any labor trafficking cases in 2005, but is currently prosecuting four. In February 2007, the government dismantled two sex trafficking networks — a major international Turkish ring and a Romanian operation.

Protection

The government demonstrated increased efforts to protect trafficking victims. The Dutch Foundation against Trafficking in Women (STV), the national reporting center for registration of and assistance to trafficking victims, registered 333 trafficking victims in the first eight months of 2006, compared to 261 victims in the same period of 2005. Local govern-

ments continued to fund the majority of private organizations and NGOs providing services to trafficking victims. However, neither the government nor NGOs provided shelters for male victims. The Netherlands encourages victims to assist in trafficking investigations and prosecutions. The government subsidizes the STV and funds NGOs to operate 15 regional and local networks through which civil society and the police provide care for victims. In early 2007, the government implemented new regulations to facilitate legal permanent residence for trafficking victims who assist with prosecutions. Trafficking victims who choose not to assist with a prosecution are eligible for a residence permit if they believe they will face hardship or retribution upon return to their country. Victims are not inappropriately incarcerated, fined, or penalized for unlawful acts as a direct result of being trafficked.

Prevention

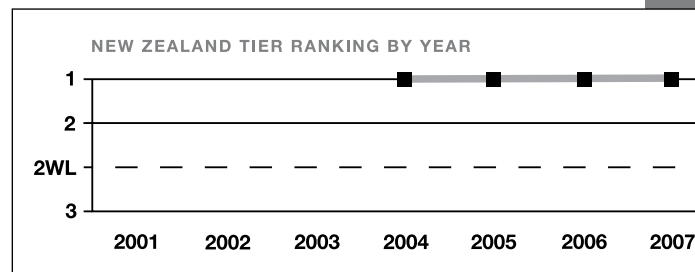
The Netherlands demonstrated strong trafficking awareness-raising efforts during the year. The government continued to fund a national awareness campaign to reduce sex trafficking, launched in January 2006. Administered by the country's anonymous crime reporting hotline, the campaign is largely responsible for the increase to 152 tips on sex trafficking cases received by the hotline in 2006 compared with 42 received in 2005. Throughout 2006, the government continued to fund information and education campaigns at schools to prevent youth prostitution. In 2007, the government launched a national campaign that warned female high school students about "lover boy" practices. The Ministry of Justice initiated a national assessment of the prostitution sector, including the extent of trafficking, as part of a report to Parliament on the impact of the lifting of the ban on brothels. It is due in April 2007.

NEW ZEALAND (Tier 1)

New Zealand is a source country for the internal trafficking of a small number of women within the country for the purpose of commercial sexual exploitation. Additionally, New Zealand is a destination country for a significant number of foreign women from Malaysia, Hong Kong, People's Republic of China, and other countries in Asia, who are illegally in the commercial sex trade. Some of these women may be trafficking victims. Estimates of international trafficking victims are modest; there have been reports of debt bondage and confiscation of documents among women in prostitution.

The Government of New Zealand fully complies with the minimum standards for the elimination of trafficking. The government actively works to investigate and prevent illegal migration and trafficking through the work of its overseas missions, as well as

border screening and police enforcement at home. It has also initiated a process to develop a National Plan of Action to Combat Trafficking in Persons and is currently working to finalize the plan and solicit input from NGOs. That plan will build public understanding and support for the investigative, prevention, and enforcement activities undertaken by the New Zealand government. The government continued to ensure that short-term shelter, witness protection, medical services, and repatriation assistance would be available to victims of trafficking. The government also demonstrated sustained efforts to prevent trafficking in persons. The government should expeditiously adopt and enact the National Plan of Action. In addition, law enforcement should seek through the Action Plan increased collaboration with civil society groups to gather information on brothels employing foreign women and to conduct investigations to determine if they include victims of trafficking. The government should increase efforts to measure the extent to which foreign women and children under the age of 18 may fall victim to sex trafficking, aggressively prosecute cases and ensure that traffickers receive sentences consistent with the heinous nature of the offense, and increase efforts to prosecute and convict those who profit from this trade or exploit minors.



Prosecution

The Government of New Zealand continued law enforcement efforts to combat trafficking in persons. New Zealand prohibits sex trafficking and labor trafficking through Part 5 of the 1961 Crimes Act. The 2003 Prostitution Reform Act legalized prostitution for those over the age of 18 and also decriminalized solicitation. Other laws criminalize receiving financial gain from an act involving children exploited in prostitution and prohibit child sex tourism. Penalties prescribed for trafficking are sufficiently stringent, and penalties for trafficking for commercial sexual exploitation, ranging up to 20 years' imprisonment, are commensurate with those for rape. While there have been no prosecutions under New Zealand's anti-trafficking law, which requires movement across an international border, instances of internal trafficking can be prosecuted under New Zealand's laws on forced labor, slavery, other forms of abuse, and the Prostitution Reform Act. In 2006, eight people were prosecuted and convicted on charges under the Prostitution

Reform Act for offenses relating to prostitution of persons less than 18 years of age. In addition, three brothel operators and one client were prosecuted and convicted for the use of persons under age 18 in prostitution. One brothel owner was sentenced to 21 months' imprisonment; another brothel owner was sentenced to 300 hours of community service, and his secretary to 180 hours of community service; the client was sentenced to one to two years' imprisonment. These penalties were inadequate. There is no evidence of public officials' complicity in trafficking in New Zealand.

Protection

The Government of New Zealand continues to ensure that short-term shelter, witness protection, medical services, and repatriation assistance are available to victims of trafficking. The government solicits the cooperation of victims as long as it does not jeopardize the success of proceedings. The government reports that a system is in place to evaluate victim status on a case-by-case basis. Temporary permits, including limited purpose permits, can be provided to victims of trafficking in individual cases. There were no reports of trafficked victims who were jailed, fined, or deported. There are several services available for minors involved in or at risk of commercial sexual exploitation. New Zealand funds protection programs in Indonesia, the Philippines, and the UN Inter-Agency Project (UNIAP) on trafficking in the Mekong Sub-region.

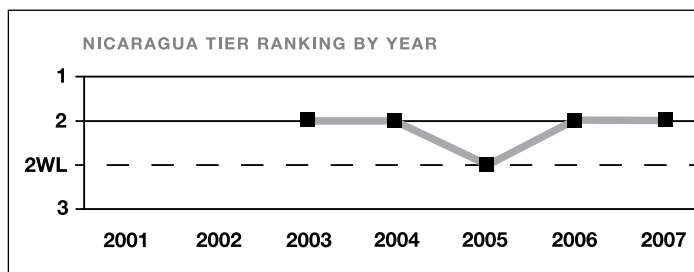
Prevention

The Government of New Zealand demonstrated sustained efforts to prevent trafficking in persons. The government remained active in several regional and international efforts to prevent, monitor, and control trafficking. The government assists with initiatives undertaken by ECPAT to educate travel agents about legislation and awareness of child sex tourism. The government's foreign assistance agency, NZAID, continued providing substantial resources to source countries and international organizations for capacity building, prevention, and services for victims of trafficking.

NICARAGUA (Tier 2)

Nicaragua is principally a source country for women and children trafficked internally and across borders for the purpose of commercial sexual exploitation. Exploitation of minors in prostitution is believed to be the most prevalent form of internal trafficking. Some Nicaraguan victims are trafficked to neighboring countries such as Guatemala, El Salvador, Costa Rica, Mexico, and the United States; El Salvador and Guatemala are the primary foreign destinations for young Nicaraguan women and girls trafficked for

sexual exploitation. Young men from border areas in southern Nicaragua also are trafficked to Costa Rica for labor exploitation; some Nicaraguan children are trafficked internally for forced labor as domestic servants. The government acknowledges that human trafficking for sexual exploitation and child sex tourism are significant problems; both phenomena appear to be growing in Nicaragua, especially in border towns and tourist destinations.



The Government of Nicaragua does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government took strong steps to prevent human trafficking by sponsoring high-profile media and education campaigns, and expanding anti-trafficking training for police personnel nationwide. In the coming year, Nicaragua should intensify its law enforcement efforts to prosecute, convict, and sentence human traffickers, especially in light of an increasing number of victims trafficked within the country. The government should also make every effort to bring its new anti-trafficking law into force, and continue to work closely with NGOs to improve victim services. Any identified acts of public complicity with human trafficking should be vigorously investigated, and any such corrupt officials should be prosecuted and punished to the full extent of the law.

Prosecution

The Government of Nicaragua increased efforts to investigate human trafficking during the reporting period, although its progress in bringing traffickers to justice remained uneven. Nicaragua does not prohibit all forms of trafficking in persons, though it criminalizes trafficking for the purpose of sexual exploitation through Article 203 of its criminal code, which prescribes punishments of three to five years' imprisonment, penalties which are sufficiently stringent. In April 2006, the National Assembly passed a bill, which will be codified as Article 182 of the Nicaraguan penal code, to prohibit trafficking in persons for the purpose of sexual exploitation, in addition to other sex-related crimes such as child pornography and the sexual exploitation of minors younger than 18. However, these new laws are not yet in force because they must be passed by the Legislature as part of a larger package of penal code reforms. Nicaragua's proposed anti-traffick-

ing law, Article 182, prescribes penalties of 7 to 10 years' imprisonment, which are sufficiently stringent, and commensurate with those for other grave crimes. However, current and proposed laws do not adequately prohibit the trafficking of adults or children for forced labor. During the reporting period, the government investigated 24 trafficking cases, all involving sexual exploitation — a three-fold increase from seven known investigations reported in 2005. Of these, the government prosecuted four cases, obtaining convictions of five defendants who were sentenced to a range of 4 to 10 years' imprisonment. However, the government experienced difficulties in other cases. For example, in a prosecution in Bluefields, a judge convicted two of three defendants for trafficking a 15-year-old girl, but the defendants fled before their jail sentences were imposed. Additional training for judges and prosecutors would likely aid prosecution efforts.

In 2006, the government rescued seven Nicaraguan children from trafficking situations in Guatemala and El Salvador. Police also raided 22 nightclubs and other establishments catering to Nicaragua's sex trade in an effort to rescue exploited children. However, there were reports that some police turned a blind eye to potential trafficking activity. Known corruption in the court system and lack of witness protection may deter some trafficking victims from seeking justice. Credible evidence also indicates that sensitive sex trafficking cases involving senior government officials may not be investigated or pursued. In 2006, Nicaraguan authorities made concerted efforts to extend anti-trafficking training to more than 700 law-enforcement officials across the country. However, the recent resignation of Nicaragua's director of anti-trafficking programs is of concern; her strong commitment to combating human trafficking led the government's actions on this issue.

Protection

The government's protection efforts remained inadequate during the reporting period. Nicaraguan authorities continued to rely on NGOs and international organizations for the bulk of victim services, although the Ministry of the Family operates a shelter for child victims of abuse and commercial sexual exploitation. There are no government-run or —financed shelters for adult victims of trafficking. Social stigma and anti-victim bias may be discouraging some victims from assisting in the investigation and prosecution of their traffickers, although Nicaraguan authorities do not prevent victims from doing so. Greater support services for victims and sensitization campaigns (especially for judges, police, and prosecutors) would help in this area. There were no reports of victims being jailed or otherwise penalized for unlawful acts committed as a direct result of being trafficked. Nicaragua has no formal procedures for identifying trafficking victims among vulnerable populations, such as persons detained for

immigration violations. The government does not provide temporary or permanent residency or other relief from deportation for foreign adult victims of trafficking.

Prevention

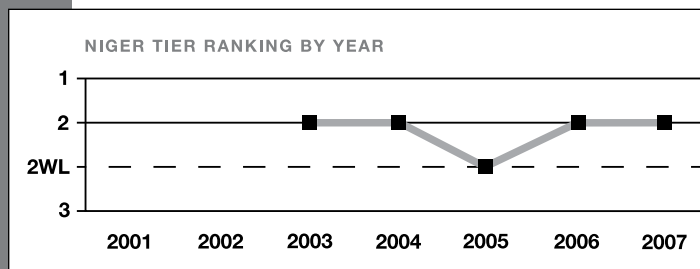
The government increased efforts to raise public awareness during the reporting period. High-level government officials, including the newly-elected vice president, have condemned human trafficking; the vice president was a key player in moving anti-trafficking legislation before the National Assembly. The government also worked closely with international organizations and the Ricky Martin Foundation to launch a broad anti-trafficking education campaign and a 24-hour anti-trafficking hotline in November 2006; the government provides resources and personnel to operate the hotline. Within two months of operation, 690 calls related to child trafficking were received. The government continued to sponsor an anti-child trafficking education program in Granada, a suspected site of child sex tourism. The government also installed closed-circuit televisions to show anti-trafficking videos at immigration centers in Managua; the government estimates these videos reach 1,000 travelers per day during peak periods.

NIGER (Tier 2)

Niger is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and sexual exploitation. Children are trafficked within Niger for forced begging, domestic servitude, mine labor, sexual exploitation, and possibly for agricultural labor. Nigerien children are also subjected to commercial sexual exploitation along the border with Nigeria and are trafficked to Nigeria and Mali for forced begging and manual labor. Women and children from Benin, Burkina Faso, Gabon, Ghana, Mali, Nigeria, and Togo are trafficked to and through Niger for domestic servitude, sexual exploitation, and forced labor in mines, on farms, and as mechanics and welders. Nigerien women and children are trafficked from Niger to North Africa, the Middle East, and Europe for domestic servitude and sexual exploitation. Caste-based slavery practices rooted in ancestral master-slave relationships continue in isolated areas of the country. At least 8,800 Nigeriens live in conditions of traditional slavery.

The Government of Niger does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The Nigerien government increased its modest anti-trafficking law enforcement efforts and drafted an improved trafficking law. To strengthen its response to traffick-

ing, Niger should pass its draft legislation against trafficking, strengthen efforts to prosecute traffickers and slaveholders, provide increased care to former slaves, and adopt its draft national action plans to combat slavery and trafficking.



Prosecution

The Government of Niger increased its law enforcement efforts against trafficking and slavery in the last year. Niger prohibits slavery through its 2003 Article 270 Penal Code amendment, but does not prohibit other forms of trafficking. The prescribed penalty of 10-30 years' imprisonment for slavery is sufficiently stringent. The government in 2006 drafted a law against trafficking, which awaits submission to the Council of Ministers. Although Niger convicted two individuals for enslavement, their imposed sentences, 18 months and one year respectively, were insufficient, although a significant fine of \$2,800 was also imposed on one of them. Two slavery prosecutions are pending, one of which has been stalled since 2005. Police arrested nine individuals in Agadez for trafficking 38 children. Six were charged with enslavement, four of whom were later released due to lack of grounds for prosecution. The remaining two are in custody awaiting trial. Police arrested nine additional individuals in Agadez for trafficking of 17 children, but released them after they made a statement of repentance.

Protection

The government demonstrated increased efforts to provide care for trafficking victims during the year, but provided weak protection to former slaves. Local authorities rescued 38 victims and referred them to UNICEF and NGOs to ensure that they received rehabilitation and intercepted an additional 17 foreign victims whom they referred to NGOs and UNICEF for repatriation. The Education Ministry provided and paid education inspectors and teachers to participate in a foreign-funded community school project for trafficking victims and the Labor Ministry paid labor inspectors to provide counseling to employers, children and parents. No government programs targeted the needs of former slaves. The government does not encourage victims to assist in trafficking or slavery investigations or prosecutions. The government does not provide legal alternatives to the removal of victims to countries where they face hardship or retribution. Victims are not inappro-

priately incarcerated, fined, or penalized for unlawful acts committed as a direct result of being trafficked.

Prevention

The Government of Niger made solid efforts to raise awareness about trafficking and slavery during the reporting period. The government conducted a public awareness campaign against child abuse, which included anti-trafficking elements. Niger continued to collaborate with a foreign donor to air an educational radio soap opera about trafficking. Several government ministries advised on the cultural content of the soap opera to most effectively communicate the message to a Nigerian audience and the Ministry of Communications publicized the soap opera on community radio. Local officials denounced the practice of trafficking in press interviews. The government established a National Commission Against Forced Labor and Discrimination in November 2006. In December 2006, Nigeria and Niger drafted a bilateral agreement to combat trafficking to be signed in 2007. Niger drafted a national action plan against trafficking and, in conjunction with ILO and a foreign donor, drafted a plan to combat forced labor linked to slavery, though the government has yet to formally adopt either plan.

NIGERIA (Tier 2)

Nigeria is a source, transit and destination country for women and children trafficked for the purposes of forced labor and commercial sexual exploitation. Within Nigeria, women and girls are primarily trafficked for domestic servitude and sexual exploitation and boys for forced begging by religious teachers, forced street hawking, and labor exploitation in agriculture, mining, stone quarries, and as domestic labor. Transnationally, women, girls, and boys are trafficked to Nigeria from other West and Central African countries and from Nigeria to neighboring countries for the same purposes listed above. Nigerian women and girls are also trafficked to North Africa, Saudi Arabia, and Europe, most notably Italy, France, Spain, the Netherlands, Belgium, Austria, and Norway, and in small numbers to the United States, for domestic servitude and sexual exploitation.

The Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Nigerian government continues to show a clear commitment to anti-trafficking reforms. To improve its response to trafficking, Nigeria should: increase convictions of trafficking offenders; provide improved care for trafficking victims; offer expanded legal alternatives to the removal of foreign victims to countries where they face hardship or retribution; and ensure that the rights of foreign victims are respected.

Prosecution

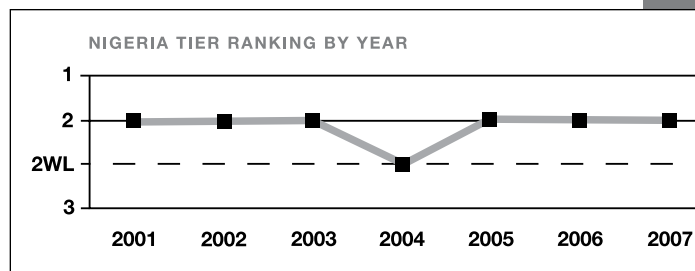
The Government of Nigeria continued to combat trafficking through modest law enforcement efforts during the last year. Nigeria prohibits all forms of trafficking through its 2003 Trafficking in Persons Law Enforcement and Administration Act, which was amended in 2005 to increase penalties for traffickers, and its 2003 Child Rights Act. Prescribed penalties of five years' imprisonment for labor trafficking, 10 years' imprisonment for trafficking children for forced begging or hawking, and a maximum of life imprisonment for sex trafficking are sufficiently stringent and commensurate with penalties prescribed for rape. During the last year, the government reported 81 trafficking investigations, 23 prosecutions, and three convictions. Sentences imposed on traffickers were inadequate, however. Two convicted traffickers received two years' imprisonment, while the third was sentenced to only one year in prison. Two of the convictions were for sex trafficking, while the third was for child trafficking for forced begging. Responding to reports of authorities issuing fraudulent travel documentation, the government in September 2006 replaced its documentation staff and is prosecuting the suspects for fraud.

Protection

The Government of Nigeria demonstrated steady efforts to protect trafficking victims during the year. NAPTIP continued to provide victims with short-term care in shelters in Lagos, Abuja, Benin City, Sokoto, Kano and Uyo, assisting 352 victims during the year. Although the government doubled its funding for anti-trafficking efforts in the last year, NAPTIP shelters are often short on food supplies and provide insufficient victim reintegration assistance. NAPTIP sometimes refers victims to UNICEF, IOM, or NGOs for reintegration assistance. The government encourages victims to assist in trafficking investigations by providing foreign victims with short-term residency and care and by routinely requesting victims' testimony against traffickers. Nigeria provides a limited legal alternative to the removal of foreign victims to countries where they face hardship or retribution — short-term residency that cannot be extended. Although victims are not inappropriately incarcerated, fined, or penalized for unlawful acts committed as a direct result of being trafficked, the government places foreign victims in shelters under guard until they are repatriated.

Prevention

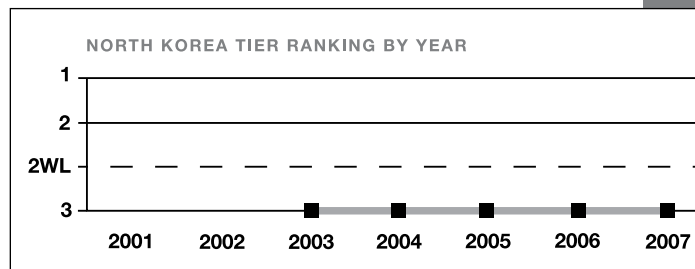
The Government of Nigeria demonstrated solid efforts to raise awareness about trafficking during the reporting period. NAPTIP continued to host quarterly trafficking stakeholder forums for government, NGO, international organization and donor representatives. The government continued to raise awareness about trafficking through posters,



public forums, and radio and television spots. One campaign, for example, included billboards outside major airports and radio jingles. In 2006, Nigeria developed a national action plan against trafficking, which awaits presidential approval.

NORTH KOREA (Tier 3)

The Democratic People's Republic of Korea (D.P.R.K. or North Korea) is a source country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. Many North Koreans seeking to escape the dire conditions in country attempt to leave by crossing the border into Northeast China, where tens of thousands of North Koreans may reside illegally, more than half of whom are women. The illegal status of North Koreans in the People's Republic of China (P.R.C.) and other Southeast Asian countries increases their vulnerability to trafficking schemes and sexual and physical abuse. In the most common form of trafficking, North Korean women and children who voluntarily cross the border into P.R.C. are picked up by trafficking rings and sold as brides to P.R.C. nationals, usually of Korean ethnicity, or placed in forced labor. In a less common form of trafficking, North Korean women and girls are lured out of North Korea by the promise of food, jobs, and freedom, only to be forced into prostitution, marriage, or exploitative labor arrangements once in P.R.C. The D.P.R.K.'s system of political repression includes forced labor in a network of prison camps, where an estimated 150,000 to 200,000 persons are incarcerated and subjected to reeducation through labor by logging, mining, and tending crops. Critics of the regime and some North Koreans forcibly returned from abroad may be subjected to hard labor in prison camps operated by the government.



The D.P.R.K. regime recruits an unknown number of its citizens to fill highly sought-after jobs overseas for D.P.R.K. entities and foreign firms. While there is no evidence of force, fraud, or coercion in the recruiting process, some reports indicate that some North Koreans may be employed in harsh conditions, with their freedom of movement and communication restricted, and their salaries deposited into accounts controlled by the D.P.R.K. government. Countries in which North Koreans work through such arrangements reportedly included Russia, the Czech Republic, Poland, Romania, Libya, Bulgaria, Saudi Arabia, Angola, Mongolia, Kuwait, Yemen, Iraq, and the P.R.C. In January 2007, the Czech Ministry of Interior announced the elimination of its program for North Korean workers. All North Koreans will have left the Czech Republic by the end of 2007, when their work visas expire.

The Government of North Korea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government does not acknowledge the existence of human rights abuses in the country or recognize trafficking, either within the country or transnationally. The D.P.R.K. does not differentiate between trafficking and other forms of illegal border crossing. The government directly contributes to the problem through the operation of forced labor prison camps, where thousands of North Koreans continued to live in slave-like conditions, receiving little food and no medical assistance. There are concerns that North Korea's contract labor arrangements may be exploitative, with the D.P.R.K. government keeping most or all of the foreign exchange paid and then paying workers in local, nonconvertible currency.

Prosecution

The D.P.R.K. made no discernable efforts to combat trafficking in persons through law enforcement efforts. Little information is available on North Korea's legal system, and there are no known laws that specifically address trafficking of adults. Article 50 of the Penal Code criminalizes the abduction, sale, or trafficking of children. However, there were no reported prosecutions or convictions during the reporting period. The Penal Code criminalizes crossing the border without permission and defections; these laws are used against both traffickers and trafficking victims. There are no known laws that specifically address trafficking for labor exploitation. The government sends political prisoners and criminals to detention camps where they are forced to engage in labor. Fair and transparent trials do not occur in the D.P.R.K. It is therefore unclear under what provisions of the law, if any, traffickers are prosecuted. Defector reports include instances of the government punishing traffickers; however, NGO reports indicate that these cases may include

activists or "professional border crossers" who assist North Koreans voluntarily cross the border into the P.R.C. It appears that crackdowns on trafficking networks occur as a result of the government's desire to control all activity within its borders rather than to combat trafficking in persons.

Protection

The D.P.R.K. government does not recognize trafficking victims and made no efforts to provide protection or assistance to victims. There is no evidence that the government attempts to seek out evidence of trafficking, nor does the government appear to differentiate between trafficking, smuggling, illegal economic migration, or defection. North Koreans forcibly repatriated from P.R.C., some of whom may be trafficking victims, may be jailed and forced into prison labor camps. One of the government's top priorities is to control all activities within its borders and prevent people from leaving the country without permission; protecting individuals from mistreatment, exploitation, and retribution are not government priorities.

Prevention

The North Korean government does not acknowledge the existence of human rights problems, including trafficking in persons. There was no information available indicating that the government operated, administered, or promoted any public awareness campaigns related to trafficking in the country. Although a few international NGOs, staffed by both national and international employees, are permitted to operate in the country under close government scrutiny, there are no known indigenous NGOs in the country. North Korea has not ratified the 2000 UN TIP Protocol.

NORWAY (Tier 1)

Norway is a destination country for women from Nigeria, Russia, Albania, Latvia, Lithuania, and Estonia trafficked for the purpose of commercial sexual exploitation. Women from these countries are sometimes trafficked through Italy, Sweden, and Denmark to Norway.

The Government of Norway fully complies with the minimum standards for the elimination of trafficking. Norway provided more than \$650,000 to UNODC's anti-trafficking programs around the world in 2006. The government also adopted a new anti-trafficking national action plan in December 2006. Norway should continue to focus efforts on increasing the number of trafficking prosecutions and convictions conducted under its trafficking law, and seeking longer sentences for convicted traffickers. Norway should also take steps to reduce the domestic demand for commercial sexual exploitation.

Prosecutions

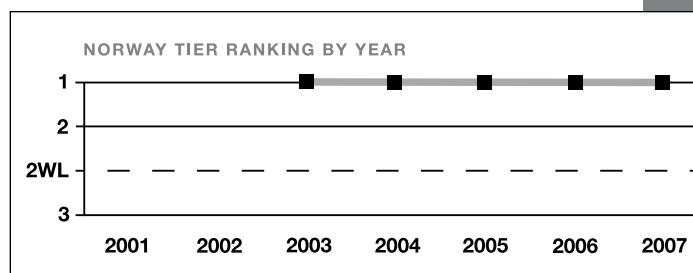
The Norwegian government showed sustained law enforcement efforts in addressing trafficking crimes over the last year. Norway prohibits all forms of trafficking in persons through its Crimes Against Personal Freedom Law of 2004. The maximum penalty prescribed for trafficking under this law is five years' imprisonment, which is sufficiently stringent and commensurate with punishments for sexual assault or rape. Norway conducted 29 investigations during the reporting period and prosecuted two cases in 2006, compared to eight cases prosecuted in 2005. Five traffickers were convicted in 2006. Four traffickers were convicted under a pimping statute; two of them were sentenced to six months' imprisonment, and the other two sentenced to four months' imprisonment. One trafficker was convicted under the 2004 trafficking statute and was sentenced to 2.5 years' imprisonment. No traffickers received suspended sentences in 2006. The police worked closely with counterparts in Albania, Spain, and Romania during several transnational investigations. The Norwegian police continued giving a two-day training seminar for police officers working on trafficking issues. The police also offered separate two-day awareness training seminars for immigration officials.

Protection

The government continued its strong efforts to provide assistance and protection to victims of trafficking. The government established the "Oslo Pilot" that connects the police, NGOs, healthcare providers, and other ministries and developed a set of indicators to assist in identifying victims. The government funds an NGO that provides a 24-hour hotline for victims of trafficking. Victims are permitted to stay in Norway during a six-month reflection period in order to receive assistance and counseling. In 2006, the government expanded the free legal aid system and now permits victims of trafficking to have up to five hours of legal aid; such legal aid is helpful for victims when determining whether or not to make an official report with authorities. This is expected to increase the number of trafficking investigations. The government encourages victims to participate in trafficking investigations and prosecutions and does not penalize victims for acts committed as a direct result of being trafficked.

Prevention

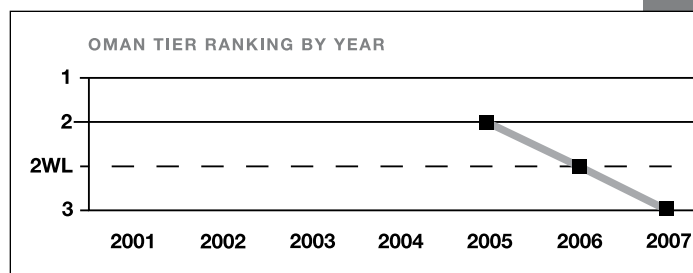
Norway continued its trafficking prevention efforts both domestically and abroad. In 2006, Norway funded anti-trafficking programs in the Balkan states, Russia, South Africa, and Vietnam. Authorities monitor immigration patterns for trafficking and coordinate with police when trafficking is suspected. Norway's anti-trafficking task-force is required to provide a written report to a steering committee every six months to assess both the



scope of the problem in Norway and government efforts to combat it, although these reports are not distributed publicly.

OMAN (Tier 3)

Oman is a destination and transit country for men and women primarily from India, Pakistan, Bangladesh, Sri Lanka, the Philippines, and Indonesia, most of whom migrate willingly as low-skilled workers or domestic servants. Some of them subsequently face conditions of involuntary servitude, such as withholding of passports and other restrictions on movement, non-payment of wages, long working hours without food or rest, threats, and physical or sexual abuse. Oman may also be a destination country for women from People's Republic of China, the Philippines, Morocco, and Eastern Europe for commercial sexual exploitation.



The Government of Oman does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Oman did not report any law enforcement efforts to prosecute and punish trafficking offenses this year, including involuntary servitude or trafficking for commercial sexual exploitation. The government also continues to lack victim protection services or a systematic procedure to identify victims of trafficking from among vulnerable populations, such as illegal migrants and women arrested for prostitution. Oman should significantly increase prosecutions of trafficking crimes, institute a formal victim identification and referral mechanism, and cease deporting possible victims of trafficking.

Prosecution

Oman did not report any progress in prosecuting or punishing trafficking offenses over the last year. Although Oman does not have a comprehensive

anti-trafficking law, it prohibits slavery under Article 260-261 of its penal code and coerced prostitution through Article 220. Prescribed punishment for both crimes are sufficiently stringent and commensurate with penalties prescribed for other grave crimes. In July 2006, the Sultan issued Royal Decree 74 prohibiting forced labor and increasing the applicable penalties, but those penalties — up to one month in prison or fines — are not sufficiently stringent to deter this serious offense. In November 2006, the Ministry of Manpower issued a legally-enforceable circular prohibiting employers from withholding workers' passports; the circular does not specify penalties for non-compliance, and the practice continues to be widespread. The government did not report any prosecutions for trafficking offenses under these laws in the last year and has taken no active measures to investigate trafficking in persons offenses. Oman should significantly increase criminal investigations and prosecutions of trafficking offenses. The government should also follow through with its plans to enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking, and assigns penalties both sufficiently stringent to deter the offense and reflective of the heinous nature of the crime.

Protection

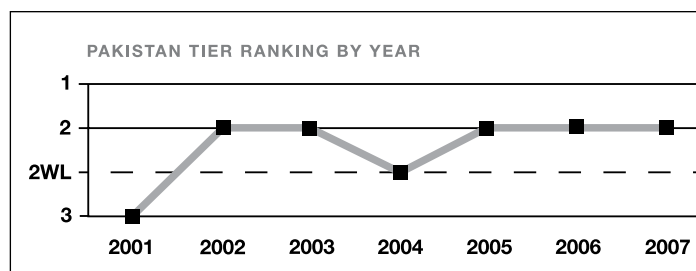
During the reporting period, Oman made no significant efforts to improve protections or services for victims of trafficking. The government continues to lack a systematic procedure to identify victims of trafficking among vulnerable groups, such as illegal migrants and women arrested for prostitution. In May and June 2006, the government conducted sweeps to find, detain and deport illegal migrant workers; Omani authorities did not, however, systematically identify trafficking victims from among the group of deportees. As a result, victims may have been detained and deported without adequate protection. Oman does not offer foreign victims legal alternatives to their removal to countries in which they may face hardship or retribution. The government reports that it encourages victims to assist in investigations, but authorities often have not investigated cases of foreign workers who have escaped exploitative conditions and may have returned them to their abusive employers or recruiting agencies.

Prevention

Oman made insufficient efforts to prevent trafficking in persons this year. Oman's military and police continued to monitor Oman's borders to prevent illegal entry and human smuggling. The government also developed, in partnership with the Indian embassy, a pamphlet that will inform Indian workers of their rights and resources; as of the writing of this report, however, these pamphlets have not been distributed.

PAKISTAN (Tier 2)

Pakistan is a source, destination, and transit country for men, women, and children trafficked for the purposes of sexual exploitation and involuntary servitude. Pakistani women and men migrate voluntarily to the Gulf, Iran, Turkey, and Greece for work as domestic servants or construction workers. Once abroad, however, some find themselves in situations of involuntary servitude when faced with overwhelming recruitment and transportation fees, restrictions on their movement, and physical or sexual abuse. There were no new confirmed reports of the trafficking of Pakistani boys to the Middle East to serve as camel jockeys, but some NGOs contend that Pakistani children are trafficked to the Gulf for sexual exploitation. Pakistan faces a significant internal trafficking problem reportedly involving thousands of women and children trafficked to settle debts and disputes or forced into sexual exploitation or domestic servitude. Unconfirmed estimates of Pakistani victims of bonded labor are in the millions. Women and children from Bangladesh, India, Burma, Afghanistan, Sri Lanka, Nepal, Azerbaijan, Iran, Kazakhstan, Kyrgyz Republic, Turkmenistan, Uzbekistan, and Tajikistan are also trafficked to Pakistan for sexual exploitation and involuntary servitude. In addition, Bangladeshi, Sri Lankan, Nepali, and Burmese women are trafficked through Pakistan.



The Government of Pakistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government prosecuted traffickers, including government officials facilitating trafficking, and continued to refer victims to available protection services. Pakistan did not, however, demonstrate efforts to address the serious issues of bonded labor and other forms of involuntary servitude. Over the next year, Pakistan should continue to increase its anti-trafficking efforts, particularly in the areas of bonded labor, forced child labor, and internal trafficking for commercial sexual exploitation.

Prosecution

The Government of Pakistan made uneven progress in prosecuting trafficking this year. Pakistan prohibits all forms of trafficking in persons through its 2002 Prevention and Control of Human Trafficking

Ordinance. During the reporting period, the government convicted 65 traffickers under the Human Trafficking Ordinance. The government began an anti-trafficking investigation of 20 major traffickers and also requested that Interpol issue arrest warrants for 22 of its nationals accused of trafficking. In addition, Pakistan filed cases against 21 government officials for complicity in trafficking. Notably, in February 2007, the Federal Investigations Agency (FIA) began investigating a trafficking case involving a current Federal Minister. Nonetheless, Pakistan did not demonstrate increasing law enforcement efforts against bonded labor or other labor forms of trafficking. Although Pakistan has a significant bonded labor problem — estimated at over 1 million victims — the government did not provide evidence of any investigations, prosecutions, convictions, or sentences for bonded labor or involuntary servitude. The government should strengthen law enforcement efforts against such forms of trafficking, as well as against the internal trafficking of boys and girls for commercial sexual exploitation.

Protection

This year, the government took modest steps to improve victim protection. The government requires victims to assist in the investigation of trafficking cases and permits foreign victims to work pending the trial of their trafficker. Foreign victims reportedly are not prosecuted or deported for unlawful acts committed as a direct result of being trafficked, but some victims may still be subjected to prosecution for fornication, even as victims of sex trafficking. The government does not provide victims with legal alternatives to removal to a country where they might face hardship or retribution. Government officials routinely refer foreign victims to a shelter operated by IOM; and, Pakistani victims can access any of 276 government centers offering medical treatment, vocational training, and legal assistance to women and children. The government, however, lacks protection services for male victims who can neither access the IOM shelter nor the government centers. The government does not provide assistance to male or female victims of bonded and other forms of forced labor. Pakistan should: ensure that victims of trafficking are not punished; rescue and protect an increased number of victims of sex and labor forms of trafficking; and make available protection services to all victims of trafficking.

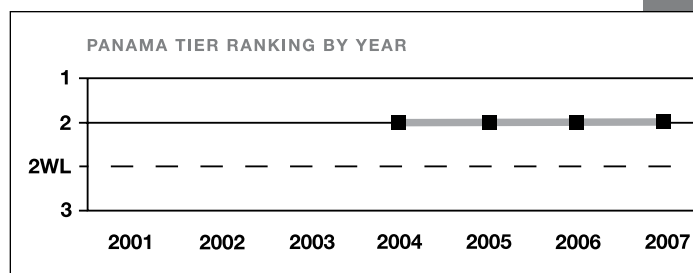
Prevention

Pakistan made some progress in preventing trafficking over the last year. In March 2006, law enforcement officers from India and Pakistan formed a working group to cooperate on cross-border trafficking. Pakistan joined in a similar agreement with Iran in June 2006. The government continues to use technology to monitor airports for trafficking patterns and victims. Pakistan has not ratified the 2000 UN TIP Protocol.

PANAMA (Tier 2)

Panama is a source, transit, and destination country for women and children trafficked for the purpose of commercial sexual exploitation. Colombian women and children are trafficked to or through Panama; some become victims of trafficking for sexual exploitation after arriving in Panama voluntarily. Some Panamanian women have been trafficked to Jamaica for sexual exploitation. Rural children in Panama may be trafficked internally to urban areas for labor exploitation.

The Government of Panama does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government intensified its efforts to prosecute and convict traffickers, and stepped up public awareness campaigns and prevention efforts. The government should commit more resources to law-enforcement activities and victim protection, and consider ending its “alternadora” visa program which facilitates the migration to Panama of women in prostitution, some of whom fall victim to traffickers.



Prosecution

The Government of Panama made modest progress in investigating and prosecuting sex trafficking crimes during the reporting period. Panama does not prohibit all forms of trafficking, although its Law 16 criminalizes trafficking for commercial sexual exploitation, which prescribes punishments of 3 to 10 years' imprisonment; these punishments are sufficiently stringent and commensurate with those for other grave crimes. In early 2007, the government obtained its first conviction under Law 16, resulting in a five-year sentence for the owner of a nightclub. A second sexual-exploitation prosecution is underway, and the government investigated five other sex trafficking cases in 2006. In addition to assigning three prosecutors in the Attorney General's Office to work on anti-trafficking cases, the government provides anti-trafficking training to all key criminal justice personnel: police and public forces, judges, and prosecutors. The government also works with other governments and Interpol on international trafficking cases and extradited four alleged pedophiles to the United States during the reporting period.

Protection

The Panamanian government sustained its efforts to assist trafficking victims during the reporting period. Most services are concentrated in or near Panama City. The government operates one shelter and funds an NGO to provide additional shelter and treatment services to victims. The government also sponsored training and workshops to educate key officials about methods for identifying and assisting trafficking victims. Panamanian authorities encourage victims to assist in the investigation and prosecution of their traffickers. Victims' rights are generally respected, and there were no reports of victims being penalized for crimes committed as a direct result of being trafficked. Panama provides legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

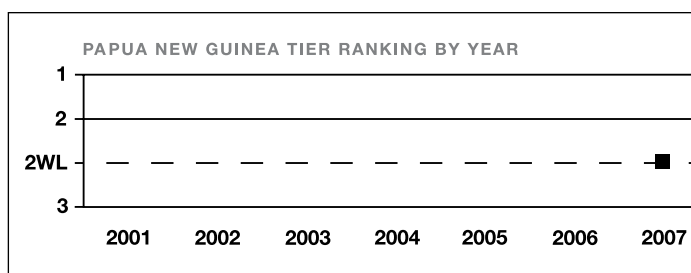
Prevention

The government made additional progress in prevention activities during the reporting period. CONAPREDES, the anti-trafficking coordinating agency, launched the printing of an anti-trafficking message on lottery tickets nationwide. Together with ILO-IPEC, CONAPREDES also developed anti-trafficking brochures and guides to victim assistance, which were distributed to schools across the country. Other anti-trafficking media campaigns featured posters, radio, and television ads. Trafficking prosecutors also spoke at schools about the dangers of human trafficking.

PAPUA NEW GUINEA (Tier 2 Watch List)

Papua New Guinea is a destination country for women and girls trafficked for the purpose of commercial sexual exploitation. Internal trafficking of women and children for sexual exploitation and domestic servitude occurs. Children are held in indentured servitude as domestic workers. Women are trafficked from Malaysia, the Philippines, Thailand, Indonesia, and the People's Republic of China (P.R.C.) for sexual exploitation in brothels in the capital and at isolated logging and mining camps. Children are held in indentured servitude either as a means of paying a family debt or because the natural parents cannot afford to support the child. Some children are given to another family of greater wealth to serve as a housekeeper or nanny — a practice that can lead to trafficking in persons. There were isolated cases of Thai women transiting Papua New Guinea from Singapore on their way to Japan.

The Government of Papua New Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Papua New Guinea has been placed on Tier 2 Watch List because of its significantly increasing problem of trafficking in persons. The government should pass and enact comprehensive anti-trafficking legislation and collaborate with civil society, religious and tribal leaders to raise awareness about trafficking, including the demand aspect. The government should make efforts to prosecute and convict complicit officials and exploitative employers.



Prosecution

The Government of Papua New Guinea demonstrated minimal efforts to combat trafficking in persons. Papua New Guinea does not prohibit all forms of trafficking in persons, though its criminal code prohibits the trafficking of children for sexual exploitation. Trafficking for labor exploitation, however, is not criminalized and law enforcement officials do not actively investigate suspected cases due to a lack of officers within any branch of the government who are capable of dealing with trafficking crimes. There were no reported prosecutions or convictions of trafficking offenders during the reporting period. Police arrested a cult leader known as "Black Jesus" for killing and eating three young women he recruited as sex slaves. The police, through the assistance of immigration officers, stopped six Thai women transiting Papua New Guinea from Singapore on their way to Japan and deported them to Thailand on the next flight. Trafficking-related corruption is a serious problem and no public officials were investigated or prosecuted for trafficking-related crimes.

Protection

The Government of Papua New Guinea demonstrated limited efforts to protect or assist victims of trafficking. Due to severe resource constraints, the government relies on services provided by international organizations or NGOs. The government does not actively investigate trafficking crimes, and it does not implement procedures to identify trafficking victims among vulnerable populations, such as foreigners detained for prostitution or immigration violations. No victims presented themselves to police during the year. The government would

encourage victims to participate in the investigation and prosecution of traffickers if they came forward. There is no legal alternative to removal for victims that may face hardship or retribution in a source country. There are a few shelters in Port Moresby, Lae, and other major cities, but they are not specifically for victims of trafficking.

Prevention

The Government of Papua New Guinea relied on international organizations and NGOs to conduct prevention and awareness campaigns. A YWCA HIV and AIDS prevention program targeted women and girls in prostitution and provided literacy and skills training. Papua New Guinea has not ratified the 2000 UN TIP Protocol.

PARAGUAY (Tier 2)

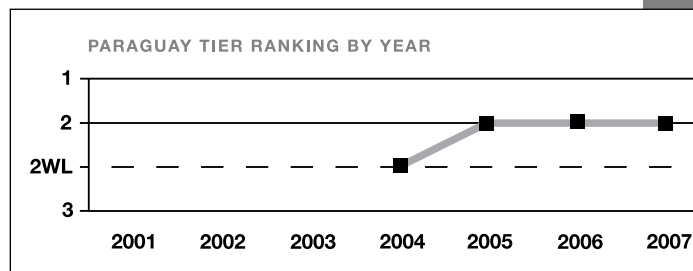
Paraguay is principally a source and destination country for women and children trafficked for the purposes of commercial sexual exploitation. Paraguayan victims are trafficked mainly to Argentina, Brazil, Bolivia, and Spain; this transnational trafficking trend appears to be growing. Poor children are also trafficked within the country from rural to urban centers for sexual exploitation and involuntary servitude. Trafficking of Paraguayan and Brazilian women and girls, mainly for sexual exploitation, remains a problem in the Brazil-Paraguay-Argentina tri-border area.

The Government of Paraguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued a modest level of law enforcement activity. In the coming year, the government should intensify its efforts to identify, prosecute, and punish traffickers, especially in light of the country's increasing trafficking problem. It also should commit more resources for victim protection and anti-trafficking training for key government personnel. The government also should examine whether existing laws are sufficient to combat all forms of trafficking, including internal trafficking.

Prosecution

The Paraguayan government sustained its past record of modest law-enforcement actions against traffickers during the year. Paraguay prohibits most, but not all forms of trafficking through provisions of the country's 1997 Penal Code; these carry penalties of up to 10 years' imprisonment, which is commensurate with penalties for grave crimes such as rape and is sufficiently stringent. The government cooperated with neighboring and destination countries to disrupt trafficking networks, investigating 18 international trafficking cases last year. In 2006, authorities prosecuted and secured convictions in

two cases against traffickers. No cases of official complicity with human trafficking were substantiated during the reporting period.



Protection

The government's efforts to protect victims of trafficking remained modest and inadequate. It does not directly operate or fund centers that provide shelter or other services to trafficking victims. Instead, the government relied heavily on NGOs and outside sources to provide shelter and other services to trafficking victims, particularly outside the capital. The government did show evidence, however, of its implementation of procedures to identify and refer victims of trafficking to NGOs that provide victim services. Paraguayan authorities encourage victims to assist in the investigation and prosecution of their traffickers. There were no reports of victims jailed, deported, or otherwise penalized. Paraguay does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution.

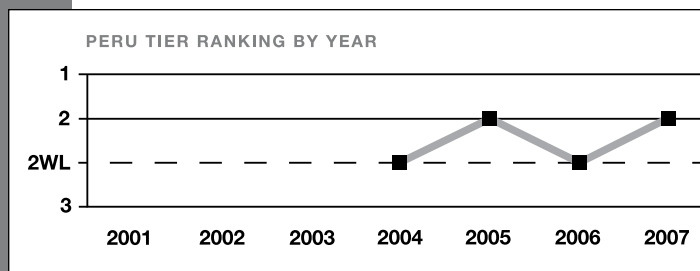
Prevention

The government conducted trafficking prevention activities during the reporting period, but efforts remain inadequate for a source country with a growing trafficking problem. The Secretariat of Women's Affairs led seminars to warn potential victims about the dangers of trafficking and conducted courses for law enforcement personnel. Posters distributed by government authorities also raised public awareness. The government relies on NGOs and other sources for the bulk of its prevention efforts.

PERU (Tier 2)

Peru is primarily a source country for women and children trafficked within the country for the purpose of commercial sexual exploitation. Most victims are girls and young women recruited from rural areas and lured or coerced into prostitution in urban nightclubs, bars, and brothels. Peruvians also are trafficked for sexual exploitation to Spain, Italy, Japan, and the United States. The government acknowledges that child sex tourism exists, particularly in the Amazon region of the country. Children and adults also are trafficked into conditions of forced labor in Peru's mining, logging, and brick-making sectors, and as domestic servants.

The Government of Peru does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In early 2007, the government passed a comprehensive law which prohibits all forms of trafficking in persons. The government also made solid progress in law enforcement actions against traffickers and conducted widespread anti-trafficking training for key officials. In the coming year, the government should intensify its efforts to expedite and prosecute trafficking cases and increase protection services for victims.



Prosecution

The Government of Peru demonstrated solid progress in investigating and prosecuting traffickers over the last year. In January 2007, the Peruvian Congress passed Law 28950, which criminally prohibits all forms of trafficking and prescribes tougher penalties against traffickers, while authorizing undercover and covert police operations and providing greater protection for trafficking victims and witnesses. The government now is drafting implementing regulations for the new law. It prescribes penalties of 8 to 15 years' imprisonment for convicted trafficking offenders, with increased penalties of 20 to 25 years' imprisonment in cases with aggravated circumstances. Such penalties are sufficiently stringent and commensurate with those prescribed for other grave crimes. In 2006 and early 2007, the government opened 11 trafficking cases, which represents a solid increase over 2005, when it opened four cases. A total of 13 trafficking cases are now pending before Peruvian courts. In December 2006, a Peruvian judge sentenced a trafficker to 10 years in prison. The government also launched a computerized case-tracking system, and conducted more than 2,750 raids of brothels, finding and removing almost 400 minors from commercial sexual exploitation. The government, with NGO assistance, also conducted anti-trafficking training for 1,389 law-enforcement and social-service officials across the country. There were no confirmed reports of official complicity with trafficking.

Protection

The government made limited progress in its efforts to protect victims during the reporting period. It did not penalize victims for unlawful acts committed as a direct result of their being trafficked. The

government showed modest efforts in identifying victims and referring them to government-funded domestic-violence shelters, although these facilities lack specialized services for trafficking victims. In March 2006, the government, with NGO assistance, initiated a toll-free hotline for potential trafficking victims and for referring cases to police. Peru provides similar legal rights to foreign victims as it does to its citizens, and also allows foreign victims to remain in Peru to escape hardship or retribution in their own countries. Although Peru encourages victims to assist in the prosecution of traffickers, the uneven application of witness-protection laws continues to prevent some victims from doing so.

Prevention

The government took strong steps to expand its anti-trafficking training and prevention efforts during the reporting period. The Women's Ministry conducted all-day anti-trafficking workshops for more than 2,000 municipal officials and community leaders across the country. The government also trained more than 700 teachers and school directors on how to prevent trafficking and incorporated anti-trafficking instruction into school programs. The Ministry of Foreign Affairs shows anti-trafficking videos to passport applicants and disseminates videos and brochures to embassies and consulates worldwide. The Ministry of Tourism initiated a campaign for hotels to sign a "code of conduct" against child-sex tourism, which is prevalent in tourist destinations such as Iquitos and Cuzco.

PHILIPPINES (Tier 2)

The Philippines is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant number of Filipino men and women who migrate abroad for work are subjected to conditions of involuntary servitude in Saudi Arabia, Kuwait, the United Arab Emirates, Qatar, Bahrain, Malaysia, Hong Kong, Singapore, Japan, South Africa, North America, and Europe. Women and children are also trafficked within the Philippines, primarily from rural areas, such as the Visayas and Mindanao, to urban areas for forced labor as domestic workers, and factory workers, and in the drug trade, and for sexual exploitation. A smaller number of women are occasionally trafficked from the People's Republic of China (P.R.C.), South Korea, Japan, and Russia to the Philippines for sexual exploitation. Foreign tourists, particularly other Asians, sexually exploit women and children in the Philippines.

The Government of the Philippines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Philippines govern-

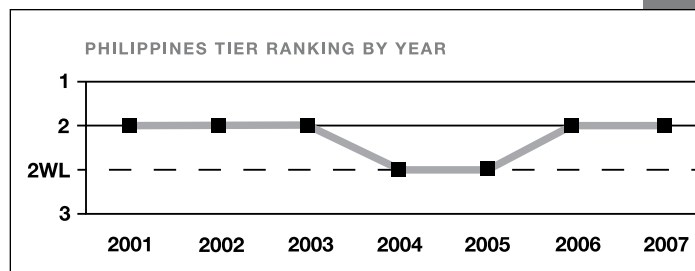
ment demonstrated exemplary efforts to prevent the trafficking of migrant workers and to protect those who were exploited abroad. However, the government demonstrated weaker efforts to combat internal sex and labor trafficking. There was only one conviction under the 2003 anti-trafficking law during the reporting period. The Philippines government should make greater efforts to combat internal trafficking by increasing public awareness activities and vigorously prosecuting those exploiting victims as well as making greater efforts to prosecute and convict public officials who profit from or are involved in trafficking.

Prosecution

The Philippine government showed some improvement in arresting, prosecuting, and convicting traffickers. The Philippines criminally prohibits trafficking for both sexual and labor exploitation through its 2003 Anti-Trafficking in Persons Act. Penalties prescribed for trafficking for commercial sexual exploitation are commensurate with those for rape, and overall penalties prescribed for trafficking offenses are sufficiently stringent. There was only one conviction under the country's trafficking law during the reporting period. A court in Zamboanga City sentenced a member of a trafficking syndicate to life imprisonment in March 2007 for having recruited six victims and peddled them to a brothel in Sandakan, Malaysia. The case is the fifth conviction under the 2003 Philippines anti-trafficking law that has resulted in a jail sentence.

In 2006, law enforcement agencies filed 60 new trafficking cases with the Department of Justice. In addition, Philippines law permits private prosecutors to prosecute cases under the direction and control of a public prosecutor. The government has used this provision effectively, allowing and supporting an NGO to file 23 cases. In total, the government is currently engaged in 107 prosecutions of trafficking crimes, with more being investigated. The government has 17 dedicated anti-trafficking prosecutors in the Department of Justice (DOJ), and 72 additional prosecutors in regional DOJ offices. The Secretary of Justice issued a DOJ Circular instructing that all trafficking cases should receive preferential attention for initiating prosecutions in the courts.

The Philippines Coast Guard, under the Department of Transportation and Communication, searched several ferries in order to identify trafficking victims and recruiters. Although there was no evidence of government complicity in trafficking at an institutional level, individual and groups of customs officials, border guards, local police, and immigration officers reportedly received bribes from traffickers or otherwise assisted in their operations. Corruption in the government and the general ineffectiveness of the judicial system impeded the government's ability to effectively prosecute trafficking cases. In 2005, police



and the DOJ charged a police officer for allegedly trafficking minors for sexual exploitation at his Manila nightclub. Trial hearings continued in 2006, and a decision is expected in 2007. In December 2006, a top executive of the National Labor Relations Commission was suspended for three months for allegedly accepting a bribe from a labor recruiter, applying for a license to operate a recruitment agency.

Child Sex Tourism

In 2006, five foreign tourists were arrested by Filipino police for sexually exploiting Filipino children. The Philippines continued to assist U.S. law enforcement authorities in the transfer to U.S. custody of Americans who sexually exploited children.

Protection

The Philippine government demonstrated increased efforts to protect victims of trafficking in 2006, though it continued to rely heavily on NGOs and international organizations to provide services to victims. The government actively encouraged victims to assist in the investigation and prosecution of trafficking and related crimes. Victims can file civil suits against traffickers. The government does not penalize victims for any crimes committed as a direct result of their being trafficked. The implementing rules of the 2003 anti-trafficking law outline identification and referral procedures. The government assisted victims by providing temporary residency status, relief from deportation, shelter, and access to legal, medical, and psychological services. The Department of Social Welfare and Development operated 42 temporary shelters for victims throughout the country. Thirteen of these shelters were supported by a non-profit charity organization.

The government deployed eight social workers to Philippine diplomatic missions to provide psychosocial counseling to overseas foreign workers in distress. A social welfare attaché stationed in Malaysia coordinated with the Malaysian government in rescuing and repatriating Filipino victims of trafficking. The Department of Foreign Affairs assisted victims trafficked abroad and oversaw voluntary repatriation of victims. The Philippine Ports Authority provided the building and amenities for halfway houses in Manila, Davao, Batangas, and Sorsogon, which were managed by an NGO; the Ports Authority, police, and the Coast Guard

referred victims to the halfway houses. In March 2007, the Department of Labor and Employment opened the first reintegration center where returning overseas Filipino workers may seek services such as skills training, psycho-social counseling, and business development assistance.

Prevention

The Philippine government demonstrated continued efforts to raise awareness and prevent trafficking in persons. In 2007, the government's Interagency Council Against Trafficking established its first anti-trafficking task force at Manila's international airport to share information on traffickers and assist victims. In 2006 the Philippine Overseas Employment Agency (POEA) issued new employment requirements for overseas Filipino household workers to protect them from widespread employer abuse and trafficking. The new requirements increased the minimum monthly wage from \$200 to \$400 and raised the minimum age from 18 to 23. In addition, prospective domestic workers must obtain a certificate of competency from the Technical Education and Skills Development Authority and the Overseas Workers' Welfare Administration to attest to their skills and employers are required to submit employment contracts for verification.

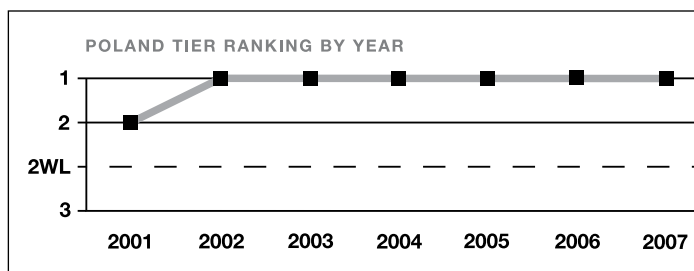
POEA conducted nearly 1,000 pre-employment orientation seminars for more than 60,000 departing overseas Filipino workers in 2006. POEA also trained diplomatic staff and overseas labor and social welfare officers in methods for assisting trafficking victims abroad. To protect overseas Filipino domestic workers from illegal recruitment, foreign employers are required to undergo pre-qualification screening by the Philippine Overseas Labor Office and submit a written statement committing themselves to the fair and humane treatment of their domestic workers. The government produced an anti-trafficking infomercial that aired on local TV networks throughout the country in 2006. The government also created the Task Force Against Illegal Recruitment to develop strategies against illegal recruitment activities.

POLAND (Tier 1)

Poland is a source, transit, and destination country for women from Ukraine, Moldova, Romania, Belarus, Lithuania, Russia, Bulgaria, Cameroon, Somalia, Uganda, and Vietnam trafficked to and through Poland to Austria, Belgium, Denmark, Germany, Greece, Italy, the Netherlands, Spain, Sweden, and Japan for the purpose of commercial sexual exploitation. Polish men and women are trafficked to Italy, Austria, Germany, Belgium, France, Spain, the Netherlands, Japan, and Israel for purposes of forced labor and sexual exploitation.

Boys from Vietnam were trafficked to Poland for the purpose of sexual exploitation. In May, police dismantled a trafficking ring that trafficked more than 350 Polish women to Austria for the purpose of sexual exploitation. In July 2006, a labor trafficking ring in Italy was found to have trafficked more than 300 Polish men and women for the purpose of forced agricultural labor.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. Poland continued to show progress in some areas, including an increase in international law enforcement cooperation. In March 2006, Poland created a Central Anti-Trafficking Unit in the National Police, which assisted in the breakup of several large-scale trafficking rings. The government also allocated more than \$2 million to implement its national action plan and fund victim assistance and prevention programs. The government should continue training for prosecutors and judges, take steps to increase the number of trafficking convictions and the number of convicted offenders who serve time in prison, and make efforts to increase the number of identified victims.



Prosecution

The Government of Poland demonstrated mixed progress in its overall law enforcement efforts. Poland prohibits all forms of trafficking; Article 204, Section 4 and Article 253 are used to prosecute sex trafficking and forced labor cases. Prosecutors rely on trafficking definitions in the 2000 UN TIP Protocol when pursuing cases against traffickers, although some NGOs and government officials expressed concern that the lack of a trafficking definition in Poland's penal code limits effective prosecutions. Penalties under Article 253 range from 3 to 15 years' imprisonment, and Article 204, Section 4 provides for up to ten years' imprisonment; these sentences are sufficiently stringent and commensurate with those for other grave crimes, such as sexual assault. Police conducted 21 new investigations in 2006, down slightly from 22 in 2005. The government conducted 36 prosecutions, up from 18 in 2005. Sixteen traffickers were convicted in Polish Courts of First Instance in 2006, down from 37 such convictions in 2005. Data on convictions handed down by appellate courts were unavailable for 2006; however, in 2005 only nine of the 37 trafficking convictions were upheld on appeal. Of these, four traffickers

served some time in prison; this is a significant decrease from 2004 when 13 of 16 convicted traffickers served time in prison. In 2006, Polish authorities worked closely with foreign counterparts on several high-profile international trafficking cases. In May 2006, Austrian authorities arrested two Polish policemen who were involved in a group suspected of having trafficked 440 Polish and Romanian women to Austria. To date, there have been no cases of law enforcement officials punished for trafficking-related corruption in Poland.

Protection

The Polish government continued to provide quality assistance to trafficking victims. It increased its funding to victim support and sustained implementation of its victim referral mechanism governing cooperation among police, border guards, and victim assistance organizations. Once identified, victims were typically referred to the nearest victim assistance location. Although the government has invested significant resources in victim identification training, the number of identified victims in the country remained low. Concerns exist that a two-month victim reflection period for victims, available starting in 2005, was not properly implemented; at least one foreign victim identified herself to law enforcement but was still deported without being offered the reflection period. The government encouraged victims to assist in trafficking investigations and prosecutions; 11 victims assisted authorities in 2006.

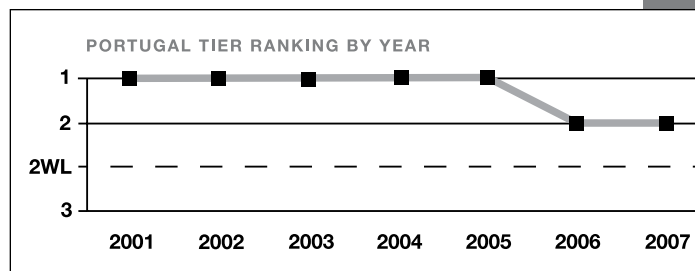
Prevention

The government continued to improve its trafficking prevention efforts. During the reporting period, the government funded several NGOs to conduct workshops at orphanages and childcare centers to raise awareness of the dangers of trafficking. A government-funded NGO also conducted an awareness campaign on the Polish-Ukrainian border. Anti-trafficking awareness guidebooks targeting both Poles traveling abroad for work and foreign women migrating to Poland for work were produced and disseminated among these two groups.

PORTUGAL (Tier 2)

Portugal is primarily a destination and transit country for women, men, and children trafficked from Brazil, Ukraine, Moldova, Russia, Romania, and to a lesser extent Africa. The majority of Brazilian female victims are trafficked for the purposes of commercial sexual exploitation. Male victims from Eastern European countries are trafficked for forced labor in the construction industry. Some trafficking victims transit through Portugal to other European countries.

The Government of Portugal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, a multi-agency government center



responsible for gathering trafficking-related data opened and required that police fill out a standard detailed form with case information. The parliament should pass the new anti-trafficking penal code reforms currently before it and the government should actively implement those reforms.

Prosecution

The Government of Portugal demonstrated weak efforts to prosecute trafficking in 2006, although it has established a system to facilitate the compiling of comprehensive law enforcement data under the category of trafficking. Portugal prohibits labor trafficking and most forms of sex trafficking through various trafficking-related provisions of its penal code. In addition, sex trafficking of Portuguese citizens across international borders is specifically prohibited. To bolster its efforts to combat trafficking, the government submitted to parliament reforms that will standardize the penal code as it relates to trafficking. The reforms explicitly criminalize labor trafficking, broaden the definition of sex trafficking, and increase penalties for both types of trafficking offenses. Current penalties prescribed by law for commercial sexual exploitation are commensurate with those for rape, and the laws generally prescribe penalties that are sufficiently stringent. However, sentences imposed on convicted offenders are often suspended. In 2006, a bar owner accused of sex trafficking was convicted for related crimes of pimping, aiding illegal immigration, kidnapping, and illegal possession of weapons. He was sentenced to nine years' imprisonment for recruiting and exploiting Brazilian women. There is no evidence of government officials complicit in trafficking.

Protection

The Government of Portugal expanded its efforts to provide protection assistance to victims of trafficking in 2006 and encouraged victims to assist in the investigation and prosecution of traffickers. Victims may file civil suits against their traffickers. Victims are allowed a 30 to 60 day reflection period to decide whether or not they will press charges against the traffickers and regardless of their decision, have the right to a one-year residency permit. Victims who are initially detained are transferred to shelter facilities and do not face penalties for unlawful acts committed as a direct part of their being trafficked. In the last year, Portugal opened

the first government-funded and operated assistance center for trafficking victims and passed a new immigration law that facilitates issuance of residency permits to trafficking victims. The Government of Portugal provides funding and other in-kind forms of support to foreign and domestic NGOs providing victim services.

Prevention

The Government of Portugal continued to sponsor anti-trafficking information campaigns and public service announcements throughout the year. The Government created a Web site with comprehensive information about trafficking, its National Action Plan, and links to NGOs providing victim assistance. State-run channels broadcast programs on trafficking to educate the general public, potential trafficking victims, and immigrants. The Government sponsored public service ads warning against trafficking on television, radio, and newspapers. Through the posting of liaison officers abroad, staffs of Portugal's overseas embassies and consulates are trained on how to protect and assist trafficking victims.

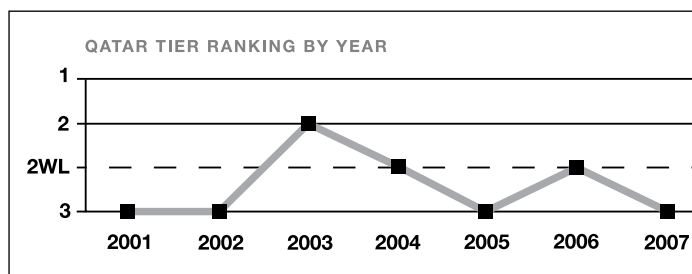
QATAR (Tier 3)

Qatar is a destination for men and women trafficked for the purposes of involuntary servitude and, to a lesser extent, commercial sexual exploitation. Men and women from India, Pakistan, Bangladesh, Nepal, the Philippines, Indonesia, Vietnam, Sri Lanka, Ethiopia, Sudan, Thailand, Egypt, Syria, Jordan, and People's Republic of China (P.R.C.) travel to Qatar as laborers and domestic servants, but some subsequently face conditions of involuntary servitude. The most common forced labor offense is forcing workers to accept worse contract terms than those under which they were recruited. Other forced labor conditions in Qatar include instances of: bonded labor; job switching; visa swapping; visa selling; withholding of pay; charging for benefits for which the employer is responsible; restrictions on freedom of movement, including the confiscation of passports and travel documents and the withholding of exit permits; arbitrary detention; threats of legal action and deportation; false charges; and physical, mental, and sexual abuse. Workers are generally forced to accept worse contract terms than those under which they were recruited, and often suffer miserable working and living conditions. Nepalese men are reportedly recruited for work in Qatar as domestic servants, but are then coerced or forced into labor in Saudi Arabia as farm workers. Qatar is also a destination for women from P.R.C., Indonesia, the Philippines, Morocco, Sri Lanka, Lebanon, India, Africa, and Eastern Europe trafficked for the purpose of commercial sexual exploitation, but it is unknown how many are trafficked.

The Government of Qatar does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Qatar continues to detain and deport victims rather than providing them with protection. The government also failed to meaningfully increase prosecutions for trafficking. Workers who complained about working conditions or non-payment of wages were sometimes penalized and prosecuted under false charges in retaliation. Qatar should develop a credible law enforcement effort against trafficking, and should take steps to ensure that victims are not punished for acts related to being trafficked.

Prosecution

The Government of Qatar made insufficient progress in prosecuting trafficking offenses during the reporting period. Qatar does not prohibit all acts of trafficking, but it criminalizes slavery, forced labor, and forced prostitution under sections 321, 322, and 297 of its Criminal Law, respectively. At the same time, provisions of the Sponsorship Law condone forced labor activities and slave-like conditions. The government banned the use of child camel jockeys in 2005. Qatar provided evidence of only two convictions in a trafficking case involving a domestic servant this year, despite reports that this practice is common; those convicted received five-year prison sentences. The government did not initiate prosecutions for any other trafficking crimes nor were any other persons convicted of trafficking offenses. A government committee trained police, prosecutors, judges, and legal educators on current anti-trafficking laws. Qatar should significantly improve its law enforcement response to trafficking crimes by increasing criminal prosecutions of trafficking offenses.



Protection

The Government of Qatar failed to adequately protect victims of trafficking during the reporting period. It does not systematically attempt to identify trafficking victims among vulnerable people, such as foreign workers awaiting deportation and women arrested for prostitution, and as a result, victims are often punished and deported without being offered protection. The Government of Qatar also commonly fines and detains trafficking victims for unlawful acts committed as a direct result of being trafficked, such as immigration

violations and running away from their sponsors, without determining the underlying causes. Some victims remain in the deportation centers for years pending resolution of their cases, permission from their sponsors to leave the country, or in retaliation for seeking to recover unpaid wages or requesting a new sponsor. The government removed restrictions on victims' access to the government shelter and widely publicized the existence of the shelter and hotlines. In only a small percentage of cases, however, did the government encourage victims to assist in trafficking investigations or offer victims alternatives to deportation to countries in which they may face retribution. The shelter accommodated only 20 trafficking-related victims this year.

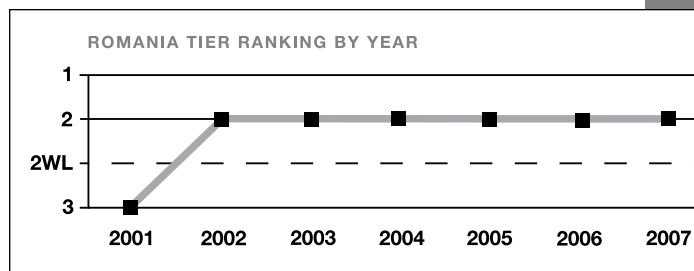
Prevention

Qatar's efforts to prevent trafficking in some areas improved over the reporting period. A committee conducted visits to camel racing tracks to ensure compliance with the government's ban on the use of child camel jockeys. Qatar also held a workshop for 42 recruitment agencies to raise awareness of trafficking. The National Office for Combating Trafficking in Persons led a government training seminar on legal, social and security dimensions of trafficking for police officers, Internal Security service officers, and others. Anti-trafficking training has been incorporated into the basic training curriculum for police officers. A media campaign highlighted sponsors' responsibilities, and resources available to victims. Qatar has not ratified the 2000 UN TIP Protocol.

ROMANIA (Tier 2)

Romania is a source and transit country for men and women from Moldova, Ukraine, and Russia trafficked to Italy, Spain, Germany, Switzerland, the Czech Republic, Cyprus, Greece, and Austria for the purposes of forced labor and commercial sexual exploitation. Romanian children are trafficked within the country for sexual exploitation and forced begging. Roma women and girls are highly vulnerable to trafficking.

The Government of Romania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In November 2006, the government implemented a new trafficking-specific victim-witness coordination program and assisted 26 victims of trafficking. The government improved cooperation with anti-trafficking NGOs and allocated \$250,000 in 2006 to NGOs for use in anti-trafficking efforts in 2007. In December 2006, the government launched a national database to assist victim identification and referral efforts. In the coming year, Romania should increase efforts to develop a national victim referral system and stan-



dards, and to train police to ensure that victims are identified and not inappropriately fined or otherwise penalized. The government should conduct a demand-reduction public awareness campaign, targeting clients of the sex trade.

Prosecution

Romania continued its law enforcement efforts during the reporting period. Romania prohibits trafficking for the purposes of both sexual and labor exploitation through Law no. 678/2001, which prescribes penalties of 3 to 13 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other grave crimes, such as rape. In 2006, police conducted 61 investigations, down from 231 in 2005. During the reporting period, 780 persons were prosecuted, resulting in the conviction of 187 traffickers, down from 235 convictions in 2005. Romania demonstrated improved progress in the sentencing of traffickers during the reporting period. In 2006, 164 convicted traffickers served time in prison ranging from 6 months to 15 years, while 23 traffickers served no time in prison. This is a significant improvement from 2005 when more than 40 percent of convicted traffickers served no prison time.

Protection

Romania continued its efforts to improve victim protection. The government established 15 regional victim assistance centers in 2006, which identified 79 victims from September through December 2006; these centers are responsible for implementing the victim-witness coordination project and for identifying and referring victims to NGOs and government shelters. Although the government operated at least nine trafficking shelters at the state level, the quality and consistency varied from region to region; some shelters were temporarily closed during the reporting period due to a lack of funding and maintenance. The government identified a total of 2,285 victims throughout the year; 476 victims received assistance from either government agencies or NGOs, a significant increase from 175 victims assisted in 2005. According to law, NGOs that provide services to trafficking victims have government funding priority. Although some law enforcement agencies have victim identification procedures, there are no national victim identification or referral procedures

to systematically transfer victims to NGOs or state-run shelters. Some law enforcement officers may refer victims based on personal relationships with local NGOs. In practice, victims were frequently not identified by authorities when detained for unlawful acts they committed as part of their being trafficked; they were penalized for these acts as a result. Victims were encouraged to assist in trafficking investigations, although a lack of faith in law enforcement and fear of retribution from traffickers sometimes limited victim cooperation. In 2006, the government made victim testimony easier by changing the law to permit trafficking victims to use video testimony.

Prevention

The Government of Romania demonstrated increased efforts to prevent human trafficking during the reporting period. The government funded several NGOs to produce anti-trafficking campaigns at both national and local levels. From July through December 2006, the government conducted a labor migration campaign that warned of the dangers of trafficking. The government also conducted a campaign targeting the Roma, a highly vulnerable population to trafficking; the government translated the campaign materials into Romany. The government worked with an NGO to promote trafficking awareness leading up to and during the World Cup Soccer Championship in Germany in June 2006.

RUSSIA (Tier 2 Watch List)

Russia is a source, transit, and destination country for men, women, and children trafficked for various purposes. Russia is a source country for men and women trafficked to Germany, Turkey, Portugal, the People's Republic of China, Japan, and South Korea for purposes of sexual exploitation and forced labor, including agricultural and maritime work. Russian women continue to be trafficked to Western Europe, the United States, Canada, Vietnam, Thailand, Australia, New Zealand, and the Middle East for sexual exploitation. Moscow and St. Petersburg are destination centers for children trafficked internally within Russia and from Ukraine and Moldova for purposes of sexual exploitation and forced begging. Child sex tourism in Western Russia remains a problem. Moscow continues to be a significant

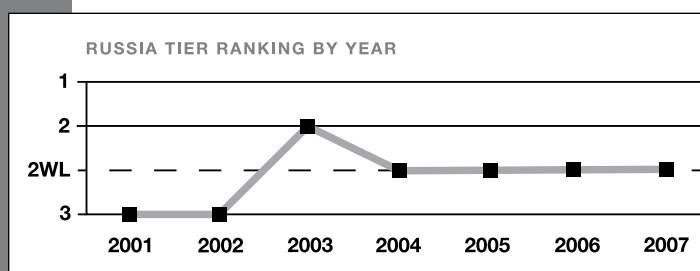
destination for men and women trafficked within Russia and from Kyrgyzstan, Tajikistan, Uzbekistan, Ukraine, Moldova, and Belarus for purposes of sexual exploitation and forced labor, including work in the construction industry. Moscow is also a transit point for women trafficked from Uzbekistan and Armenia to the United Arab Emirates for purposes of sexual exploitation.

The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Russia is placed on Tier 2 Watch List for a fourth consecutive year for its continued failure to show evidence of increasing its overall efforts to combat trafficking, particularly in providing trafficking victims with protection. Specific trafficking victim assistance legislation, pending before the Duma, was neither passed nor enacted in 2006. Russia continued modest progress in its law enforcement efforts, particularly in its trafficking investigation efforts. In early 2007, the Ministry of Interior created the federal-level Counter Human Trafficking Unit to further strengthen anti-trafficking law enforcement coordination. In July 2006, the Duma passed asset forfeiture legislation that permits prosecutors to seek the forfeiture of the assets of convicted persons, including traffickers. In January, the Public Chamber of the national government provided grants to three anti-trafficking NGOs. Two local governments signed agreements with NGOs that establish a mechanism for victim referral. Although these are positive developments, Russia has yet to provide comprehensive human trafficking victim protections, covering the entire process from victim identification through reintegration and support. Overall, victim protection and assistance remains the weakest component of Russia's anti-trafficking efforts.

The national government should do more to develop a comprehensive national strategy that acknowledges the gravity of the problem and should allocate adequate resources to address remaining deficiencies in victim assistance and protection. The national government should establish a national action plan which designates ministerial responsibilities, designate specific funding from the national budget to carry out designated responsibilities, establish an official coordinating body with the authority to implement a national strategy, and evaluate ministerial efforts to combat trafficking. Special emphasis should be placed on improving national efforts to coordinate and enact victim assistance, protection, and rehabilitation. Russia should create a central repository for conviction and sentencing data for trafficking cases.

Prosecution

The Government of Russia demonstrated mixed progress in its law enforcement efforts over the last year. Article 127 of the criminal code prohibits



both trafficking for commercial sexual exploitation and forced labor. Other criminal statutes may be used to prosecute and convict traffickers. Article 127 provides punishments of up to five years' imprisonment for trafficking crimes; aggravating circumstances may extend penalties up to 10 years' imprisonment. These penalties are sufficiently stringent and are commensurate with punishments for other grave crimes, such as rape. In 2006, police conducted 125 trafficking investigations; 106 of these investigations were sexual exploitation cases and 19 were forced labor cases. This total is a significant increase from 80 investigations in 2005. It is difficult to ascertain the exact number of prosecutions and convictions in 2006 because the Government of Russia does not collect and maintain such statistics. Authorities conducted at least 26 prosecutions during the reporting period, compared to 53 prosecutions in 2005. At least 13 traffickers were convicted in 2006, compared to nine in 2005. At least 14 traffickers received prison sentences (some traffickers sentenced in 2006 were convicted during the previous reporting period and are reflected in the conviction statistics reported for 2005). Russia participated with other governments in several international investigations, resulting in the prosecution and conviction of traffickers both in Russia and abroad. Trafficking-related corruption remained a problem; however, Russia demonstrated its growing commitment to address this corruption by investigating and prosecuting a number of government officials involved in trafficking.

The unlawful forced labor of young conscripts within Russia's military remained a serious problem; at least 27 military officials, including army generals, were investigated or prosecuted for unlawful labor exploitation of soldiers under their command. One officer was convicted and sentenced to five years in prison for forcing his soldiers to work for a third-party businessman. The Russian military is reported to be investigating claims that male army conscripts were forced into prostitution in St. Petersburg.

Protection

Russia demonstrated limited progress in its efforts to protect and assist victims. The federal government, through the Public Chamber, provided grants to three anti-trafficking NGOs in early 2007, including a grant of approximately \$17,000 to one NGO that provides rehabilitation assistance to victims. Russia's Foreign Ministry reported assisting the return to Russia of some victims of trafficking from other countries. Although some local governments provided in-kind and financial support to some anti-trafficking NGOs, it appears the majority of aid to NGOs providing victim assistance was provided by international donors. Russia relies on regional and municipal-run domestic violence and homeless shelters as well as crisis centers and anti-trafficking NGOs to provide trafficking victims with shelter,

and legal, medical, and psychological assistance. In the absence of available shelters some trafficking victims did not receive assistance. The comprehensive anti-trafficking legislation, in development since 2003, would strengthen assistance to trafficking victims, better define the rights of trafficking victims, create a centralized authority to coordinate national anti-trafficking efforts, and allocate specified funding for anti-trafficking programs.

Police in various communities have increasingly encouraged victims to participate in trafficking investigations and prosecutions, partially attributed to specialized anti-trafficking training for police and prosecutors. The government permits victims to reside in Russia pending the investigation and prosecution of their trafficker.

Prevention

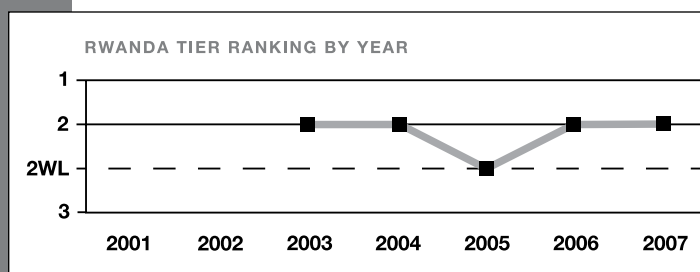
Russia demonstrated progress in public awareness and prevention efforts during the reporting period. In January 2007, Russia enacted a new migration law that simplified the registration process for migrant workers in Russia and requires workers to register directly with the state; the previous law required employers to confiscate passports and other travel documents in order to register workers with the state, thereby making migrant workers more vulnerable to trafficking. In August, the Primorskiy Kray government sponsored a journalism competition, awarding a cash prize for the best new article on trafficking. Primorskiy Kray authorities also paid for the production of posters warning of the dangers of human trafficking and printed 30,000 pamphlets providing advice and information for Russians choosing to work abroad; these pamphlets were handed out at employment agencies and at ports-of-entry.

RWANDA (Tier 2)

Rwanda is a source country for children trafficked within the country for the purposes of domestic servitude and commercial sexual exploitation. Small numbers of impoverished Rwandan girls, typically heads of households between the ages of 14 and 18, engage in prostitution as a means of survival; some are exploited by loosely organized networks of older girls and women. In 2006 and early 2007, troops loyal to a renegade Congolese general reportedly recruited an unknown number of children for forced labor and soldiering from refugee camps in Rwanda.

The Government of Rwanda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bureaucratic inefficiencies and severe resource constraints contributed to the government's lack of comprehensive data on victims and law enforcement action. To enhance its anti-trafficking efforts, the

government should consider enacting and enforcing its draft anti-trafficking law, as well as taking additional steps to remove children from prostitution and domestic servitude and to provide for their care.



Prosecution

The government's anti-trafficking law enforcement efforts were modest during the reporting period. Rwandan law does not prohibit all forms of trafficking in persons, though existing statutes prohibit slavery, kidnapping, forced prostitution, and child prostitution, under which traffickers could be prosecuted. In March 2007, a draft law on suppressing, prosecuting, and punishing trafficking in persons was introduced in the Parliament's Chamber of Deputies. The status of a draft law intended to protect street children by criminalizing the actions of hotels and cinema halls that provide venues for child prostitution is unknown. The government did not investigate or prosecute any trafficking cases during the year. Police did, however, take measures to curb prostitution by detaining women and children in prostitution, issuing orders to contain them at home, and placing them on probation to monitor closely their activities. At numerous security checkpoints throughout the country, the National Police inspected vehicles' cargo and documentation, questioning men traveling with children but without an adult female. Trained police officers investigated suspected irregularities, including any possible indications of trafficking; such inspections yielded no reported cases of trafficking.

Protection

With the exception of its care for former child combatants, limited information is available on the government's efforts to provide protective services to trafficking victims. The Rwandan Demobilization and Reintegration Commission (RDRC) continued to broadcast a weekly radio program in both Rwanda and eastern Democratic Republic of the Congo (D.R.C.), reiterating the government's policy of accepting all returnees who disarm and renounce violence, and granting immunity from prosecution for war crimes to anyone who was under 14 years of age during the 1994 genocide. As a result, some Rwandan child combatants voluntarily fled the Democratic Forces for the Liberation of Rwanda, an armed rebel group operating in eastern D.R.C. and returned to Rwanda. The RDRC continued opera-

tion of a center for child ex-combatants, which provided three months of care and education to returning children; 42 children arrived at the center during the reporting period. The RDRC worked with local authorities and an NGO to locate the children's families, and social workers sensitized the families before their child's return; in 2006, 32 children were reunited with their families.

The Ministry of Education operated "catch-up" education centers that provided education for over 900 children who had missed all or part of their primary education due to working. The government did not encourage victims of trafficking to participate in investigations and prosecutions of trafficking, nor did it ensure that child victims of commercial sexual exploitation were not penalized for unlawful acts committed as a direct result of their being trafficked.

Prevention

While the national government's efforts to prevent children from being trafficked were modest in 2006, sector governments implemented localized programs to prevent women and children from being exploited in prostitution. For example, officials from Kanombe Sector, located near Kigali's airport, reached out to those in commercial sexual exploitation by establishing and operating information centers, initiating income generation programs, and helping them to form small community organizations that can interact with the sector government; other sectors are attempting similar approaches. The Ministry of Labor, with input from UNICEF and the Ministries of Gender and Education, drafted a National Plan of Action on Child Labor in 2005 that is still awaiting approval by the Cabinet; the plan identifies children in prostitution and child domestic workers as two forms of child labor to be addressed. The National Unity and Reconciliation Commission began conducting a survey on the impact of genocide on gender-based violence, including prostitution. In partnership with UNICEF, the Ministry of Gender and Family Support — the government's agency for assisting children in distress — launched a radio-based public information campaign on caring for vulnerable children.

SAUDI ARABIA (Tier 3)

Saudi Arabia is a destination country for men and women trafficked for the purposes of involuntary servitude and, to a lesser extent, commercial sexual exploitation. Men and women from Bangladesh, India, Sri Lanka, Nepal, Pakistan, the Philippines, Indonesia, Vietnam, Kenya, and Ethiopia voluntarily travel to Saudi Arabia as domestic servants or other low-skilled laborers, but subsequently face conditions of involuntary servitude, including

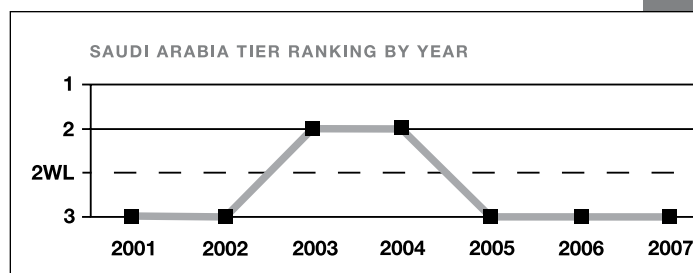
withholding of passports and other restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Women from Yemen, Morocco, Pakistan, Nigeria, Ethiopia, and Tajikistan were also trafficked into Saudi Arabia for commercial sexual exploitation; others were reportedly kidnapped and forced into prostitution after running away from abusive employers. In addition, Saudi Arabia is a destination country for Nigerian, Yemeni, Pakistani, Afghan, Chadian, and Sudanese children trafficked for involuntary servitude as forced beggars and as street vendors.

The Government of Saudi Arabia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Saudi Arabia is placed on Tier 3 for a third consecutive year. The government failed to enact a comprehensive criminal anti-trafficking law, and, despite evidence of widespread trafficking abuses, did not significantly increase the number of prosecutions of these crimes committed against foreign domestic workers. The government similarly did not take law enforcement action against trafficking for commercial sexual exploitation in Saudi Arabia, or take any steps to provide victims of sex trafficking with protection. Saudi Arabia also continues to lack a victim identification procedure to identify and refer victims to protective services.

Saudi Arabia should enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking in persons and assigns penalties that are sufficiently stringent to deter the crime and adequately reflect the heinous nature of the crime. The government should also significantly increase criminal prosecutions of abusive employers, enforce existing criminal laws that punish employers who abuse foreign workers, and impose appropriate sentences for such crimes. In addition, the government should take steps to ensure that trafficking victims are not detained or punished, and should institute a formal victim identification mechanism to distinguish trafficking victims from among the thousands of workers it deports each year for immigration violations and other crimes. Saudi Arabia should similarly extend protection to victims of sex trafficking, and ensure that their traffickers are criminally prosecuted.

Prosecution

Saudi Arabia demonstrated insufficient efforts to punish trafficking crimes over the last year. The government does not prohibit all forms of trafficking in persons, but penalizes forced labor through Articles 229-242 of its Labor Law. Penalties for forced labor, however, are limited to fines or bans on future hiring, and as such, are not sufficiently stringent to deter the crime. Saudi Arabia does not have a law specifically prohibiting trafficking for commercial sexual exploitation. This year, the government report-



ed no criminal investigations, prosecutions, convictions or sentences for trafficking offenses, despite reports of widespread abuse of foreign workers and anecdotal evidence of trafficking for commercial sexual exploitation. Saudi law states that employers may not retain the passports of their employees, but the government does not actively enforce this law. Source country embassies also report that the government does not seriously enforce fines or bans on hiring workers imposed upon abusive employers or recruitment agencies. Furthermore, police are often criticized for being unresponsive to requests for help from foreign workers. In December, the Government of Saudi Arabia funded an assessment by anti-trafficking experts for forthcoming law enforcement training session in the Kingdom. The government should take significant steps to criminally punish trafficking for involuntary servitude and commercial sexual exploitation. In particular, the government should ensure that traffickers receive adequate prison sentences for serious abuses rather than administrative penalties such as fines, bans on future recruitment, or orders to pay back-wages.

Protection

Saudi Arabia did not take adequate measures to protect victims of trafficking over the last year. However, the government does provide trafficking victims with shelter, access to legal, medical, and psychological services, and temporary residency, in some cases. Although the government operates three shelters for abused domestic workers and trafficked children, some victims report being further mistreated in these "remand homes." For instance, in November 2006, 25 Nepalese victims who ran away from their employers claiming physical and sexual abuse were confined to a room, given insufficient food and medical treatment, and were not allowed to contact their families. Some victims also claim difficulty receiving consular access, accessing national and international NGO assistance, or receiving legal or social counseling in their own language.

In addition, Saudi Arabia does not systematically attempt to identify trafficking victims among vulnerable people, such as foreign women detained for running away from their employers or women arrested for prostitution; as a result, victims of trafficking are often punished and deported without being offered protection. Saudi Arabia offers some victims limited legal alternatives to

removal to countries in which they may face hardship or retribution. Additionally, the process for victims to make complaints is difficult for many poorly educated and vulnerable workers to use. Saudi officials also do not encourage victims to assist in investigations against their traffickers; often, victims are persuaded by the police to take monetary compensation in lieu of filing criminal charges against their employer, even in cases of extreme abuse. In some cases, victims are reportedly returned to their employers by police officers after making a complaint.

Saudi Arabia continued to work with UNICEF and the Government of Yemen to repatriate Yemeni children trafficked into the Kingdom. Once found, the child victim is brought to a shelter, given counseling and medical care, and repatriated. The government reports that it contributed funding to shelters in Yemen for children trafficked to Saudi Arabia for forced begging. Though the government does not provide medical assistance to victims detained in deportation centers, foreign workers are allowed access to public hospitals.

The Government of Saudi Arabia should institute a formal victim identification mechanism to identify and refer victims to protection services. The government should also ensure that victims are not mistreated in government shelters, and are not punished for unlawful acts committed as a direct result of being trafficked, such as absconding from their sponsors or prostitution. Furthermore, the government should provide protection services to victims of sex trafficking.

Prevention

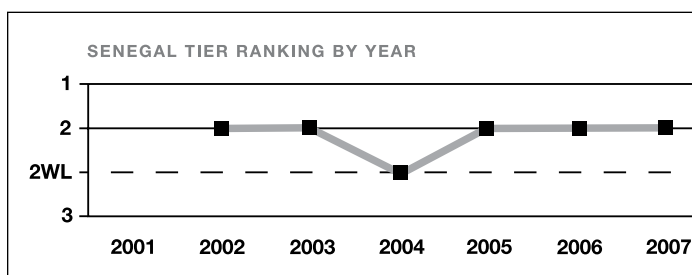
This year, Saudi Arabia made minimal efforts to prevent trafficking in persons. Though the government published brochures explaining workers' rights and available resources, neither the Saudi government nor source-country embassies distributed these efficiently to incoming workers. The government provides trafficking awareness and technical training for officials with trafficking prevention responsibilities. Saudi Arabia took steps to prevent trafficking by imposing fines and blacklisting some agents found to be misusing visas for the Hajj and Umrah to traffic women and children into the country. Saudi Arabia has not ratified the 2000 UN TIP Protocol.

SENEGAL (Tier 2)

Senegal is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking within the country is more prevalent than trans-border trafficking. Boys who are students

(talibe) at Koranic schools are trafficked within the country for forced begging by their religious teachers (marabouts), and women and girls are trafficked for domestic servitude. Girls, and possibly adult women, are also trafficked internally for sexual exploitation. Transnationally, boys are trafficked to Senegal from The Gambia, Mali, Guinea-Bissau, and Guinea for forced begging by religious teachers. Senegalese women and girls are trafficked to neighboring countries, the Middle East, and Europe for domestic servitude and possibly for sexual exploitation. Reports over the last year of large numbers of Senegalese and neighboring country nationals being transported from Senegal to Spain appear to be cases of smuggling and illegal migration rather than trafficking.

The Government of Senegal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The Senegalese government made modest progress in its anti-trafficking law enforcement efforts over the past year. To improve its response to trafficking, Senegal should: increase efforts to apply its 2005 law against trafficking; activate its special commissariat against sex tourism to rescue victims; arrest sex tourists; strengthen overall protection efforts, ensuring, in particular, that victims are not incarcerated; and increase awareness-raising initiatives.



Prosecution

The Government of Senegal continued to make progress in its anti-trafficking law enforcement efforts during the last year. Senegal prohibits all forms of trafficking through its 2005 Law to Combat Trafficking in Persons and Related Practices and to Protect Victims. The prescribed penalty of 5 to 10 years' imprisonment for all forms of trafficking is sufficiently stringent and commensurate with penalties prescribed for rape. During the reporting period two religious teachers were convicted under the anti-trafficking law for trafficking children. The sentence of two years' imprisonment imposed on each convicted trafficker, however, was insufficient. Police arrested a Nigerian trafficker in December 2006 and an Ivorian trafficker in January 2007, both of whom are detained awaiting trial. The government continued to work with Guinean authorities to prosecute two Senegalese child traffickers arrested in Guinea in early 2006. During the last year, Senegalese officials

worked with Spanish authorities to break up two trafficking rings, one of which was transporting Cape Verdeans through Senegal and The Gambia to Spain. Although at least four sex tourists were prosecuted for pedophilia during the year, the special commissariat set up by the Interior Ministry in 2005 to fight sex tourism has taken no definitive actions.

Protection

The Senegalese government demonstrated sustained efforts to provide care for trafficking victims during the year. The government's Ginddi Center for at-risk-children, including trafficking victims, received 373 children during the year, but failed to provide specific data on the number of trafficking victims aided. The Center's child protection hotline received 21,533 calls during the year, and the government provided training to Center personnel to help them address the needs of trafficking victims and street children. In October 2006, a Presidential Council on Street Children recommended the creation of a partnership between the government, NGOs, religious leaders, and donors to provide care for street children, many of whom may be escaped trafficking victims or vulnerable to being trafficked. The government does not encourage all victims to assist in trafficking investigations or prosecutions, though officials encourage boys trafficked by religious teachers to help identify and prosecute their teachers. The government does not provide trafficking-specific legal alternatives to the removal of victims to countries where they face hardship or retribution. Victims may file refugee asylum claims for temporary or permanent residency. Although the anti-trafficking law prohibits victims from being penalized for acts related to being trafficked, child victims of trafficking are arrested and prosecuted.

Prevention

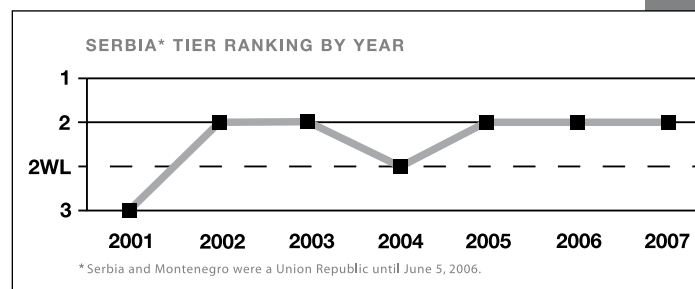
The Government of Senegal made modest efforts to raise awareness about trafficking during the reporting period. The President and the World Bank co-hosted a Presidential Council on street children in October 2006, with the President proposing that every Senegalese family take responsibility for one street child. The President and the Minister of Family also discussed trafficking with religious officials. In December 2006, the Family Ministry organized donor-funded workshops and roundtables in Mbour, Kolda, and Fatick to raise awareness among government officials and the general population about the dangers of child labor.

SERBIA (Tier 2)

Serbia is a source, transit, and destination country for women and girls trafficked transnationally and internally for the purpose of commercial sexual exploitation. Foreign victims originated primarily from Macedonia, Ukraine, Moldova, Bosnia and

Herzegovina, Bulgaria, and Albania and some transited Serbia en route to Western Europe. Internal sex trafficking of Serbian women and girls increased over the past year with traffickers increasingly utilizing Internet chat rooms and SMS (short messaging service) to recruit young people. In some cases children were trafficked into forced labor or forced street begging.

The Government of Serbia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government passed a comprehensive national strategy, augmented prevention efforts, and continued training efforts at the national and local levels. The government should aggressively prosecute cases and ensure that traffickers receive jail sentences consistent with the heinous nature of the offense.



Prosecution

The Government of Serbia demonstrated continued efforts to actively investigate trafficking cases in the last year, though punishment for trafficking crimes remained weak. The criminal code for Serbia, which went into effect in January 2006, criminally prohibits sex and labor trafficking in article 388. Penalties for commercial sexual exploitation are commensurate with those for rape. The law prescribes penalties for trafficking that are sufficiently stringent; however, traffickers may receive imposed sentences that are light or suspended. Even after the Supreme Court confirms a verdict, inefficient administrative procedures cause delay, and it is not uncommon for convicted traffickers to remain free and able to continue trafficking for years. Of the three high-profile prosecutions from previous years, one trafficker originally sentenced in March 2004 still has not begun serving his sentence. In 2006, the government filed 37 criminal cases against 84 people for trafficking in persons, up from 34 individuals indicted last year. Eleven people were convicted for trafficking in persons; sentences ranged from three to eight years' imprisonment. The organized crime police force includes a full-time trafficking unit and the border police force has a full-time office to combat trafficking and smuggling. There were no reports of trafficking-related corruption; however, authorities did not respond to requests for information on alleged local police complicity in previous years in a prostitution ring in Novi Pazar.

Protection

The government demonstrated increased efforts to provide protection to victims and improved coordination with NGOs and international organizations over the past year. The government encouraged victims to assist in the prosecution of traffickers. Serbia allows victims to file civil suits against traffickers for compensation. Victims pursuing criminal or civil suits are entitled to temporary residence permits and may obtain employment or leave the country pending trial proceedings; however there are no other legal alternatives to removal to countries where they face hardship or retribution. Victims are not detained, jailed, prosecuted, or deported for violations of other laws. However, in one case in 2006, law enforcement returned a child victim to the family that originally trafficked her to a pedophile. The government relied on NGOs to provide services to victims of trafficking, including counseling, legal assistance, and reintegration programs. In 2006, 33 trafficking victims were accommodated in the two shelters, 16 victims received assistance in transition housing, and reintegration services were provided to 44 women.

Prevention

The Government of Serbia demonstrated increased public awareness and prevention activities in 2006. The government aired four anti-trafficking public service announcements on national television throughout the soccer championship finals last year. The government earmarked approximately \$100,000 for a 13-episode television series entitled "Modern Slavery," devoted to generating awareness on trafficking. The government's anti-trafficking team, under the leadership of the National Coordinator promoted interagency collaborations with four working groups.

KOSOVO

Kosovo, while technically a part of Serbia, continued to be administered under the authority of the United Nations Interim Administrative Mission in Kosovo (UNMIK), in accordance with UN Security Council Resolution 1244 (1999). Since June 1999, UNMIK has provided transitional administration for Kosovo, and retains ultimate authority over anti-trafficking roles such as police and justice, but is slowly transferring capacity to local institutions. UNMIK is aware of the trafficking problem in Kosovo and continued to conduct anti-trafficking efforts with the OSCE, the Provisional Institutions of Self-Government (PISG), and local and international NGOs. Responsibility for social support to victims of trafficking is shared by UNMIK, PISG, and international organizations.

Kosovo is a source, transit, and destination location for women and children trafficked transnationally and internally for the purpose of commercial sexual

exploitation. Foreign victims originated primarily from Moldova, Romania, Ukraine, Bulgaria, Albania, Russia, Montenegro, Slovakia, and Nigeria. Some victims transit Kosovo en route to Macedonia, Italy, and Albania. There was a significant increase in the number of Kosovars trafficked internally over the past year, and victims also came from other areas of Serbia. Traffickers shifted the commercial sex trade into private homes and escort services to avoid detection, a result of UNMIK's Trafficking in Human Beings Unit (THBS), and Kosovo Police increased checks on bars and restaurants.

Prosecution

In 2006 the PISG took on greater responsibility for anti-trafficking, with the police anti-trafficking unit transitioning from UNMIK Civilian Police to the Kosovo Police Service (KPS). Kosovo criminally prohibits sex and labor trafficking in the Provisional Criminal Code of Kosovo, which came into effect in 2004. Penalties for commercial sexual exploitation are commensurate with those for rape. The law prescribes penalties sufficiently stringent; however, traffickers may receive imposed sentences that are light. The KPS reported that 99 anti-trafficking operations were undertaken in 2006, 24 of which were undercover operations. The KPS arrested 28 people on trafficking charges, a slight decrease from 33 arrested last year, and identified 50 victims. Since the KPS gained full competency for counter-trafficking activities from UNMIK Police, the number of bar inspections increased dramatically and there was an increase in the number of bars closed. Over the past year, the KPS closed 14 premises suspected of being used to exploit victims of trafficking. The judiciary worked on 42 trafficking cases, 27 of which were resolved from previous years. During 2006, 14 cases were completed, resulting in 18 convictions. Fifteen convicts received prison terms ranging from four months to nine years and three convicts received suspended sentences. Although there were reports of official involvement in trafficking, there were no reported prosecutions or convictions of public officials complicit in trafficking.

Protection

There continues to be close cooperation on assisting victims of trafficking among PISG officials, NGOs, and international organizations in Kosovo. UNMIK regulations protect victims from being charged with prostitution or illegal activities committed as a result of being trafficked, although IOM reported that some victims were jailed or deported depending on which part of the penal code was used. Kosovo encourages victims to testify in trafficking investigations, but does not pressure them. Victims may file civil suits or seek legal action against their traffickers. Victims of trafficking do have a legal alternative to removal to countries where they face hardship or retribution through provision of refugee status and approval of residency permits, if

appropriate. Victim advocates assist all trafficking victims with legal advice and support. All victims are provided shelter and access to legal, medical and psychological services. The PISG provides 24-hour protection to victims and allows anonymous testimony in cases where the victim's safety is at risk. In 2006, the Victims' Advocacy and Assistance Unit moved from the UNMIK Department of Justice to the new Ministry of Justice. The Ministry of Justice's Victims' Advocacy assisted 35 victims of trafficking in 2006 and IOM assisted 538 trafficking victims, of whom 51% were Moldovans. Funding for shelters remained inadequate. The Ministry of Labor and Social Welfare provided some funding for a shelter for internal trafficking victims. The largest shelter for foreign trafficking victims received no government funding and relied on foreign donors; it closed due to insufficient funds.

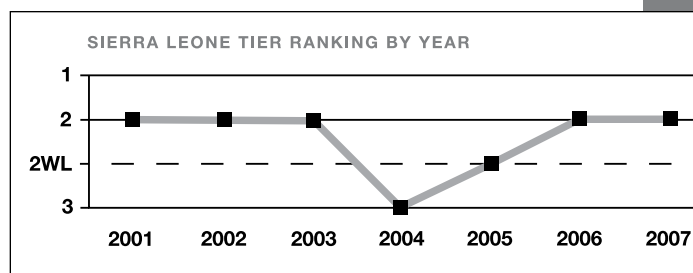
Prevention

Most anti-trafficking campaigns are run by international organizations and NGOs with the PISG's support. IOM and the Ministry of Justice sponsor anti-trafficking hotlines. The Ministry of Education, Science and Technology circulated informational brochures in primary and secondary schools and introduced counter-trafficking information in school curricula. Kosovo named a national anti-trafficking coordinator and adopted a Kosovo Action Plan.

SIERRA LEONE (Tier 2)

Sierra Leone is a source and transit country, and may be a destination country, for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Within the country, women and children are trafficked from rural provinces to towns and mining areas for domestic servitude, sexual exploitation as well as forced labor in diamond mines, petty trading, petty crime and begging. Women and children may also be trafficked for forced labor in agriculture and the fishing industry. Transnationally, Sierra Leonean women and children are trafficked to other West African countries, notably Guinea, Cote d'Ivoire, Liberia, Nigeria, Guinea-Bissau, and The Gambia, for the same purposes listed above and to North Africa, the Middle East, and Western Europe for domestic servitude and sexual exploitation. Women and children may also be trafficked from Liberia and Guinea for forced labor in mines and sexual exploitation.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To strengthen its response to trafficking, Sierra Leone should: continue to increase law enforcement efforts against traffickers; improve its data collection



on the number of traffickers and victims identified; train government officials about trafficking, including officials at Sierra Leonean embassies and consulates in destination countries; and implement its 2007 national action plan to combat trafficking.

Prosecution

The Government of Sierra Leone demonstrated increased law enforcement efforts over the reporting period. Sierra Leone prohibits all forms of trafficking through its 2005 Anti-Trafficking in Persons Act, which prescribes a maximum punishment of 10 years' imprisonment. This punishment is sufficiently stringent and commensurate with penalties for rape. Between January 2006 and February 2007, the government reported 12 trafficking investigations and seven prosecutions. During the reporting period, Sierra Leone convicted its first trafficker under its 2005 law, imposing penalty of five years' imprisonment. The government has provided venues for NGO-sponsored law enforcement training on the 2005 law against trafficking. However, there is limited coordination between police and ministries responsible for combating trafficking. In 2006, the Sierra Leone Police Family Support Unit (FSU), which is responsible for combating trafficking, added fields for all forms of trafficking to its crime database, although data collected to date are not uniformly reliable.

Protection

The Government of Sierra Leone took limited steps to protect victims over the past year. Although the government does not operate shelters for trafficking victims, police identified and referred an unknown number of victims to the Ministry of Social Welfare (MOSW) for further referral to NGOs for care. The MOSW, in coordination with NGOs, has conducted training for social workers to provide trafficking victim assistance in FSU offices nationwide. The government has collaborated with UNICEF and NGOs to create a protection network for street children, many of whom are vulnerable to being trafficked or may be escaped trafficking victims. Sierra Leone does not train employees in its embassies and consulates in destination countries to provide care to victims or establish relationships with anti-trafficking NGOs in those countries. The government does not encourage victims, many of whom are children, to participate in trafficking

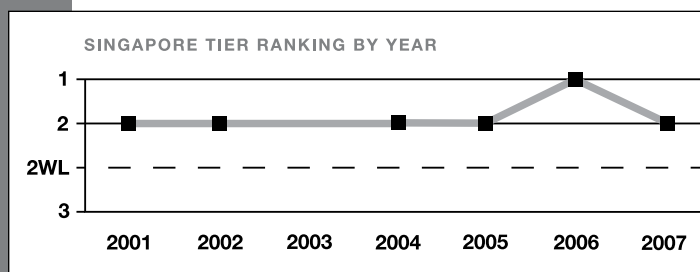
investigations or prosecutions, focusing instead on returning child victims to home communities. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution, although all trafficking victims rescued to date have been Sierra Leonean nationals. The government does not penalize victims for crimes committed as a direct result of being trafficked.

Prevention

The Government of Sierra Leone made increased efforts to prevent trafficking. Chaired by the Ministry of Justice and the MOSW, the National Anti-Trafficking Task Force, established in 2004, met regularly during the year. In November 2006, this body completed a one-year 2007 National Action Plan to Combat Trafficking, which was formally approved by the Inter-Ministerial Committee to Combat Trafficking. This plan mandates the creation of a government-financed anti-trafficking secretariat. In September 2006, the government contributed personnel, a venue and utilities for the launch of the project "Raising Awareness of Trafficking in Persons to Reduce its Prevalence." Sierra Leone has not ratified the 2000 UN TIP Protocol.

SINGAPORE (Tier 2)

Singapore is a destination country for women and girls trafficked for the purpose of commercial sexual exploitation. A small number of foreign domestic workers in Singapore face seriously abusive labor conditions that amount to involuntary servitude. Some women from Thailand, the Philippines, the People's Republic of China (P.R.C.), and Indonesia who travel to Singapore voluntarily for prostitution or other work are deceived or coerced into sexual servitude. Some Singaporean men travel to countries in the region for child sex tourism.



The Government of Singapore does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Singapore demonstrated a clear commitment to combating trafficking, particularly in the area of law enforcement and in instituting new measures to address abuses of foreign domestic workers. With the exceptions noted below, its laws address all forms of trafficking. The Parliament should approve proposed

amendments to the Penal Code that would criminalize prostitution involving a minor under the age of 18, extend extra-territorial jurisdiction over Singaporean citizens and permanent residents who purchase or solicit sexual services from minors overseas, and make organizing or promoting child sex tours a criminal offense.

Prosecution

The Government of Singapore continued its law enforcement efforts to combat trafficking in persons in 2006. Singapore does not have a specific anti-trafficking law, but its Penal Code criminalizes most forms of trafficking. The government does not criminalize the use of 16- and 17-year-old children in prostitution, but the proposed Penal Code amendments will eliminate this statutory gap. Labor trafficking is prohibited through multiple sections of the Penal Code, the Employment Agency Rules, and the Employment of Foreign Workers Act. Penalties prescribed for sex trafficking, including imprisonment, fines, and caning, are sufficiently stringent, though less than the statutory maximum for rape. In the first nine months of 2006, 23 employers were prosecuted and convicted for abusing their foreign domestic workers. In one case, an employer was sentenced to nine months in jail for scolding her maid and hitting her with a clothes hanger. In February 2007, an employer was sentenced to 21 months' imprisonment for physically abusing her domestic servant. The Ministry of Manpower (MOM) investigates complaints by foreign workers about pay or working conditions, and first attempts to resolve problems through mediation and then enforcement action. In August 2006, a father and son were fined SGD 20,000 each after they pled guilty to failing to pay the salaries of workers at their now bankrupt construction firm. The government maintains effective border and immigration controls and there is no evidence that government officials are complicit in trafficking.

Protection

The Singaporean government demonstrated modest efforts to provide assistance and protection to trafficking victims. The Ministry of Community Development, Youth, and Sports (MCYS) funded the provision of shelter at local NGO facilities, and provided counseling, health care, physical security, and skills development programs for abused foreign domestic workers and victims of sexual exploitation. The government encourages victims of trafficking to participate in the investigation of traffickers, and provides foreign victims of serious crimes with temporary immigration status that allows them to stay until the need for testimony is over. Singapore does not otherwise provide a legal alternative to removal for victims who may face hardship or retribution in source countries. Victims are generally not jailed or prosecuted. The MOM has granted some victims of trafficking the right to

seek employment and work permits. Singaporean authorities refer victims of trafficking to shelters run by NGOs or foreign embassies. The MCYS in 2006 encouraged one organization to submit a proposal to establish a shelter and agreed that the government would provide the facility. The MOM runs a hotline for domestic workers.

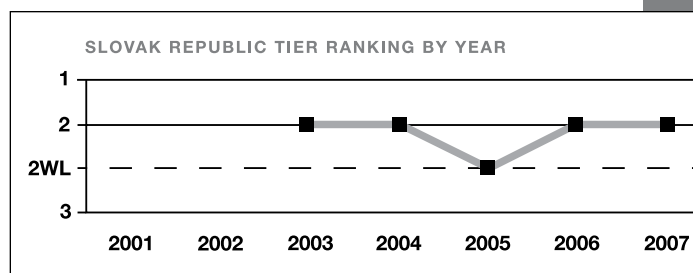
Prevention

The Singaporean government increased efforts to raise awareness among foreign workers and employers in 2006. The MOM continued and expanded its information campaign that targets foreign workers, including domestics, to inform them of their rights and the resources available to them. The MOM prints information on employees' rights and police hotline numbers for domestic workers on prepaid phone cards and in October 2006 started a newsletter that is mailed directly to foreign domestic workers that includes information on rights and responsibilities. The MOM also distributes an information booklet to employers of foreign domestic workers that explains their rights and criminal penalties that may be and have been applied against employers who abuse their domestic servants. In November 2006, MOM launched a program of randomly interviewing foreign domestic workers working in Singapore for the first time. The interviews enable MOM to determine how well they have adjusted to their working conditions and to reinforce workers' knowledge of their rights, responsibilities, and work place safety. Singapore has not ratified the 2000 UN TIP Protocol.

SLOVAK REPUBLIC (Tier 2)

The Slovak Republic is a source country for women and girls trafficked to Germany, Austria, the Czech Republic, and Slovenia for the purpose of commercial sexual exploitation. It is also a transit country for women from Moldova, Ukraine, Bulgaria, the Balkans, the Baltics, and People's Republic of China trafficked to the Czech Republic, Germany, Switzerland, France, Italy, Austria, the Netherlands, the United Kingdom, Spain, Croatia, and Slovenia for sexual exploitation. Roma women and girls within Slovakia continue to be highly vulnerable to trafficking.

The Government of the Slovak Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although some efforts to implement Slovakia's National Action Plan were stalled in 2006 with the temporary vacancy and reorganization of the National Anti-Trafficking Coordinator's position, Slovakia demonstrated important progress. In December 2006, the Slovak parliament passed a law allowing for a renewable 40-day stay for foreign victims. The government also signed cooperation agreements with three NGOs for a one-year pilot project to identify and



provide shelter to victims. The government should ensure that police, customs officials, prosecutors, and social workers at refugee camps and asylum centers receive trafficking-specific training. The government should also collaborate with NGOs in identifying victims among persons in police detention centers and immigration facilities.

Prosecution

The Government of the Slovak Republic demonstrated progress in its law enforcement efforts during the reporting period. The Slovak Republic prohibits all forms of trafficking through Sections 179-181 of its criminal code, which prescribes penalties ranging from four to 25 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other grave crimes, such as rape. Police conducted 20 trafficking investigations in 2006. The government prosecuted 32 trafficking cases, compared to 30 cases in 2005. Convictions were obtained against 18 traffickers in 2006, a significant increase from four convictions in 2005. Most convicted traffickers were given sentences ranging from three to five years' imprisonment. However, two traffickers received suspended sentences and one trafficker was sentenced to 18 months' imprisonment. There were no reported cases of government officials involved in trafficking. During the reporting period, police worked with NGOs to receive training on victim identification and assistance.

Protection

The government demonstrated modest progress in its victim protection efforts during the reporting period. The government provided money to several NGOs for victim services and it assisted NGOs and IOM to locate temporary shelter and provide health services for approximately 10 victims it identified. Approximately 50 additional victims were assisted by NGOs and IOM. Police provided information to potential victims about NGO-provided services and the police anti-trafficking unit implemented procedures to identify and refer victims to protection services. However, some authorities lack the training to identify victims and expect victims to identify themselves. Victims are encouraged to participate in investigations and prosecutions. There were reports that unidentified victims were penalized or deported; NGOs were rarely given access to identify potential victims among detained women held in police or immigration detention centers.

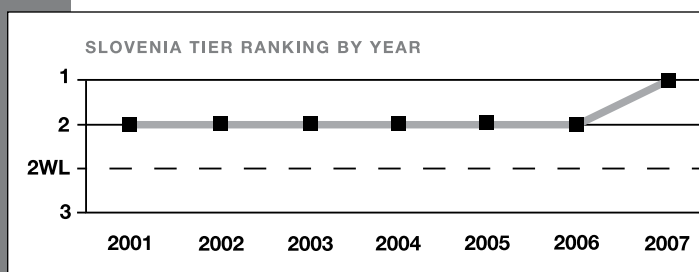
Prevention

The Slovak Republic continued efforts to prevent trafficking during the reporting period. IOM provided sensitivity training for police officers. The Border and Alien Police monitored the border for evidence of trafficking. The government tripled the shelter capacity for unaccompanied minors who enter Slovakia illegally; such measures may help to prevent these vulnerable minors from being targeted by traffickers. The government continued to operate a phone line and website where inquirers can verify the legitimacy of Slovak employment recruiting agencies.

SLOVENIA (Tier 1)

Slovenia is primarily a transit and, to a lesser extent, a source and destination country for men and women from Ukraine, Slovakia, Romania, Moldova, Bulgaria, Colombia, the Dominican Republic, Turkey, Albania, and Montenegro trafficked for purpose of commercial sexual exploitation. Girls were trafficked to Slovenia from Bosnia and Herzegovina and Serbia for the purpose of sexual exploitation.

The Government of Slovenia fully complies with the minimum standards for the elimination of trafficking. The government demonstrated a significant increase in law enforcement and victim assistance efforts during the reporting period. Slovenia successfully prosecuted, convicted, and sentenced traffickers for the first time since 2002. Slovenia also provided more than \$50,000 in funding for victim assistance and took steps to guarantee consistent funding for designated NGO-run trafficking shelters. The government should continue to vigorously investigate, prosecute, convict, and sentence traffickers; take steps to ensure prosecutors and judges receive trafficking awareness training; ensure that a majority of convicted traffickers serve some time in prison; and consider conducting a domestic demand reduction campaign for commercial sex acts.



Prosecution

The government significantly increased its law enforcement efforts in 2006. The government prohibits all forms of trafficking in persons through Article 387(a) of its criminal code, which prescribes

penalties ranging from six months to ten years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other grave crimes. Authorities conducted three investigations in 2006, compared to seven in 2005. Authorities conducted six prosecutions in 2006, up from two in 2005. Seven traffickers were convicted in 2006. Four were given sentences ranging from 18 months to five years' imprisonment and three served no time in prison. More than 800 police officers received training from a government-funded anti-trafficking NGO in 2006. Slovenia actively worked and shared data with other governments on trafficking investigations through EUROPOL and Interpol.

Protection

The Government of Slovenia increased its victim assistance and protection efforts during the reporting period. The government provided adequate funding for several anti-trafficking NGOs to provide shelter and rehabilitation programs for victims. In 2006, these NGOs assisted 43 victims or potential victims. The government continued to implement its formalized victim referral mechanism in cooperation with NGOs, referring 21 victims to NGOs in 2006. After identification, victims were granted a 90-day reflection period. Victims were encouraged to participate in trafficking investigations and prosecutions; victims who participate are eligible to stay in Slovenia for the duration of the trial. Victims were not punished for unlawful acts committed as a direct result of being trafficked.

Prevention

The Government of Slovenia continued its prevention efforts during the reporting period. It funded an NGO to provide trafficking awareness classes for students in elementary and secondary schools, reaching 545 students and parents in 2006. Slovenia continued to monitor its borders for evidence of trafficking. The government's inter-departmental working group published and disseminated a report detailing the government's anti-trafficking efforts. Slovenian troops assigned to peacekeeping missions in Kosovo continued to receive trafficking awareness training.

SOUTH AFRICA (Tier 2 Watch List)

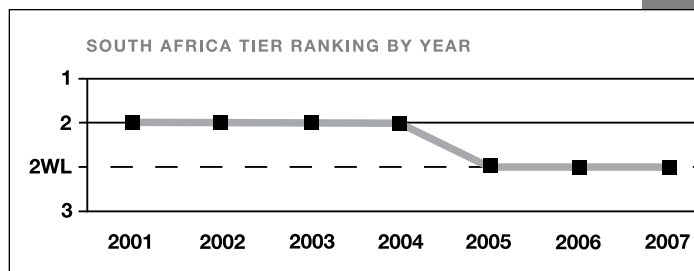
South Africa is a source, transit, and destination country for trafficked men, women, and children. South African girls are trafficked internally for the purposes of commercial sexual exploitation and domestic servitude. Women and girls from other African countries are trafficked to South Africa and, occasionally, onward to Europe for sexual exploitation. Thai, Chinese, and Eastern European women are trafficked to South Africa for debt-bonded commercial sexual exploitation. Mozambican and Malawian boys and young men are trafficked to

South Africa for agricultural labor. Small numbers of Swazi girls are trafficked to South Africa's Mpumalanga Province for domestic servitude. Organized criminal groups and local gangs facilitate trafficking into and within South Africa, particularly for the purpose of commercial sexual exploitation.

The Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. South Africa is placed on Tier 2 Watch List for a third consecutive year for its failure to show increasing efforts to address trafficking over the last year. The government did not provide comprehensive data on trafficking crimes investigated or prosecuted or on resulting convictions or sentences during the year. To enhance its ability to combat trafficking, the government should fully implement the provisions of the Children's Bill against child trafficking and raise awareness among all levels of relevant government officials as to their responsibilities under these provisions; develop national procedures for victim protection, including the screening of undocumented immigrants for signs of victimization before deportation; and ensure that the Human Trafficking Inter-Sectoral Task Team is granted the proper authority to carry out fully its coordination role. The government should also regularly compile national statistics on the number of trafficking cases prosecuted and victims assisted, as it does for other crimes.

Prosecution

The government's anti-trafficking law enforcement efforts were increasingly visible during the year. South Africa does not have laws that prohibit trafficking in persons, though a variety of other criminal statutes are currently used to prosecute trafficking crimes. The lack of specific anti-trafficking statutes and explicit penalties for trafficking crimes continued to hamper South African law enforcement efforts, as many working level police, labor, and social welfare officials possessed little understanding of the crime or did not view it as part of their responsibilities. However, relevant bills continued to progress through the legislative process during the reporting period. In June 2006, President Mbeki signed the Children's Act, which specifically criminalizes child trafficking; this law cannot be enforced until the Department of Social Development releases the necessary implementing regulations. To raise awareness and elicit further feedback on its draft comprehensive anti-trafficking bill, the South African Law Reform Commission conducted six well-attended public workshops throughout the country for investigators, prosecutors, and civic organizations. In November 2006, the Sexual Offenses Bill, which prohibits the trafficking of women for sexual exploitation, was debated and released from parliamentary committee to the National Assembly for consideration. In August 2006, the National Prosecuting



Authority (NPA) sponsored a two-day seminar on prosecuting human trafficking cases in the South African context for provincial prosecutors, as well as chief prosecutors from other African countries. Based on an agreement produced by the seminar, the government formed a Rapid Response Team to identify priority cases for prosecution, though no priority cases have yet been identified.

A number of significant trafficking cases were investigated and prosecuted during the year. A woman convicted in early 2006 of forcing young girls into prostitution was sentenced in June to five years in prison. A prosecution is underway against the head of a large criminal organization alleged to have recruited women and girls under the guise of employment and subsequently forced them into prostitution using threats, physical violence, and forced drug usage. In December, members of the South African Police Service's (SAPS) Organized Crime Unit raided and successfully withdrew 26 Thai women in prostitution from a Durban night club and arrested their three suspected traffickers. Four women agreed to assist with the prosecution of the club's owners and were placed in witness protection. The remaining women repeatedly denied being trafficked; their prosecution on prostitution and illegal immigration charges is underway, after which they face deportation. At the request of an airport immigration officer, police arrested two Congolese men after a 12-year old girl was unable to explain why she was traveling with them. The case of a South African man who promised a Swazi woman a job in his clothing shop but instead allegedly used her as a sex slave was thrown out of court for lack of evidence. In February 2007, police arrested and charged two men with statutory rape for allegedly running brothels in Soweto and luring at least 10 girls as young as 10 years of age into prostitution.

Thirty-one members of the SAPS Organized Crime Unit in Gauteng Province received IOM training on the role of organized criminal groups in the trafficking of women and children. Some local law enforcement officials are believed to be connected with organized criminal elements that engage in human trafficking as a side business. Investigation into at least one suspected case proved difficult during the year as witnesses refused to reveal the names of corrupt officials.

Protection

Government protection for trafficking victims during the reporting period remained inadequate and no department dedicated financial or staff resources specifically for trafficking victims. While the government operated facilities that provide an array of social services to its citizens, including 10 "Thuthuzela" reception centers that offer medical and psychological care to victims of sexual violence, it remains unclear whether trafficking victims utilized any of these services in 2006. However, police referred an unknown number of trafficking victims to local NGO-run shelters during the reporting period; the government provided financing to some of these facilities to assist in the care of victims. Police requested IOM's participation in joint interviews of suspected foreign victims and referred a number of victims to the organization for short-term care and repatriation. The government actively encouraged victims' assistance in the investigation and prosecution of their traffickers; at least six trafficking victims were placed in South Africa's witness protection program during the year to enable their involvement. In December, however, photographs of four Thai women in witness protection appeared in a Durban newspaper, increasing threats against their lives and families in Thailand. One group of suspected foreign victims was detained in a jail cell with their alleged traffickers, seriously compromising their ability to assist in a prosecution. There are no legal alternatives to the removal of foreign trafficking victims to countries where they face hardship or retribution. While local law enforcement's ability to question migrants improved, the lack of national coordination and procedures for victim protection continued to lead to deportation of most foreign victims before they were able to give evidence in court. In addition, immigration officials did not attempt to identify trafficking victims among undocumented foreigners, notably Mozambicans, before deporting them.

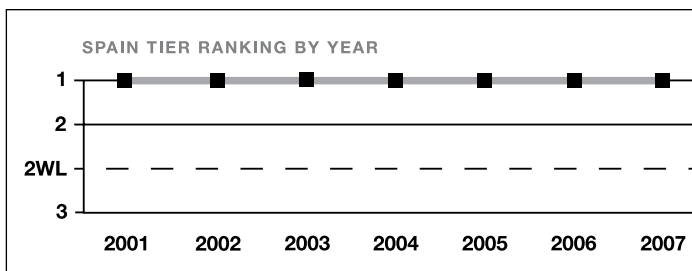
Prevention

While awareness of human trafficking has increased substantially within the country over the past year, government efforts in promoting awareness were minimal. The Sexual Offenses and Community Affairs Unit within the NPA remained responsible for coordination of the Human Trafficking Inter-Sectoral Task Team. This team's ability to function remained hampered by the lack of a specific mandate from the Department of Justice and poor coordination with other departments; it produced no substantial efforts during the year. Also due to the lack of a mandate, the preliminary National Plan of Action adopted in March 2006 was not implemented. In August, the Women's Parliament conducted a two-day meeting focusing on human trafficking.

SPAIN (Tier 1)

Spain is a transit and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. While most victims are women between the ages of 18 and 24 trafficked for sexual exploitation, females as young as 16 are also trafficked to Spain for the same purpose and men are trafficked for forced labor, usually in agriculture. Primary source countries for victims trafficked to Spain are Romania, Russia, Brazil, Colombia and Nigeria, though victims are trafficked from other areas of Latin America and Eastern Europe as well as from Sierra Leone. In smaller numbers, Chinese women are trafficked to Spain for sexual exploitation and Chinese men for labor exploitation.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. Spain aggressively investigated, arrested, and prosecuted trafficking crimes, closely monitoring these efforts through effective crime data collection. Spain's anti-trafficking legislation includes victim protection mechanisms, which are implemented largely through government cooperation with NGOs. To strengthen its response to trafficking, Spain should finalize its national action plan to combat trafficking and continue and expand its demand reduction efforts.



Prosecution

The Government of Spain demonstrated strong efforts to combat trafficking through law enforcement in the last year. Spain prohibits all forms of trafficking in persons through Article 318 of its Criminal and Penal Code, which was passed in 1995 and amended in 2003 to increase the sentence for sex trafficking to 5 to 15 years' imprisonment and the penalty for labor trafficking to 4 to 12 years in prison, both sufficiently stringent penalties. The penalty prescribed for sex trafficking is commensurate with the nation's 15-year maximum sentence for rape. In December 2006, the Council of Ministers approved increasing sentences for trafficking by two to six years in prison if the perpetrator belongs to a criminal organization. During the reporting period, Spanish police dismantled 177 sex trafficking networks and 63 labor trafficking rings. Police arrested 862 individuals for sex trafficking and 177 for labor trafficking. In 2006, police launched 272

investigations, prosecuted 113 trafficking cases and convicted 178 traffickers with an average prison sentence of 5.1 years. Approximately 75 percent of these sentences were greater than four years.

Protection

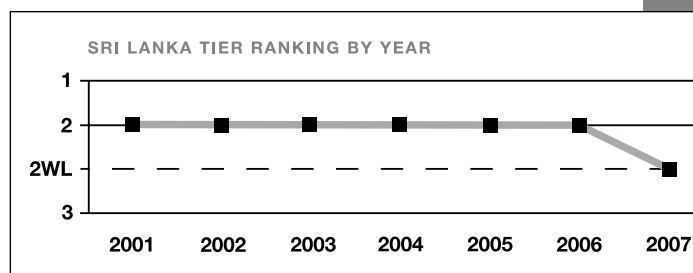
The government sustained impressive efforts to provide care for trafficking victims during the year. Spanish police continued to refer rescued victims to NGOs providing temporary shelter and rehabilitation services. In 2006, Spain increased funding by approximately five percent to anti-trafficking NGOs providing care to victims, providing one NGO with 177,432 euros. Victims receive medical assistance, including emergency care, through the national health care system. The police identified 1,832 sex trafficking victims and 456 labor trafficking victims in 2006. The government encourages victims to assist in trafficking investigations and prosecutions by providing work and residence permits to victims choosing to assist, giving them the option of either permanent residence status or funding to return to their own countries after the prosecution. Victims are not inappropriately incarcerated, fined or penalized for unlawful acts committed as a direct result of being trafficked.

Prevention

Spain sustained strong efforts to raise awareness about trafficking. During the reporting period, Spain's inter-agency trafficking working group began drafting a National Integral Plan Against Trafficking in Persons expected to be finalized in 2007. A Congressional report on prostitution released in February 2007 called for strengthening the fight against sex trafficking networks and increasing assistance to victims, and will be included in the finalized plan. The Madrid city government focused efforts in the past year to reduce demand for prostitution — and by extension, trafficking — by targeting potential male clients with posters reading "Because you pay, prostitution exists."

SRI LANKA (Tier 2 Watch List)

Sri Lanka is a source and destination country for men and women trafficked for the purposes of commercial sexual exploitation and involuntary servitude. Sri Lankan men and women migrate legally to the Middle East, Singapore, Hong Kong, Malaysia, and South Korea to work as construction workers, domestic servants, or garment factory workers. However, some have found themselves in situations of involuntary servitude when faced with restrictions on movement, threats, physical or sexual abuse, and debt bondage that is, in some instances, facilitated by large pre-departure fees imposed by recruitment agents. In one instance, Sri Lankan men were trafficked into involuntary servitude in Iraq. Children are trafficked internally



for commercial sexual exploitation, as well as for forced labor. The U.S. government-designated Foreign Terrorist Organization, Liberation Tigers of Tamil Eelam (LTTE), recruited child soldiers in areas outside of the Sri Lankan government's control. The December 20, 2006 Report of the Secretary-General on Children and Armed Conflict in Sri Lanka to the United Nations Security Council noted allegations that government security forces were complicit in letting a paramilitary organization recruit child soldiers. Reports also indicate that women from Thailand, the People's Republic of China, and Russia and other countries of the Newly Independent States are trafficked into Sri Lanka for commercial sexual exploitation.

The Government of Sri Lanka does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Sri Lanka is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to address trafficking over the previous year, especially in its efforts to punish trafficking for involuntary servitude. Though the government began prosecuting two suspects under its April 2006 anti-trafficking statute, it did not convict anyone for trafficking crimes. Moreover, Sri Lanka did not demonstrate adequate efforts to monitor and take law enforcement action against labor recruiters believed to use deception to entice workers into involuntary servitude. Sri Lanka should significantly improve its record of prosecutions and convictions of sex and labor trafficking crimes, and should institute a formal procedure to identify victims of trafficking among vulnerable groups, such as women arrested for prostitution, to ensure that they are not punished.

Prosecution

Sri Lanka made minimal progress on its law enforcement efforts this reporting period. The Sri Lankan government prohibits all forms of trafficking through an April 2006 amendment to its penal code. The government reported initiating two prosecutions under its anti-trafficking law for trafficking for forced prostitution. The government, however, did not undertake any investigations or prosecutions of labor recruiters using deceptive practices to facilitate the trafficking of Sri Lankans into commercial sexual exploitation and involuntary servitude abroad. The government did not undertake investigations of immigration officers who may have been complicit

in trafficking. There were no public officials arrested for facilitating trafficking, nor were there substantiated reports that any officials were involved trafficking. Sri Lanka should take steps to increase law enforcement efforts to punish trafficking offenses under the new law, including adequately investigating and criminally prosecuting labor recruitment agents who facilitate the trafficking of men and women abroad.

Protection

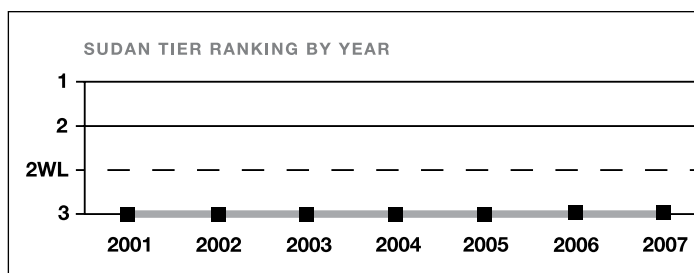
The Sri Lankan government's efforts to provide protection for trafficking victims improved slightly. While the government relies primarily on NGOs to provide victim protection services, it actively refers victims to these organizations. The police also encourage victims to assist in investigations against their traffickers, and allow foreign victims to obtain employment pending their testimony. For Sri Lankan victims trafficked overseas, the government provides funding to operate shelters in diplomatic missions. For Sri Lankan female victims of trafficking who return to Sri Lanka, only minimal aid is offered in terms of shelter, counseling, and medical care. Sri Lanka does not have a formal procedure to identify victims of trafficking from among vulnerable groups such as women arrested for prostitution; as a result, some victims of sex trafficking may have been jailed or fined for prostitution. The government should take steps to ensure that victims are not punished for acts committed as a direct result of being trafficked, and should improve services offered to repatriated Sri Lankan trafficking victims.

Prevention

Sri Lanka markedly improved its trafficking prevention efforts. The Tourist Board partnered with UNICEF to launch a National Action Plan Project to eradicate child sex tourism. The government broadcast the "zero tolerance" for child sex tourism policy through TV and radio ads, billboards, banners, car stickers, flyers, and in-flight magazines. Sri Lanka has not ratified the 2000 UN TIP Protocol.

SUDAN (Tier 3)

Sudan is a source country for men, women, and children trafficked internally for the purposes of forced labor and sexual exploitation. Sudan is also a transit and destination country for Ethiopian, and possibly Filipina, women trafficked for domestic servitude. Sudanese women and girls are trafficked internally for domestic servitude. The terrorist rebel organization, Lord's Resistance Army (LRA), continues to harbor small numbers of Sudanese and Ugandan children in the southern part of the country for use as cooks, porters, and combatants; some of these children are also trafficked across borders into



Uganda or the Democratic Republic of the Congo. Sudanese children are unlawfully conscripted, at times through abduction, and utilized by armed rebel groups — including SLA, Janjaweed militia, the camel police, and Chadian opposition forces — in Sudan's ongoing conflict in Darfur; the Sudanese Armed Forces and associated militias also continue to unlawfully conscript and exploit young children in this region. Militia groups in Darfur, some of which are linked to the government, abduct women for short periods of forced labor and to perpetrate sexual violence. Forcible recruitment of adults and particularly children by virtually all armed groups involved in Sudan's concluded north-south civil war was commonplace; thousands of children still associated with these forces await demobilization and reintegration into their communities of origin. There were confirmed reports of unlawful child recruitment by the SPLA, the Sudanese Armed Forces, and the White Army between May and July 2006 in the states of Khartoum, Jonglei, and Bahr al-Ghazal; some of these children were used in armed conflict.

In addition to the exploitation of children by armed groups during the two decades-long north-south civil war, thousands of Dinka women and children were abducted and subsequently enslaved by members of the Missiriya and Rezeigat tribes during this time. An unknown number of children from the Nuba tribe were similarly abducted and enslaved. A portion of those who were abducted and enslaved remained with their abductors in South Darfur and West Kordofan and experienced varying types of treatment; others were sold or given to third parties, including in other regions of the country; and some ultimately escaped from their captors. While there have been no known new abductions of Dinka by members of Baggara tribes in the last two years, inter-tribal abductions, as are historically common among East African tribes, continue in southern Sudan and warrant further investigation.

The Government of National Unity (GNU) does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Combating trafficking in persons through prevention efforts, victim assistance, and law enforcement measures was not a priority for the government in 2006. To improve its anti-trafficking efforts, the government should take steps to provide protective services to all types of

trafficking victims found within the country; demobilize all child soldiers from its ranks, as well as those of aligned militias; and make a much stronger effort, through a comprehensive policy approach that involves all vested parties, to identify, retrieve, and reintegrate abductees.

Prosecution

The government's anti-trafficking law enforcement efforts were negligible; it did not investigate or prosecute any suspected trafficking cases during the reporting period. Sudan is a large country with porous borders and destitute hinterlands; the national government has little ability to establish authority or a law enforcement presence in many regions. Sudan's criminal code does not prohibit all forms of trafficking in persons, though its Articles 162 through 164 criminalize abduction, luring, and forced labor. The Interim National Constitution prohibits slavery and forced labor. No trafficker has ever been prosecuted under these articles. In 2006, the Government of Southern Sudan (GoSS) debated a comprehensive Children's Act that prohibits the sale or exchange of children, as well as the recruitment of child soldiers under the age of 18. Also in 2006, the National Assembly passed the Child Protection Act, which prohibits the recruitment or enlistment of soldiers under the age of 18; the act awaits approval by the Council of Ministers.

Protection

The government's efforts to protect victims of trafficking were minimal and focused only on the demobilization of child soldiers, excluding all other categories of trafficking victims. It also failed to address funding and capacity gaps in its own entities involved in combating trafficking. Over the past year, the GNU decreased its cooperation with humanitarian workers in the Darfur region on a broad spectrum of issues, including human trafficking. The Committee for the Eradication of Abduction of Women and Children (CEAWC), established in 1999 to facilitate the safe return of abducted women and children to their families, was not operational during the reporting period. Its most recent retrieval and transport missions took place in January-February 2006; since that time, neither the GNU nor the GoSS provided CEAWC with the necessary funding for the transport and reunification of previously identified abductees with their families. As a result, thousands of people continue to remain in prolonged situations of forced labor and sexual exploitation.

In May 2006, the GNU formally endorsed the interim national disarmament, demobilization and reintegration (DDR) program, nearly six months after the GoSS endorsed it. However, neither entity has passed required legislation formally establishing the National DDR Commission, or its Northern and Southern components — the Northern Sudan

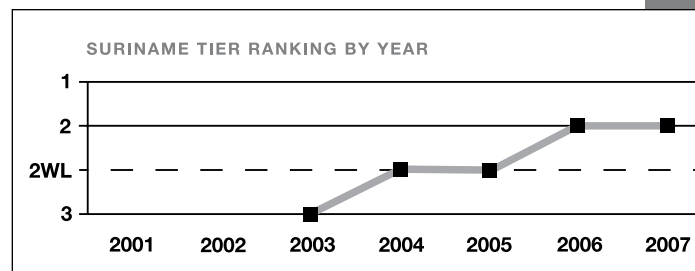
DDR Commission (NSDDRC), and the Southern Sudan DDR Commission (SSDDRC), respectively. The National DDR Commission met in December for the first time in 10 months. The Commissioner-General of the NSDDRC was formally appointed in December 2006; the commission posted representatives to all northern states soon after. According to the National Commission on Child Welfare, the NSDDRC demobilized 18 children serving in Northern Sudan, including Darfur, in 2006; this has yet to be confirmed by outside sources. In May, the President of Southern Sudan appointed the leadership of the SSDDRC; its membership, however, has not been constituted and it has not met. Because of delays in staff recruitment, there is no state-level representation. The SSDDRC, with the coordination of and assistance from UNICEF, demobilized 250 child soldiers, including girls, from the SPLA camp in Khorfulus in April; 211 child soldiers were demobilized in Julud in June, as well as some 242 child soldiers in Tonj in July. The SSDDRC continued to register child soldiers throughout the year and, at times, coordinated with the NSDDRC to trace and reunify them with their families.

Prevention

The government made no efforts to prevent future incidences of trafficking during the reporting period. Sudan has not ratified the 2000 UN TIP Protocol.

SURINAME (Tier 2)

Suriname is principally a transit and destination country for women and children trafficked transnationally for the purpose of commercial sexual exploitation; it is also a source country for underage Surinamese girls, and increasingly boys, trafficked internally for sexual exploitation. Foreign girls and women are trafficked from Brazil, the Dominican Republic, Guyana, and Colombia to Suriname for commercial sexual exploitation; some transit Suriname en route to Europe. Chinese nationals transiting Suriname risk debt bondage to migrant smugglers; men are exploited in forced labor and women in commercial sexual exploitation. Haitians migrating illegally through Suriname are also vulnerable to forced labor exploitation in the country.



The Government of Suriname does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government investigated and prosecuted some suspected traffickers, and worked on improving victim assistance. The government should intensify its efforts to identify, convict, and punish traffickers, including any public officials connected to such activity. It also should consider legislative revisions to better protect foreign trafficking victims, and provide greater victim services.

Prosecution

The Surinamese government demonstrated solid anti-trafficking law enforcement efforts over the last year. The Parliament of Suriname amended the country's Criminal Code in April 2006 to prohibit all forms of human trafficking, prescribing punishment of up to 20 years in prison. These punishments are sufficiently stringent and commensurate with those prescribed for other grave crimes. An interagency trafficking-in-persons working group leads government efforts to investigate and prosecute traffickers. The government convicted two brothel owners of trafficking women for commercial sexual exploitation, sentencing one to six months and another to 18 months in prison. Police arrested another individual for trafficking for commercial sexual exploitation; his trial is underway. An anti-trafficking police unit randomly checked brothels for mistreatment, and to ensure that women in these establishments were not subjected to conditions of involuntary servitude. The country also initiated discussions with governments in neighboring Guyana, French Guyana, and Brazil on modalities for repatriating trafficking victims. There were reports that Surinamese immigration and customs officials facilitated some trafficking into the country; authorities indicate that they are investigating these allegations.

Protection

The government sustained modest but inadequate efforts to protect victims of trafficking. Due to a lack of resources, the government works closely with civil society to shelter and assist victims. Surinamese authorities encourage victims to assist in the investigation and prosecution of their traffickers. There were some reports of foreign victims being detained or deported by Surinamese authorities for immigration violations. Suriname does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. However, the government's trafficking-in-persons working group is drafting legislation to provide trafficking victims with temporary residency status. It is also working with civil society on solutions for providing better victim assistance.

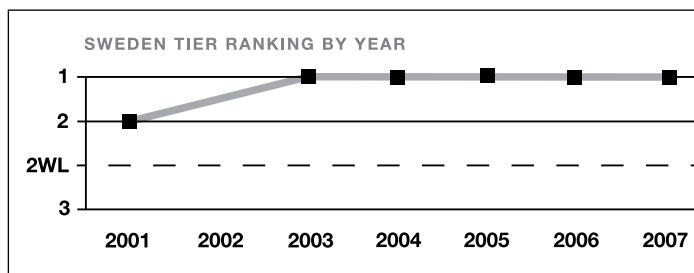
Prevention

High-level officials continued to condemn and draw attention to the problem of human trafficking in Suriname during the reporting period. The government's trafficking-in-persons working group initiated press events and education campaigns throughout 2006. Anti-trafficking posters and brochures were distributed. In early 2007, the working group launched a new awareness-raising campaign, and hosted informational meetings in the nation's border area with Guyana, where many victims are trafficked into the country. Suriname has not ratified the 2000 UN TIP Protocol.

SWEDEN (Tier 1)

Sweden is a destination and transit country for women from Nigeria, Estonia, Russia, Poland, Romania, Hungary, Serbia, Montenegro, Macedonia, Venezuela, and Thailand trafficked to Sweden or through Sweden to Norway, Denmark, Germany, Spain, and the United Kingdom for the purpose of commercial sexual exploitation. Sweden is a transit country for children trafficked from China to countries in Western Europe. In 2006, police noted a new trend of children from Romania and Poland trafficked to Sweden for purposes of forced begging and petty theft.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking in persons. The government continued to fund both awareness and victim assistance programs in source countries, spending approximately \$2 million in 2006 in southeastern Europe. The government should continue its strong funding of law enforcement activities. Sweden should consider more training for judges and prosecutors on the application of the Anti-Trafficking Law to ensure a greater number of traffickers continue to be brought to justice.



Prosecution

Sweden demonstrated continued progress in its law enforcement efforts over the last year. Sweden's 2002 anti-trafficking law prohibits trafficking for both sexual exploitation and forced labor, although prosecutors continue to rely on a prostitution procurement law to prosecute and convict a number of sex traffickers. Sweden's anti-trafficking

law provides penalties of two to 10 years' imprisonment, which are commensurate with penalties for other grave crimes, such as rape. In 2006, police conducted 28 trafficking investigations, a decrease from 44 in 2005. Authorities prosecuted and convicted 21 traffickers using the anti-trafficking law and procurement statute, up from 15 prosecutions and convictions in 2005. All 21 traffickers were sentenced to time in prison, with no suspended sentences. Sentences imposed on traffickers ranged from 10 months to 5 years' imprisonment. In 2006, the government conducted its first-ever trafficking in persons training for judges.

Protection

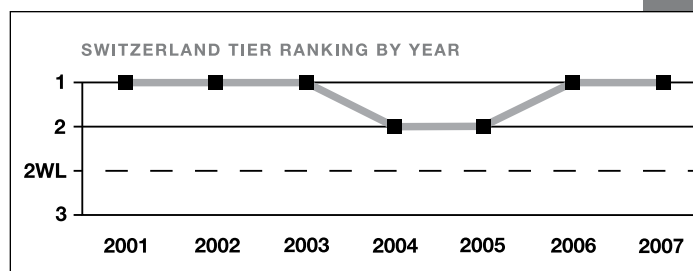
Sweden maintained its commitment to provide adequate victim assistance both domestically and in source countries during the reporting period. The government provides funding to NGOs in Sweden and abroad to provide support for victims. The Swedish International Development Agency (SIDA) funded the building of shelters and funded police trainings in Ukraine and Turkey. Sweden encourages victims to participate in trafficking investigations and prosecutions; victims who cooperate in criminal trafficking investigations may obtain residency permits that provide victims access to health care and social services. Victims who decline to participate in investigations are subject to deportation. Police report that use of these residency permits has slowed deportations, eased the plight of some victims, and aided investigations. In 2006, one victim — a Russian — was granted permanent residency as a result of her status as a victim of trafficking.

Prevention

The Government of Sweden continued to demonstrate strong trafficking prevention efforts. In 2006, the government partially funded an MTV awareness campaign in the Balkans focused on child trafficking and changing the attitudes of clients of the sex trade. SIDA funded awareness raising projects in the former Yugoslavia, Romania, Albania, and Bulgaria. The government also funded an awareness project in the northern territories of Sweden, Finland, Norway, and Russia focused on demand reduction for commercial sexual exploitation. Sweden adequately monitored immigration patterns for evidence of trafficking. The government publishes an annual report each spring, providing trafficking statistics and an assessment of government efforts to combat trafficking.

SWITZERLAND (Tier 1)

Switzerland is a destination and, to a lesser extent a transit country for women trafficked from Ukraine, Romania, Hungary, Poland, Bulgaria, the Czech Republic, Slovakia, Moldova, Brazil, the Dominican



Republic, Thailand, Cambodia, Nigeria, and Cameroon for the purpose of commercial sexual exploitation. Limited cases of trafficking for the purposes of domestic servitude and labor exploitation were also reported.

The Government of Switzerland fully complies with the minimum standards for the elimination of trafficking. In January 2007, the Swiss government amended its penal code to provide for extraterritorial jurisdiction to prosecute traffickers; Swiss authorities are now able to prosecute any Swiss citizen, or foreign national present in Switzerland, for trafficking offenses committed abroad, regardless of whether trafficking is a crime in that country. The government continued to work well with NGOs and provided adequate funding for victim assistance and public awareness campaigns, both domestically and in source countries. The government should increase the number of convicted traffickers who serve time in prison.

Prosecution

The Government of Switzerland continued to make progress in its law enforcement efforts during the reporting period. Switzerland prohibits both trafficking for sexual exploitation and trafficking for labor exploitation under the new Article 182 of the Swiss penal code. Penalties prescribed range up to 20 years' imprisonment and are sufficiently stringent and commensurate with penalties prescribed for other grave crimes, such as rape. During the reporting period, authorities conducted 39 investigations, up from 30 in 2005. At least 20 suspected traffickers were prosecuted, up from 16 in 2005. Convictions were obtained against 20 traffickers, compared to 22 convictions obtained in 2005. The majority of the convicted traffickers served no time in prison. Of the 20 traffickers convicted in 2006, only seven served time in prison, with sentences ranging from two to six years. The remaining 13 traffickers received suspended sentences and served no time in prison. This is compared to 2005, when 6 of 22 convicted traffickers served between 5 and 16 months in prison, while 16 traffickers served no time in prison. Swiss authorities cooperated with other governments in the investigation and prosecution of numerous trafficking cases.

Protection

The government continued to improve its victim protection efforts during the reporting period. In 2006, cantonal immigration authorities offered 39 trafficking victims 30-day stays of deportation, up from 30 victims in 2005. The government continued to encourage victims to participate in trafficking investigations and prosecutions. Three victims were offered short-term residency permits to stay in Switzerland for the duration of the legal proceedings against their traffickers, down from 18 in 2005. Three victims were granted long-term residency permits on the grounds of personal hardship, down from eight in 2005. The government provided funding to NGOs for trafficking assistance services and shelter; local victim assistance centers counseled 126 victims during the reporting period, up from 84 the previous year. In 2006, three cantons signed written agreements with NGOs that formalized victim referral processes. Federal authorities successfully raised awareness among cantonal immigration authorities in order to reduce the possibility of trafficking victim deportations. NGOs report that regulations staying deportations and improved coordination with law enforcement officials have led to a considerable increase in the number of victims participating in trafficking investigations and prosecutions. The government ensured that victims were not penalized for unlawful acts committed as a direct result of their being trafficked.

Prevention

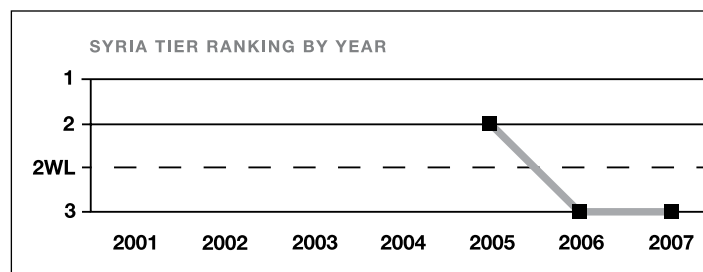
Switzerland continued its prevention efforts during the reporting period. The government again provided more than \$1 million for victim assistance and trafficking prevention programs in multiple source countries, including Moldova, Montenegro, Russia, Lebanon, and Iran. The government provided approximately \$225,000 to support a trafficking hotline in Russia. In January 2007, the government appropriated funding for the launch of trafficking awareness prevention campaigns in preparation for the 2008 European Soccer Cup.

SYRIA (Tier 3)

Syria is a destination country for women from South and Southeast Asia and Africa trafficked for the purpose of domestic servitude, and from Eastern Europe and Iraq for the purpose of commercial sexual exploitation. Women from Indonesia, Sri Lanka, the Philippines, Ethiopia, and Sierra Leone are recruited for work in Syria as domestic servants, but some face conditions of involuntary servitude, including long hours, non-payment of wages, withholding of passports and other restrictions on movement, and physi-

cal or sexual abuse. Similarly, Russian, Ukrainian and Belarusian women recruited for work in Syria as cabaret dancers are not permitted to leave their work premises without permission, and they have their passports withheld — indicators of involuntary servitude; some of these women may also be forced into prostitution. Women and children in the Iraqi refugee community in Syria are reportedly forced into commercial sexual exploitation. One anecdotal report suggested that Syria may also be a transit country for Iraqi women and girls trafficked to Kuwait, the U.A.E., and Lebanon for forced prostitution.

The Government of Syria does not fully comply with the minimum standards for the elimination of trafficking, and is not making significant efforts to do so. Although the government began drafting a comprehensive anti-trafficking law, Syria reported no law enforcement efforts to punish trafficking offenses this year. In addition, the government did not offer protection services to victims of trafficking, and may have arrested, prosecuted, or deported some victims for prostitution or immigration violations. Syria should prosecute and punish more traffickers; improve protection for victims by providing shelter, medical, and psychological services; and cease the detention and deportation of victims.



Prosecution

Syria made negligible progress in punishing trafficking crimes this year. Syria does not specifically prohibit any form of trafficking in persons, but can use statutes against kidnapping and sexual assault to prosecute some trafficking cases. In November, the government issued Decree 81 that regulates recruitment agencies bringing domestic workers into the country. Though this decree sets guidelines for conditions of domestic workers and requires agencies to have a license to operate, penalties for violation, including imprisonment for an unspecified length of time or fines of only \$2 or both, are not sufficiently stringent to deter the offense of forced labor. Furthermore, Syria did not report any investigations, arrests, prosecutions, or convictions of trafficking offenses this year. There was an anecdotal report that the government uncovered one case of corruption within the Ministry of Interior's Immigration Department and that this resulted in the firing of some high-level immigration officials. If true, it is not known whether this led to prosecutions for complicit-

ity in trafficking crimes. The government should follow through on steps to enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking, and assigns penalties both sufficiently stringent to deter the offense and reflective of the heinous nature of the crime.

Protection

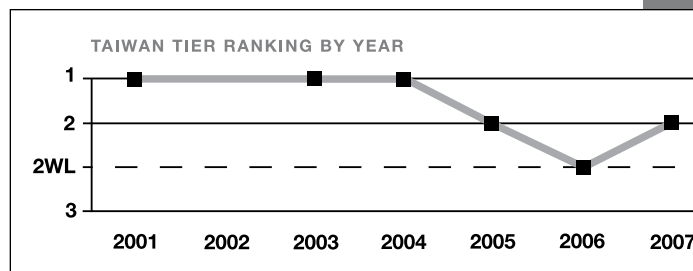
During the year, the Syrian government made no progress in protecting trafficking victims. Syria failed to provide protection services such as shelter, medical or psychological assistance for victims, or financially or materially support organizations that do. The government continues to lack a formal victim identification procedure to identify potential trafficking victims among vulnerable populations, such as illegal migrants or women arrested for prostitution. As a result, victims may be arrested, prosecuted, or deported for unlawful acts committed as a result of being trafficked. Child victims of commercial sexual exploitation are housed in juvenile detention facilities. Syria does not actively encourage victims to assist in investigations against their traffickers, and does not provide victims with legal alternatives to removal to countries in which they may face hardship or retribution.

Prevention

Syria took minimal steps in preventing trafficking over the year. Syria's counter-trafficking committee met at least twice this year to draft a comprehensive anti-trafficking law. Nonetheless, the government did not draft a national action plan to combat trafficking in persons or conduct any public awareness campaigns to educate employers and workers on the rights of domestic workers. Syria has not ratified the 2000 UN TIP Protocol.

TAIWAN (Tier 2)

Taiwan is primarily a destination for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Women and girls from the People's Republic of China (P.R.C.) and Southeast Asian countries are trafficked to Taiwan through the use of fraudulent marriages, deceptive employment offers, and illegal smuggling for commercial sexual exploitation and forced labor. A significant share of male and female foreign workers—primarily from Vietnam, Thailand, and the Philippines—are recruited legally for low-skilled jobs in Taiwan's construction, fishing and manufacturing industries, or as domestic servants, and are subjected to forced labor or involuntary servitude by labor agencies or employers upon arrival in Taiwan. Many of these contract migrant workers come from poor rural areas and are forced to pay up to \$14,000 to recruitment agencies or brokers for a job in Taiwan, resulting in substantial debt that labor agencies or employers use as a tool for involuntary servitude.



The process for recruitment and placement of the 340,000 foreign workers in Taiwan—half of whom are domestic servants or nurses working in private residences and not protected by Taiwan's labor law—lacks regulation and oversight, and may therefore lead to situations of involuntary servitude. Traffickers continue to use the recruitment of foreign brides by legal international marriage brokers as a means to traffic Southeast Asian women to Taiwan for sexual exploitation or forced labor, despite efforts by Taiwan authorities to curb this channel of trafficking.

Taiwan authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. While the island's trafficking problems remain daunting, Taiwan authorities over the last year showed clear progress in addressing trafficking for both sexual and labor exploitation. Taiwan formed its first national plan of action that covers all forms of trafficking and constituted an inter-ministerial committee to implement the plan in coordination with NGOs. After a March 2007 operation that rescued 35 Indonesian women who were trafficked to Taiwan through fraudulently brokered marriages, authorities began referring these and other victims to NGOs for appropriate care.

Nevertheless, much more remains to be done to bring Taiwan into compliance with the minimum standards. Taiwan authorities need to demonstrate greater political will in tackling the trafficking in persons problem on the island. Victims of trafficking should be granted formal protection, including access to justice in order to obtain compensation from their traffickers or exploitative employers and the right to work while awaiting court cases. The Council on Labor Affairs (CLA) should stop addressing acts of involuntary servitude with administrative penalties; instead these serious crimes should be referred to the appropriate law enforcement authorities for criminal investigation and, if warranted, prosecution. Taiwan authorities should do more to eliminate the ability of labor brokers and employers to deport workers involuntarily.

Prosecution

The Taiwan authorities made clear efforts to improve anti-trafficking law enforcement efforts over the reporting period. Taiwan does not prohibit all forms

of trafficking in persons, though it has a number of laws that criminalize some forms of trafficking, including laws against slavery—Section 296 and 296-1 of its criminal code—and exploiting children in prostitution, some provisions of which prescribe punishments of up to seven years' imprisonment, which are sufficiently stringent. However, Taiwan does not criminalize trafficking for labor exploitation or debt bondage, and the anti-slavery statute does not appear to cover recruitment or the use of coercion or fraud in exploiting a victim. A comprehensive law covering all forms of trafficking is strongly advisable. Draft amendments to Taiwan's immigration law that would provide formal protection and status to trafficking victims continued to be discussed in the Legislative Yuan but were not passed.

In 2006, it was evident that the Taiwan authorities increased efforts to prosecute, convict and punish traffickers. However, the nature of the Taiwan criminal justice system makes the collection of data on final convictions and sentencing extremely difficult. Throughout the reporting period, Taiwan police and immigration officials conducted anti-trafficking operations, disrupting at least four trafficking rings—one of them involving trafficking for forced labor—and rescuing at least 40 victims of sex or labor trafficking. The Ministry of Justice and the police conducted several training events on trafficking in persons throughout the year.

Protection

Taiwan authorities made modest progress in protecting victims of trafficking, though overall protections remained inadequate. The government's provision of assistance to victims of trafficking, such as shelter, legal aid, psycho-social counseling, and medical care remained uneven, without a well-articulated or coordinated program of victim care. While formal procedures for the proactive identification of trafficking victims were developed by the police and immigration services in 2006, these have not yet been fully implemented. Victims continue to be misidentified as migrants out of immigration status or violators of Taiwan's prostitution laws and consequently punished for unlawful acts committed as a direct result of their being trafficked. Authorities continued to place victims of trafficking in detention facilities alongside accused criminals, though in April 2007, authorities of the newly formed National Immigration Agency took the unprecedented step of referring a group of Indonesian and Thai trafficking victims to an NGO shelter while police and immigration authorities investigated the trafficking crimes committed against them. Victims of trafficking from mainland China continued to be detained in the Ilan "P.R.C. citizen-only" detention center. Taiwan authorities showed progress, however, in encouraging more foreign victims to participate in the investigation and prosecution of traffickers, though the authorities could not offer legal alterna-

tives to the removal of victims to countries in which they may face hardship or retribution. Some victims are granted temporary residency during a criminal investigation or first stage of a trial, but these are not offered uniformly and longer-term residency is not offered. Some labor brokers reportedly continued to forcibly deport foreign workers who sought to complain about abuses.

During 2006, 4,447 foreign workers sought refuge in the 13 NGO shelters subsidized by the Taiwan government—a significant number of these workers probably had experienced conditions of involuntary servitude. The CLA often attempts to respond to foreign workers who complain of exploitative work conditions or coerced labor by sitting them down with their labor broker or employer and negotiating a compromise instead of referring these cases to the police for criminal investigation. Workers who flee their employer for whatever reason, including physical abuse or forced labor conditions, run the risk of being identified as "runaways" who can be punished and deported under Taiwan's immigration law; however, for those recognized as workers with valid labor disputes, the CLA in January 2007 extended by one month the period in which they can remain in Taiwan to seek resolution of these disputes. Taiwan has no law to protect foreign workers from being forcibly repatriated.

Prevention

Taiwan authorities greatly advanced efforts to prevent trafficking during the reporting period. In November 2006, the Ministry of Interior produced a national plan of action of trafficking in persons that covers all forms of trafficking. The action plan created a permanent Executive Yuan anti-trafficking committee consisting of representatives from 14 ministries and agencies and a number of local NGOs. The authorities also took steps to prevent the trafficking of foreign women through brokered international marriages by restricting eligibility and enhancing interview requirements for foreign brides and their Taiwan spouses; as a result, the number of spousal visas issued to brides in Vietnam—the leading source of foreign brides in Taiwan—dropped for a second straight year to 3,864 down from 7,062 in 2005 and 11,953 in 2004. In 2006, Taiwan authorities also banned the registration of new marriage brokering companies and announced that existing companies would be subjected to closer scrutiny.

TAJIKISTAN (Tier 2)

Tajikistan is a source country for women trafficked to the United Arab Emirates, Turkey, Saudi Arabia, Kuwait, and Iran for the purpose of commercial sexual exploitation; men are trafficked to Russia for labor exploitation, primarily in the construction and agricultural industries. Tajik victims are often traf-

ficked through Kyrgyzstan before reaching their final destination. Boys and girls are trafficked internally for the purpose of forced labor, including begging.

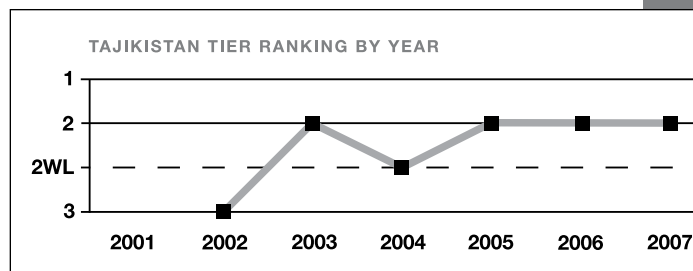
The Government of Tajikistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government enacted its national action plan in 2006 and improved cooperation with NGOs. However, the government failed to amend its current trafficking legislation to define trafficking and failed to demonstrate vigorous efforts to combat government complicity in trafficking; government corruption remained a significant problem and an obstacle to effective anti-trafficking efforts. The Government of Tajikistan should: vigorously investigate, prosecute, convict, and sentence government officials who participate in or facilitate trafficking in persons; amend its criminal code to define trafficking; and improve its public awareness efforts.

Prosecution

Tajikistan demonstrated mixed law enforcement efforts during the reporting period. Article 130.1 of the criminal code prohibits both sexual exploitation and forced labor. Penalties prescribed under Article 130.1 range from 5 to 20 years' imprisonment, which are sufficiently stringent but not commensurate with penalties prescribed for other grave crimes, such as rape. In 2006, authorities conducted 34 trafficking investigations, down from 81 conducted in 2005. The government prosecuted 34 trafficking cases, down from 57 cases prosecuted in 2005. Convictions were obtained against 52 traffickers in 2006, a significant increase from 28 convictions obtained in 2005. The government did not provide sentencing data for convicted traffickers. Trafficking-related government corruption remained a problem. Although some government officials assisted traffickers by providing false passports, birth certificates, and marriage certificates, the government provided no information on investigations, prosecutions, convictions, or sentences of government officials implicated in trafficking corruption. The government's special Trafficking in Persons and Organized Crime Unit investigated trafficking cases, and the government worked with some foreign governments on trafficking investigations.

Protection

The government demonstrated limited progress in its victim assistance efforts during the reporting period. The Ministries of Health and Labor and Social Protection provided some health and social services to victims assisted in foreign-funded shelters. The Ministry of Interior also provided security and protection for the shelter. The government does not have a formal victim referral mechanism. There was no special training for staff in Tajikistan's embassies and consulates abroad to identify and assist with the



repatriation of Tajik victims. However, the Ministry of Foreign Affairs worked with foreign governments to repatriate 62 Tajik victims in 2006; the government paid all repatriation costs for at least 12 of these victims. The adoption of the national action plan improved communication with anti-trafficking NGOs, to which the government provided some in-kind support such as office space and utilities. Victims were encouraged to participate in trafficking investigations and prosecutions, and police made a point to interview victims at the trafficking shelter rather than at the police station. Some identified trafficking victims were penalized for unlawful acts committed as a direct result of their being trafficked.

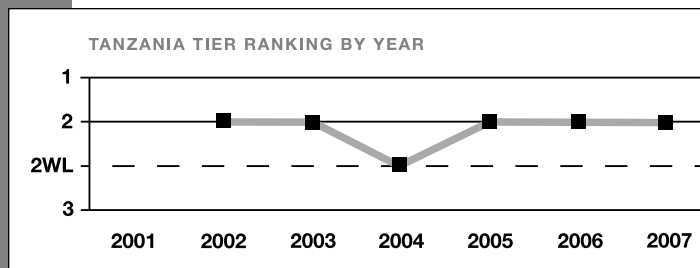
Prevention

The government sustained some trafficking awareness efforts during the reporting period. The government helped fund some NGO- and IOM-produced public awareness campaigns, which included radio advertisements, film screenings, press briefings, the publication of brochures, and training of students and government officials. The government stationed border guards at Dushanbe's airports and along border checkpoints and trained them to identify potential traffickers and victims.

TANZANIA (Tier 2)

Tanzania is a source, transit, and destination country for women and girls trafficked for the purposes of forced labor and sexual exploitation and, to a lesser extent, boys trafficked for the purpose of forced labor. Girls from rural areas are trafficked to urban centers for domestic servitude and commercial sexual exploitation; some domestics fleeing abusive employers fall prey to exploitation in prostitution. There are unconfirmed reports that Tanzanian girls are lured to resort towns by promises of hotel jobs or riches and trips abroad, but instead are given work in bars or are sexually exploited. Small numbers of people are trafficked to South Africa, Oman, the United Kingdom, and possibly other European or Middle Eastern countries for domestic servitude. Boys are trafficked within the country for forced labor on farms, in mines, and in the informal sector. Citizens of neighboring countries may be trafficked through Tanzania for forced domestic labor and sexual exploitation in South Africa, Europe, and the Middle East.

The Government of Tanzania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its anti-trafficking efforts, the government should pass and enact comprehensive anti-trafficking legislation; develop national procedures for victim protection, including the screening of undocumented aliens for victimization before deportation; and regularly compile national statistics on the number of victims assisted and trafficking cases investigated and prosecuted.



Prosecution

The government's anti-trafficking law enforcement efforts during the reporting period focused on developing comprehensive anti-trafficking legislation applicable to both the mainland and Zanzibar. In May 2006, a working group comprised of officials from several ministries drafted legislation that was presented to the Cabinet Secretariat in July and, after revision, was approved in August. The Permanent Secretaries approved the draft in November and transmitted it to Zanzibar in February 2007 for review.

Tanzania does not prohibit all forms of trafficking in persons, and Zanzibar has a separate legal code from the mainland of Tanzania. On the mainland, traffickers can be prosecuted under existing statutes criminalizing the sale of people, forced labor, child labor, and various sexual offenses. There were investigations, but no prosecutions or convictions of traffickers on the mainland in 2006. In mid-2006, the Ministry of Public Safety and Security established an anti-trafficking section in the Criminal Investigation Department, and in March 2007, moved the section into the Transnational Organized Crime Unit, responsible for addressing terrorism, narcotics, and money laundering. The Ministry requested a separate line item for anti-trafficking in the national 2007 budget and officers trained in anti-trafficking staffed a telephone hotline for reporting criminal activity. Involvement in, or tolerance of, trafficking by individual government officials is suspected but not proven.

On Zanzibar, traffickers can be prosecuted under existing law that criminalizes kidnapping, abduction, and slavery. In 2006, the Criminal Investigations Division of the Zanzibar police investigated at least

five suspected cases, determined that one involved trafficking two women from the mainland, and negotiated the return of the two victims to Dar es Salaam. Immigration officials on Zanzibar monitored passport applications for cases of trafficking; one officer turned away three female applicants with fraudulent documents, but did not investigate the man accompanying them. During the reporting period, the government trained 170 of the 248 immigration officers and virtually all of Zanzibar's local administrators on how to recognize, investigate, and prosecute instances of trafficking.

Protection

The government's efforts to protect victims of trafficking continued to suffer from a lack of resources; government officials regularly relied on NGOs to provide shelter, counseling, and rehabilitation for victims of trafficking. Victim assistance is unavailable in some areas of the country. During the year, law enforcement personnel and government officials identified and referred at least 28 trafficking victims to NGOs for care, though authorities did not demonstrate use of formal victim identification and referral procedures. During the reporting period, a labor union assisted approximately 1,020 trafficking victims, some of whom were referred to the organization by local government officials, child labor committees, and police. The government encourages victims' assistance in the investigation and prosecution of their traffickers, but the lack of national procedures for victim protection likely led to the deportation of most foreign victims before they were identified or able to give evidence in court. Foreign victims are not offered legal alternatives to their removal to countries in which they would face hardship or retribution.

Prevention

Political will to address human trafficking in Tanzania increased significantly during the reporting period, resulting in concrete prevention efforts. The inter-ministerial human trafficking committee, which includes ministries of the Zanzibar government, coordinated communication between various ministries, NGOs and civil society. President Kikwete's personal commitment to combat trafficking accelerated the drafting of anti-trafficking legislation and law enforcement training. In support of IOM's awareness-raising campaign, government officials appeared on television and radio programs and immigration officers distributed brochures at 25 border posts. During the year, the government's Research Coordinator for Human Trafficking proactively moved anti-trafficking legislation through the inter-ministerial clearance process and appeared on television and radio programs. Information provided by a caller to a radio program led to an ongoing trafficking investigation. The Ministry of Education's 288 Community Learning Centers in 10

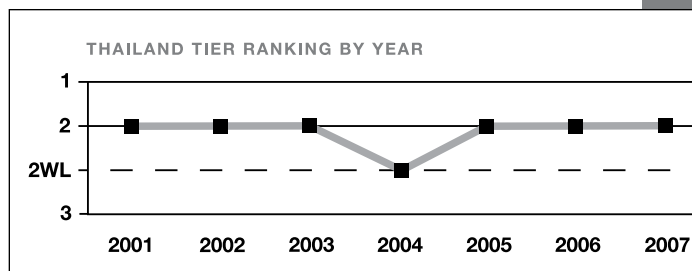
districts enabled 8,335 children, approximately 70 percent of whom were removed from child labor, to enroll in school.

THAILAND (Tier 2)

Thailand is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Regional economic disparities drive significant illegal migration into Thailand, presenting traffickers with opportunities to force, coerce or defraud these undocumented migrants into labor or sexual exploitation. Women and children are trafficked from Burma, Cambodia, Laos, People's Republic of China (P.R.C.), Russia, and Uzbekistan for commercial sexual exploitation in Thailand. A number of women and girls from Burma, Cambodia, and Vietnam transit through Thailand's southern border to Malaysia for sexual exploitation primarily in Johor Bahru, across from Singapore. Thai and hill tribe women and girls are trafficked internally and to Japan, Malaysia, South Africa, Bahrain, Australia, Singapore, Europe, Canada, and the United States for sexual exploitation. The denial of Thai residency to ethnic minority women and girls who reside in Thailand's northern hills makes them more susceptible to trafficking and delays repatriation due to lack of citizenship. Widespread sex tourism in Thailand encourages trafficking for sexual exploitation.

Following voluntary migration to Thailand, men, women, and children, primarily from Burma, are trafficked into involuntary servitude in agricultural work, factories, construction, commercial fisheries, domestic work, and begging. Thai laborers working abroad in Taiwan, Malaysia, the United States, and the Middle East often pay excessive recruitment fees prior to departure, which may facilitate debt bondage — a form of trafficking. Children from Burma, Laos, and Cambodia are trafficked to Thailand for begging and exploitative labor, including fishing and fish processing. A report published in late 2006 by the ILO and a government university found that significant percentages of undocumented migrant workers, including children, in four key sectors of the Thai economy (fishing, construction, commercial agriculture and domestic service) are victims of involuntary servitude at the hands of Thai employers.

The Government of Thailand does not fully comply with the minimum standards for the elimination of trafficking; however it is making significant efforts to do so. The government sustained impressive efforts to address trafficking for sexual exploitation but did not improve substantially in responding to incidents of labor trafficking. In September 2006, the Thai police raided a shrimp-processing factory and



rescued 800 Burmese men, women, and children, many of whom were subjected to conditions of involuntary servitude, physical and psychological abuse, and confinement inside the premises through the use of barbed wire fences and document confiscation. Thai authorities classified 66 of the females as trafficking victims and provided them with appropriate shelter and psycho-social counseling services. However, an undisclosed number of the males were removed by police and deported to Burma without being interviewed to determine if they were victims of involuntary servitude. Five months later, all three factory owners were arrested and face criminal charges in addition to a civil suit and regulatory fines. The factory, which has in one past case exported shrimp to the United States, remains in operation. Current anti-trafficking legislation in Thailand only applies to trafficking resulting in sexual exploitation and fails to criminalize bonded labor or trafficking perpetuated against men. Thailand has drafted comprehensive anti-trafficking legislation that criminalizes all forms of trafficking and provides protection to men. It should pass and enact that legislation at the earliest opportunity. Thailand should show greater will to prosecute and convict exploitative employers and labor traffickers.

Prosecution

The Royal Thai Government demonstrated clear progress in its law enforcement efforts to combat sex trafficking and collaborate with civil society to investigate cases; however, the government has not yet demonstrated progress in law enforcement efforts to combat labor trafficking. Thailand criminally prohibits trafficking for sexual exploitation through its 1997 Prevention and Suppression of Trafficking in Women and Children Act, which prescribes penalties that are sufficiently stringent and that are commensurate with penalties prescribed for rape. Trafficking for labor exploitation is not criminally prohibited and penalties prescribed for forced labor violations tend to be administrative rather than criminal and, therefore, are not sufficiently stringent. A draft law was finalized during 2006 that will allow for prosecution of all forms of trafficking and provides greater protection, care, and compensation for victims; it awaits passage by the legislature. Government law enforcement resources are generally inadequate to cope with the magnitude of trafficking. Political uncertainty since the September 2006 military coup

has further drawn financial and personnel resources away from Thai law enforcement anti-trafficking efforts.

In October, Thai police raided two karaoke bars in the southern province of Narathiwat, rescuing 34 women and child victims comprised of Thai hill tribe members and citizens of Vietnam, Laos, and Cambodia. In March 2007, a criminal court sentenced a senior military official to life imprisonment for the detention and murder of a Burmese domestic worker who was considered a trafficking victim. The Government of Thailand reported 88 arrests in cases brought against traffickers in the period from September 2005 through February 2007, involving a total of 100 victims. Corruption is still sometimes a problem, with local police or immigration officials protecting brothels, fishing and sweatshop facilities from raids and occasionally facilitating the movement of Burmese, Cambodian, Lao, and P.R.C. women and children into or through Thailand. No public officials or law enforcement officials were arrested for trafficking-related crimes in 2006.

Protection

The Thai government continued to provide impressive protection to foreign victims of sex trafficking in Thailand and Thai citizens who have returned to Thailand after facing labor or sex trafficking conditions abroad. The government's collaboration with civil society organizations to protect victims of sex trafficking remained impressive. However, male victims of trafficking are not included in the victim protection provisions of Thai law. Moreover, out of a fund of 500 million baht (equivalent to \$13 million) set up by the Thai government in 2005 to fund increased trafficking victim care, only 100 million baht has been authorized for expenditure. The Thai government refers women and child victims to one of six regional shelters run by the government, where they receive psychological counseling, food, board, and medical care. However, none of these shelters is in the area of Thailand north of Phitsanulok, where victims are referred to separate, often high-quality facilities run by NGOs.

The government encourages female victim participation in the investigation and prosecution of sex trafficking crimes. The government does not provide foreign victims with legal alternatives to their removal to countries where they may face hardship or retribution. Female victims of sex trafficking are generally not jailed or deported; foreign victims of labor trafficking and men may be deported as illegal migrants. In the September 2006 labor trafficking case, most Burmese male workers were deported as illegal migrants, without interviewing them to determine if they were victims, while 66 females from the same factory were sent to a shelter for trafficking victims. In 2006, the Ministry of Foreign

Affairs repatriated 380 women primarily trafficked for sexual exploitation to Bahrain (256 victims), Malaysia, Singapore, South Africa, and Italy. In May 2006, the government repatriated to Thailand nine Shan women who were not Thai citizens but who had been trafficked to Malaysia in 2004; their repatriation to Thailand was delayed due to their lack of Thai or any other citizenship. The government provided in-kind assistance in the form of technical support, personnel, and facilities to NGOs active in anti-trafficking. The government collaborates with IOM to set up transit facilities, shelters, and referral processes to improve victim protection. In 2006, IOM returned 343 people to their home countries, including 245 Laotians, 85 Cambodians, and 13 Burmese. The government's National Trafficking Action Plan for 2005-2007 identified \$34.2 million for trafficking-related project initiatives.

Prevention

The Thai government continued to support prevention and public awareness activities on sex and labor trafficking as well as sex tourism during the year. The Thai government has begun outreach programs to educate potential migrant workers about working conditions in Thailand, and to educate Thai workers about working conditions and recruitment practices abroad. In cooperation with the ILO, a migrant workers handbook was published in Lao, Burmese, Khmer, and Thai to advise migrant workers of their rights and avenues of recourse. The Ministry of Labor conducts regular seminars with all outgoing Thai workers to advise them on restrictions on labor broker fees and regulations governing foreign guest worker programs. Thailand has not ratified the 2000 UN TIP Protocol.

TOGO (Tier 2)

Togo is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking within the country is more prevalent than transnational trafficking and the majority of victims are children, primarily girls. Girls are trafficked within Togo for forced labor as produce porters, market vendors, maids, and for sexual exploitation. Transnationally, Togolese girls are trafficked primarily to Gabon, Benin, Nigeria, and Niger for domestic servitude, forced labor, and sexual exploitation. Girls are also trafficked to Togo from Benin, Nigeria, and Ghana for domestic servitude and possibly for sexual exploitation. Togolese boys are trafficked primarily to Nigeria, Benin and Cote d'Ivoire for agricultural labor. There have been reports of Togolese women and girls trafficked to Lebanon and Saudi Arabia, likely for domestic servitude and sexual exploitation. Togolese women were also trafficked to France and Germany for domestic servitude and sexual exploitation.

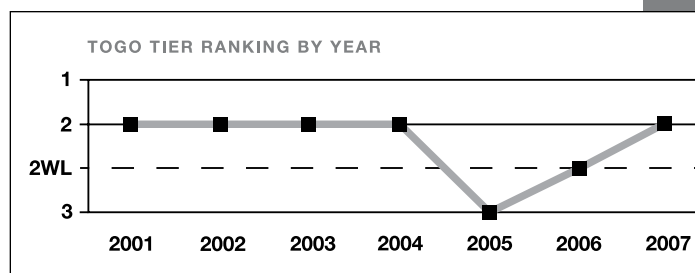
The Government of Togo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To improve its response to trafficking, Togo should increase efforts to enforce its 2005 law against child trafficking, develop an effective method for trafficking crime data collection, pass its Child Code with an improved definition of child trafficking, draft and pass a law against all forms of trafficking, strengthen efforts to provide social rehabilitation for victims, and raise public awareness about trafficking.

Prosecution

The Government of Togo took some increased steps to combat trafficking through law enforcement efforts during the last year. Togo does not prohibit all forms of trafficking, though its 2005 Law Related to Child Trafficking criminalizes the trafficking of children. This law, however, provides a weak definition of child trafficking and fails to specifically prohibit child sexual exploitation. Its maximum prescribed penalty of 10 years' imprisonment is sufficiently stringent and commensurate with prescribed penalties for statutory rape. A 2001 draft statute with an improved definition of trafficking remains stalled at the National Assembly. The government reported 23 trafficking arrests and prosecutions in 2006. In February 2007, a man was convicted in a Kara court for trafficking four children to Nigeria. The court, however, imposed only a two-year sentence. Government, NGO, and international organization officials reported that other traffickers had likely been arrested and prosecuted during the year, but these reports could not be confirmed due to the government's failure to systematically collect trafficking crime data. The government relies largely on donor-funded local vigilance committees to report trafficking cases.

Protection

The Togolese government demonstrated modest efforts to protect trafficking victims over the last year. The Ministry of Social Affairs and The National Committee for the Reception and Reinsertion of Trafficked Children assist victims by either referring them to two primary NGOs in Lome or by coordinating with law enforcement officials, NGOs, and international organizations to return them to their communities. The government referred 240 child victims to one NGO in Lome during the year. In 2006, the police helped coordinate the rescue of at least 637 victims who were subsequently returned to their families. The government lacks the resources, however, to provide victims with social rehabilitation or to monitor their progress after return. Neither the government nor NGOs provide any care for male victims between the ages of 15 and 18, or for adult victims. The government does not encourage victims to assist in trafficking investigations or prosecutions.



The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution, however, the majority of victims are Togolese nationals. Victims are not inappropriately incarcerated or fined for unlawful acts as a direct result of being trafficked.

Prevention

The Government of Togo made minimal efforts to raise awareness about trafficking during the reporting period. Local government officials played an active role as members of ILO-funded local anti-trafficking committees to raise awareness of trafficking by organizing skits and radio announcements in local languages. Although the 2005 anti-trafficking law called for a National Committee to Combat Trafficking, this coordinating body has not yet been established. Togo has not ratified the 2000 UN TIP Protocol.

TURKEY (Tier 2)

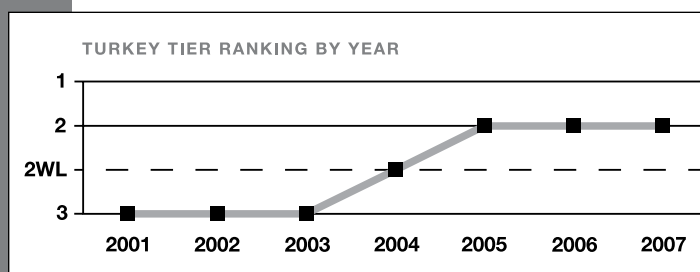
Turkey is a major destination and transit country for women and children trafficked primarily for the purpose of commercial sexual exploitation. A small number of men from Turkey were trafficked to the Netherlands for the purpose of forced labor in 2006. Women and girls are trafficked from Moldova, Russia, Ukraine, and other countries in Eastern Europe and the former Soviet Union. This year victims were also trafficked from Kenya, Nigeria, and the Philippines. Some of these victims are trafficked through Turkey to the area administered by Turkish Cypriots for the purpose of sexual exploitation.

The Government of Turkey does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, the government amended its law to increase penalties for trafficking offenses and to increase victims' rights and access to assistance. Turkey also increased its total number of trafficking investigations, prosecutions, and convictions over the last year. The Government of Turkey should continue to improve victim identification procedures, and collect and consolidate trafficking data. It should also vigorously investigate, prosecute, convict, and sentence government officials

complicit in trafficking. Finally, the Government of Turkey should ensure judicial officials receive victim identification and sensitivity training.

Prosecution

The Government of Turkey significantly advanced its law enforcement efforts over this reporting period. Article 80 of the penal code prohibits trafficking for both sexual exploitation and forced labor. The penalties prescribed for trafficking have been increased to 8 to 12 years' imprisonment, which are sufficiently stringent and commensurate with prescribed penalties for other grave crimes, such as sexual assault. Turkish authorities conducted 422 investigations, a significant increase from 241 investigations in 2005. The government prosecuted 192 suspects in 2006, up from 144 prosecuted in 2005. Convictions were obtained against 36 traffickers in 2006, up from 29 convictions in 2005. Twenty-nine traffickers received prison sentences ranging from one month to six years; six traffickers only received fines. One trafficker's sentence was unconfirmed. During the reporting period, the police continued an internal anti-trafficking training program, reaching 1,150 additional police officers. While the government arrested some low-level officials for trafficking, no officials were prosecuted or convicted over the reporting period.



Protection

Turkey continued to improve its victim assistance efforts over the reporting period. Turkish authorities successfully implemented procedures to identify trafficking victims among women in prostitution, although there were reports that the government continued to process some trafficking cases as voluntary prostitution and illegal migration. Although the government does not provide a government-run shelter, it provided rent, utilities, and administrative costs for two NGO-run trafficking shelters. Police work closely with IOM to identify and refer victims to trafficking shelters, ensuring that victims have access to protection services. Foreign victims identified by Turkish authorities may apply for humanitarian visas and remain in Turkey for up to seven months, although no visas were granted during the reporting period. The government encourages victims to participate in trafficking investigations and prosecutions; however, this does not seem to be systematically implemented. In July 2006, a judge ordered a police-identified victim to be

deported because she had overstayed her visa. Turkey promoted and advertised a government-run trafficking hotline during the reporting period; 109 victims were assisted due to calls to the hotline during the reporting period, up from 52 victims in 2005.

Prevention

The government demonstrated strong prevention efforts. In 2006, the government contributed \$100,000 to an international public awareness campaign focused on the Black Sea region. Authorities continued to distribute small passport inserts to travelers entering the country at designated ports-of-entry, although there was concern about whether this method of informing potential victims was the most effective. Turkish embassies also continued to hand out trafficking awareness inserts to visa applicants in source countries.

UGANDA (Tier 2)

Uganda is a source, transit, and destination country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Until August 2006, the terrorist rebel organization, Lord's Resistance Army (LRA), abducted children and adults in northern Uganda to serve as soldiers, sex slaves, and porters. Ugandan children are trafficked internally, as well as to the United Arab Emirates and Saudi Arabia, for commercial sexual exploitation. Karamojong women and children are sold in cattle markets or by intermediaries and forced into situations of domestic servitude, sexual exploitation, herding, and begging. Importers traffic Pakistani, Indian, and Chinese workers to Uganda and trafficking networks bring in Indian women for sexual exploitation.

The Government of Uganda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To improve its anti-trafficking efforts, the government should make a greater effort to convict and punish charged traffickers; pass and enact its comprehensive trafficking bill; and develop a mechanism for providing protective services to all types of trafficking victims.

Prosecution

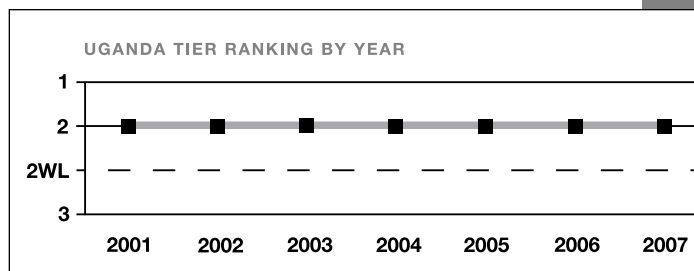
The government's anti-trafficking law enforcement efforts increased over the reporting period, particularly by apprehending suspected traffickers and investigating cases. Ugandan law does not prohibit trafficking; however, the government's anti-trafficking working group, with input from stakeholders, completed drafting a comprehensive law in 2006. Existing laws against slavery, forced and bonded labor, and procurement for prostitution could be used to prosecute trafficking offenses. In June, police arrested three Asians and two Ugandans at the Uganda-Rwanda border for

forcing Indian girls into prostitution in Uganda; the Indian suspects were deported, while the Ugandans were charged with document fraud. In December, a Kampala court charged three Pakistanis and two Ugandans with unlawful confinement for harboring five Pakistani men promised jobs in Uganda. The Pakistanis were deported. Police also discovered Indian, Chinese, and Sri Lankan workers trafficked to the country for forced labor; the perpetrators were charged with kidnapping and deported. Immigration officials monitoring flights to Dubai uncovered the trafficking of children to the U.A.E. and Saudi Arabia for sexual exploitation. At the airport, they also intercepted two Asians trafficking children; the children were rescued and the traffickers charged with document fraud. Beginning in July, police at checkpoints on roads leading out of Karamoja stopped vehicles transporting women and children for questioning; four girls were rescued from traffickers in July and police in Katakwi arrested three suspected traffickers in August. The Child and Family Protection Unit of the National Police, together with ILO-IPEC, trained 150 police, security, and local officials on labor exploitation of children, child labor laws, and related definitions; these police officers trained more than 60 additional police officers.

The government, through its Amnesty Commission, offered blanket amnesty to ex-combatants to induce defection or surrender of rebels and to recognize abductees as victims forced to commit atrocities. In 2006, 2,490 LRA combatants, many of whom were abducted as children, applied for and received amnesty. Because of this process, the government has not arrested, prosecuted, or convicted LRA rebels for trafficking offenses. In August, the Ugandan military killed Rasaka Lukwiya, one of five LRA leaders indicted by the International Criminal Court for crimes against humanity and sexual slavery.

Protection

While the government offered initial protection to children separated from the LRA, it did far less to care for other types of trafficking victims. In early 2006, the Ugandan military conducted operations against the LRA in northern Uganda and southern Sudan, from which its Child Protection Unit received and debriefed 546 surrendered or captured child soldiers; children were processed at four transit shelters before being transported to NGO-run rehabilitation centers for longer-term care. The Amnesty Commission provided each child with a mattress, blanket, oil, and approximately \$75. The government provided no protective services to children in prostitution; those rounded up with adults during police sweeps were generally released without charge. From August 2006 to February 2007, a joint effort by city authorities, NGOs, and the Ministry of Labor removed 813 internally displaced Karamojong, some of whom were trafficking victims, from Kampala's streets and transferred them to transit shelters.



Prevention

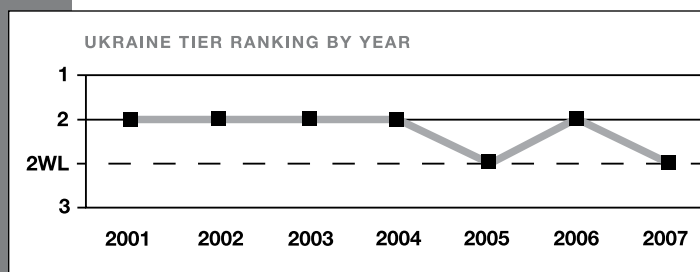
The government continued its efforts to increase public awareness of human trafficking. Radio networks, the primary source of information for Ugandans, carried several talk show programs about the scope and magnitude of child trafficking in the country. In northern Uganda, the government used a weekly local-language radio program to persuade abducted children and their captors to return from the bush. A government-run television station aired a widely watched special on child prostitution and the New Vision newspaper ran a victim's story with advice for children experiencing sexual exploitation. Local police child protection officers conducted sensitization workshops in communities to encourage citizens to report trafficking crimes. The police's Child and Family Protection Unit also used community meetings, school visits, and radio programs to raise awareness of trafficking. Uganda has not ratified the 2000 UN TIP Protocol.

UKRAINE (Tier 2 Watch List)

Ukraine is a source, transit, and destination country for men, women and children trafficked internationally for the purposes of commercial sexual exploitation and forced labor. Ukrainian women are trafficked to Russia, Poland, Turkey, the United Arab Emirates, Lebanon, the Czech Republic, Italy, Portugal, Germany, Austria, Cyprus, Greece, Serbia, Montenegro, Spain, Hungary, and Israel for commercial sexual exploitation. Women from Central Asian countries such as Uzbekistan and Kyrgyzstan are trafficked through Ukraine to Europe for commercial sexual exploitation. Although reliable data is not available, Ukraine may also be a destination for people from former Soviet republics for forced labor and prostitution. In addition, internal trafficking occurs in Ukraine; men and women are trafficked within the country for the purposes of labor exploitation in the agriculture, service, and forced begging sectors, as well as for commercial sexual exploitation. Ukrainian children are trafficked both internally and transnationally for commercial sexual exploitation, forced begging, and involuntary servitude in the agriculture industry.

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

trafficking; however, it is making significant efforts to do so. Ukraine is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year, particularly in the area of punishing convicted traffickers. As with last year, many of the traffickers convicted in Ukrainian courts received probation. The government should take significant steps, to ensure that convicted traffickers are prosecuted and serve jail sentences.



The Ukrainian government should also improve its anti-trafficking efforts in other areas. Corruption is widespread in Ukraine, and there remain concerns about possible complicity in trafficking by government officials. The government should take steps to proactively investigate the nature and extent of complicity by government officials, and prosecute officials suspected of facilitating trafficking offenses. The March 2007 adoption of the National Anti-Trafficking in Persons program, which includes for the first time dedicated anti-trafficking funding, is a positive step, although higher levels of funding are necessary if the plan is to be effective. In particular, the government should improve its efforts to protect victims of trafficking by increasing funding to NGOs providing victims with comprehensive protection and rehabilitation services. Furthermore, the government should encourage victims' assistance in investigations by providing them with protection, ensuring their rights are protected in court, and providing guidance to courts on procedures for handling trafficking cases.

Prosecution

The Ukrainian government made insufficient progress in prosecuting and punishing trafficking offenses in 2006. The government prohibits all forms of trafficking through its Criminal Code's Article 149, which prescribes penalties that are sufficiently stringent and commensurate with those prescribed for other grave crimes. This year, the law enforcement community completed 101 criminal investigations and arrested 66 people on trafficking charges. In 2006, the government obtained verdicts against 111 traffickers, 86 of whom did not appeal their conviction. Nonetheless, of these 86 cases, 47 traffickers received probation rather than jail sentences. Most of the others received sentences of two to eight years' imprisonment, and the assets of 18 were confiscated. Ukraine's President and Prime

Minister have both publicly acknowledged that corruption is a major problem for Ukraine. Possible instances of complicity in trafficking by government officials, such as border guards and officials responsible for licensing employment agencies, may not have been punished. Ukraine should demonstrate efforts to proactively investigate and punish government officials suspected of trafficking complicity.

As part of efforts to implement recent changes to Ukraine's anti-trafficking law, the Supreme Court conducted a series of seminars for judges to educate them about the reformed code, and police and prosecutors also underwent training. In September 2006, the Ministry of Interior established a special unit within its Anti-Trafficking in Persons Department to combat trafficking for labor exploitation and to monitor businesses involved in the employment of Ukrainians abroad; 68 officers stationed throughout the country staff this new unit. The government, however, initiated only four investigations of labor trafficking between September 2006 and January 2007, and few employment agencies believed to be involved in trafficking had their licenses revoked.

Protection

Ukraine did not demonstrate increased efforts to protect victims of trafficking over the reporting period, but continues to cooperate with internationally funded NGOs to provide protection services. The government does not directly finance shelters, medical or psychological care, or repatriations for victims, but provided a few shelters with subsidized facilities and in-kind logistical support. The government did not demonstrate implementation of systematic procedures for the identification of victims and their referral to victim service providers. Ukrainian embassies actively assisted in the return of 272 of their nationals this year and referred them to reintegration centers run by NGOs. Ukraine does not penalize victims for unlawful acts committed as a direct result of being trafficked. Victims' rights, however, are often not respected, as some judges and prosecutors have demonstrated unsympathetic, negative, and sarcastic attitudes toward victims. Ukrainian law does not provide foreign victims with legal alternatives to their removal to countries where they may face hardship or retribution.

Prevention

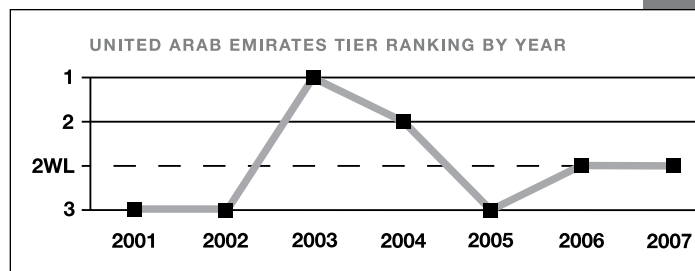
The government made some progress in preventing trafficking in persons during the reporting period. In 2006, the Border Guards closed nine channels of trafficking, prevented 43 women from being trafficked, and detained 29 traffickers. Border guards are tasked with screening for potential trafficking victims among people who cross the border. However, such screening provided few benefits since border guards had limited time to interview and little training to identify possible victims. Bribery and corruption continued to facilitate illegal migration. High-rank-

ing government officials, including the Ministers of Interior and Family, Youth, and Sports, took part in events to raise awareness of trafficking. The government provided expertise and free advertising on radio and TV stations, and experts from the State Employment Service provided callers to the national anti-trafficking toll-free telephone hotline with information on legal employment overseas.

UNITED ARAB EMIRATES (Tier 2 Watch List)

The United Arab Emirates (U.A.E.) remains a destination country for men and women trafficked for the purpose of involuntary servitude and commercial sexual exploitation. Women from India, Sri Lanka, Bangladesh, Indonesia, Ethiopia, and the Philippines migrate willingly to the U.A.E. to work as domestic servants, but many face conditions of involuntary servitude such as excessive work hours without pay; verbal, mental, physical, and sexual abuse; and restrictions on movement. Similarly, men from India, Sri Lanka, Bangladesh, and Pakistan come to the U.A.E. to work in the construction industry, but are often subjected to involuntary servitude and debt bondage as they work to pay off recruitment costs sometimes exceeding two years' wages. Women from Uzbekistan, Kyrgyzstan, Ukraine, Russia, Kazakhstan, Armenia, Azerbaijan, Ethiopia, Somalia, Uganda, India, Pakistan, the People's Republic of China, the Philippines, Iraq, Iran, and Morocco are reportedly trafficked to the U.A.E. for commercial sexual exploitation. Some foreign women were reportedly recruited to work as secretaries, but were trafficked into forced prostitution or domestic servitude. The U.A.E. may also serve as a transit country for women trafficked into forced labor in Oman and Sudan, and men deceived into working involuntarily in Iraq. Although children were previously trafficked from South Asia, Sudan, and Mauritania as child camel jockeys, all identified victims were repatriated at the U.A.E.'s expense.

The Government of the U.A.E. does not fully comply with the minimum standards for the elimination of trafficking, but is making significant efforts to do so. U.A.E. is placed on Tier 2 Watch list for a second consecutive year for failing to take meaningful steps to address the problem of foreign women trafficked for commercial sexual exploitation and of foreign male and female workers subjected to conditions of involuntary servitude. The government did not demonstrate vigorous law enforcement or victim protection efforts. The U.A.E. should dedicate resources for the prosecution of trafficking crimes, while encouraging victims to testify against their traffickers, and giving them alternatives to detention and deportation.



Prosecution

Although in December 2006 the U.A.E. government passed a comprehensive anti-trafficking law prohibiting all forms of trafficking, with prescribed penalties ranging from one year to life imprisonment, no other progress was reported in prosecuting and punishing trafficking crimes. The government did not prosecute any cases under this law or any other available law, including statutes against withholding passports, false imprisonment, and kidnapping. Although the Ministry of Labor imposed fines on labor recruiters for fraudulent practices, the government did not pursue criminal prosecutions of those facilitating trafficking. The government also did not provide evidence that it prosecuted employers for intimidating employees to force them to work. Government officials, however, actively monitored camel races to ensure that children were not used as camel jockeys in violation of the country's 2005 ban. The Dubai police also organized a workshop on investigating trafficking. The U.A.E. should significantly increase criminal investigations of trafficking offenses, including involuntary servitude of foreign workers, and should stringently punish sex traffickers and abusive employers and labor recruiters who engage in labor trafficking through the use of force or fraud.

Protection

The U.A.E. government made limited progress in protecting trafficking victims this year. The government continues to detain and deport victims for unlawful acts committed as a result of being trafficked. Although some women are trafficked to the U.A.E. for commercial sexual exploitation, some are forced into prostitution after their arrival, and others enter prostitution willingly but encounter coercion or force afterwards. Victims who voluntarily enter the U.A.E. with the intent of entering the sex trade are treated as criminals regardless of any victimization that occurs after their arrival. Similarly, the U.A.E. does not consider laborers forced into involuntary servitude as trafficking victims if they are over the age of 18 and entered the country voluntarily. Many cases of forced labor are therefore not investigated. There are no formal mechanisms to identify women who are trafficked into domestic servitude or prostitution, or men who are trafficked into bonded laborers. Women who formally identify themselves as trafficking victims may access government provided

temporary housing in hotels, counseling, medical care, and repatriation aid in Dubai. The Dubai government also refers self-identified victims to an NGO-sponsored shelter. However, the U.A.E. does not offer victims asylum, residence, or other legal alternatives to removal to source countries where they may face retribution. Thus, many victims are reluctant to report being trafficked. Victim Assistance Coordinators in police stations reportedly encourage victims to assist in trafficking investigations, but many victims still conceal the fact that they were trafficked for fear of arrest and deportation. In December 2006, the U.A.E. committed to funding a \$9 million expansion of a U.A.E.-UNICEF project to provide assistance to children who had been forced to work as camel jockeys in the U.A.E. and were repatriated two years ago.

Prevention

The U.A.E. made some progress in preventing trafficking this year. The Dubai police operated a Web site and 24-hour hotline for trafficking victims to lodge complaints. The U.A.E. also continued an awareness campaign including public advertisements and pamphlets distributed in airports, worksites, and embassies warning potential victims of their rights and resources. The U.A.E., however, still has not ratified the 2000 UN TIP Protocol.

UNITED KINGDOM (Tier 1)

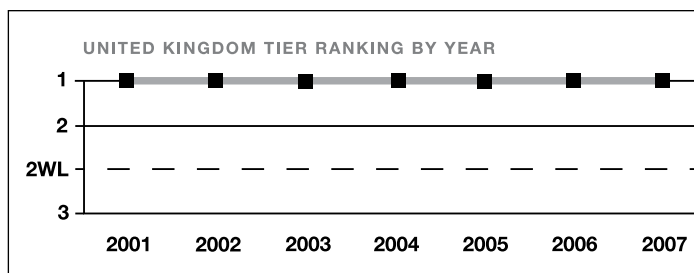
The United Kingdom (U.K.) is primarily a destination country for women, children and men trafficked for the purposes of commercial sexual exploitation and forced labor. Some victims, however, are also trafficked within the country. The majority of victims are women trafficked internationally to the U.K. for sexual exploitation, though children are also trafficked to the U.K. for the same purpose. Migrant workers are trafficked to the U.K. for forced labor in agriculture, construction, food processing, domestic servitude, restaurants and possibly for illicit activities such as street theft. Children, particularly from West Africa, are also trafficked to the U.K. for forced labor in cannabis factories and Afghan minors may be trafficked for forced manual labor. Main sources of foreign trafficking victims found in the U.K. are Lithuania, Russia, Albania, Ukraine, Malaysia, Thailand, the People's Republic of China, East and Central Africa, Nigeria, and Ghana.

The Government of the United Kingdom fully complies with the minimum standards for the elimination of trafficking. Over the last year, U.K. authorities launched aggressive anti-trafficking law enforcement efforts and sustained significant measures to identify and provide specialized care to adult female sex trafficking victims. To strengthen its

response to trafficking, the U.K. should rely more on its specific anti-trafficking laws and less on related laws to prosecute traffickers, and provide systematic and specialized care for child trafficking victims.

Prosecution

The U.K. government demonstrated strong efforts to combat trafficking through law enforcement in the last year. The U.K. prohibits all forms of trafficking through its 2004 Sexual Offenses Act and its 2004 Asylum and Immigration Act. Under these laws, any form of trafficking carries a sufficiently stringent maximum penalty of 14 years, although the punishment for sex trafficking is less severe than that prescribed for rape. In 2006, U.K. authorities prosecuted 109 individuals for trafficking offenses, 28 of whom were convicted and nine of whom were acquitted. The remaining 75 prosecutions are ongoing. Of the 28, 23 received prison sentences of four years or greater, while two traffickers received less severe sentences of 27 and 30 months, two received a caution, and one received an undisclosed sentence for managing a brothel. Although the government is developing best practices for enforcing its specific anti-trafficking laws, many trafficking cases are prosecuted using non-trafficking statutes, making accurate law enforcement data difficult to obtain. From March to May 2006, the government carried out Operation Pentameter, deploying 55 police units to conduct 515 raids of off-street prostitution sites in the UK. Police arrested 232 individuals, of whom 134 have been charged with sex trafficking or related crimes. In April 2006, the government established the Serious and Organized Crime Agency (SOCA) dedicated to dismantling organized crime, including trafficking. In October 2006, the government launched the U.K. Human Trafficking Center (UKHTC), an entity under the Association of Chief Police Officers that will share trafficking intelligence with SOCA and develop training modules to help attorneys to more effectively prosecute traffickers.



Protection

The government demonstrated solid efforts to provide care for adult women trafficked for sexual exploitation. It continued to encourage these victims to assist in trafficking investigations and prosecutions by funding two NGOs to provide rehabilitation services to victims who choose to assist law enforce-

ment officials. During the year, the government provided care to 169 adult sex trafficking victims trafficked into the U.K. Through Operation Pentameter, police rescued 84 women and children trafficked for sexual exploitation. The government created a position within the UKHTC for a victim care coordinator who will develop best practices for first responders dealing with trafficking victims. NGOs published reports critical of the government's lack of systematic and specialized assistance for child trafficking victims. The government places child victims in the care of general social services, such as foster care. The U.K. government did not provide systematic and specialized victim care for adult victims of labor trafficking. The U.K. provides foreign victims with some legal alternatives to their removal to countries where they face hardship or retribution. By filing asylum, humanitarian protection or extraordinary relief claims on a case-by-case basis, such victims may obtain residency. Victims are not inappropriately incarcerated, fined, or penalized for unlawful acts as a direct result of being trafficked.

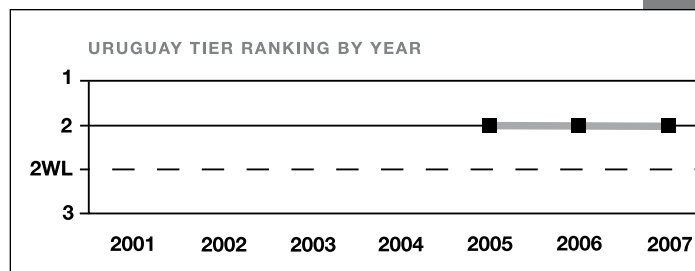
Prevention

The Government of the United Kingdom continued strong efforts to educate the public about trafficking during the reporting period. As 2007 marks the 200th anniversary of the abolition of the slave trade in the former British Empire, the government has used this anniversary to raise awareness of modern forms of slavery as well. For example, a U.K. official gave a speech in Romania — a source country for victims trafficked to the U.K. — drawing a parallel between slavery and trafficking. He also made similar remarks in a speech to Parliament in April 2006. The government has put up anti-trafficking posters targeting brothel patrons, such as one captioned “male friend or trafficker?” The government is in the process of finalizing its draft national action plan to combat trafficking and has made an electronic version available for public viewing.

URUGUAY (Tier 2)

Uruguay is principally a source country for women and children trafficked within the country, particularly to border and tourist areas, for the purpose of commercial sexual exploitation. Reports also indicated that some poor parents turned their children over for forced domestic or agricultural labor in rural areas.

The Government of Uruguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While official reports of trafficking are few, the government has strengthened programs to educate and warn potential victims. The government should consider updating national laws to criminalize all forms of trafficking, increase efforts to train govern-



ment personnel throughout the country to identify and investigate potential trafficking situations, and provide greater assistance to victims.

Prosecution

The Government of Uruguay showed limited progress in its anti-trafficking law enforcement efforts over the last year. Uruguay prohibits some forms of trafficking pursuant to a 2004 anti-trafficking law and a series of older statutes, which provide a range of penalties from 1 to 12 years in prison. However, Uruguay's anti-trafficking laws do not address trafficking of adults; most trafficking-related crimes fall under commercial sexual exploitation of children, fraud, or slavery laws. The government made limited progress in investigating and prosecuting trafficking cases during the reporting period. Police arrested two individuals in separate cases of exploiting children for pornography, and investigated three other cases of trafficking for commercial sexual exploitation. The government cooperates with neighboring and European authorities on international trafficking cases. There is no evidence of official facilitation of human trafficking.

Protection

The Government of Uruguay continued to lack the capacity to assist all possible trafficking victims during the reporting year. The government provided some assistance to NGOs working in the area of trafficking, but the availability of services remained uneven across the country. The government encourages but does not force victims to assist in the investigation and prosecution of their traffickers. Victims' rights are generally respected, and there were no reports of victims being jailed, deported, or otherwise penalized. Uruguayan law provides legal alternatives to the removal of foreign victims to countries where they face hardship or retribution.

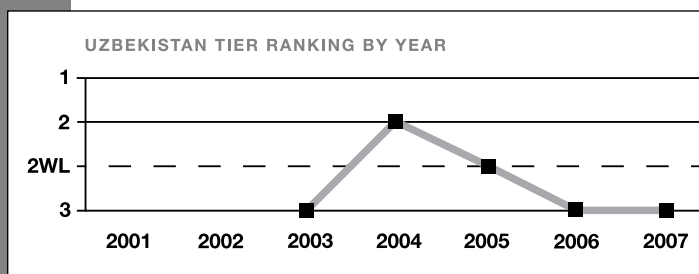
Prevention

Government efforts to raise public awareness, particularly among groups most vulnerable to trafficking, remained steady during the reporting period. The Ministry of Education continued to air hard-hitting anti-trafficking commercials on national television, and maintained its program of including anti-trafficking segments in its sex education curriculum. The government relies on NGOs and other funding sources for additional anti-trafficking prevention efforts.

UZBEKISTAN (Tier 3)

Uzbekistan is a source country for women and girls trafficked to the U.A.E., Israel, India, Malaysia, South Korea, Russia, Kyrgyzstan, Japan, Thailand, and Turkey for the purpose of commercial sexual exploitation. Some women from other Central Asian countries and the People's Republic of China are trafficked through Uzbekistan. Men are trafficked to Kyrgyzstan, Kazakhstan, and Russia for purposes of forced labor in the construction, cotton, and tobacco industries. Men and women are also trafficked internally for the purposes of domestic servitude and forced labor in the agricultural and construction industries. In 2005, IOM estimated that more than 500,000 Uzbeks are trafficked annually.

The Government of Uzbekistan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Uzbekistan is placed on Tier 3 for a second consecutive year. Although the government demonstrated minimal prevention efforts and held inter-agency meetings in March 2007 to discuss trafficking, it again made no significant efforts to improve law enforcement and victim protection and failed to address key legal and infrastructure concerns cited in the previous Report. Uzbekistan made no progress in the adoption of comprehensive anti-trafficking legislation which has been pending since 2003; failed to amend its criminal code to increase trafficking penalties; and did not provide any tangible support — financial or in-kind — to the country's two anti-trafficking shelters. Uzbekistan also failed to approve its National Action Plan on trafficking. The government must address these deficiencies in order to improve overall anti-trafficking efforts in Uzbekistan.



Prosecution

Uzbekistan did not demonstrate a pattern of vigorous law enforcement efforts to combat trafficking in persons during the reporting period. Uzbekistan's current laws do not criminalize all forms of trafficking in persons. Some articles of the government's criminal code are used to prosecute sex trafficking cases and some labor trafficking cases, though current laws do not adequately criminalize all forms of forced labor. Penalties prescribed

under the trafficking-related statutes of the criminal code range from five to eight years; however, all convicted persons who are given sentences of less than 10 years are granted amnesty and thus serve no time in prison. Trafficking offenders are therefore not adequately punished. The penalties under the trafficking-related statutes are commensurate with punishments prescribed for other grave crimes, such as rape. Reports continued of government officials involved in trafficking-related bribery and fraud. In February 2007, a Ministry of Internal Affairs Lieutenant Colonel was sentenced to 10 years in prison for attempting to bribe and threaten a victim of trafficking.

Protection

The government failed to provide direct support to the majority of victims and demonstrated few substantive efforts to improve victim assistance and protection during the reporting period; one victim was provided with housing and assistance by government officials in October 2006, which is a notable and encouraging sign of increased awareness of victim assistance needs in Uzbekistan. Airport police continued to refer some identified female victims to the NGO-run trafficking shelters, although NGOs and international organizations provided the bulk of victim assistance. In 2006, NGOs reported assisting 681 victims. The government, however, provided no victim or witness protection. While the government encouraged victims to assist in investigations, many victims were afraid to provide testimony or information for fear of retribution by their traffickers. Because traffickers continued to serve no time in prison, some victims may be discouraged from participating in legal proceedings; however, the government acknowledges that voluntary cooperation of victims is critical to effective law enforcement efforts.

Prevention

Uzbekistan demonstrated modest prevention efforts during the reporting period. State-controlled television and radio stations aired programs and NGO produced public service announcements that discussed human trafficking. State media also continued to advertise 10 regional hotlines run by NGOs. Although the government directed Border Guards at airports to give more scrutiny to unaccompanied young women traveling to recognized destination countries, Border Guards and Customs officials need more training in trafficking detection and prevention. Uzbekistan has not ratified the 2000 UN TIP Protocol.

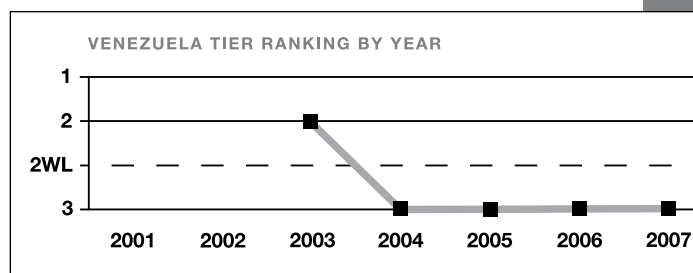
VENEZUELA (Tier 3)

Venezuela is a source, transit, and destination country for women and children trafficked for the purposes of commercial sexual exploitation and forced labor. Women and children from Brazil, Colombia, Peru, Ecuador, the Dominican Republic, and People's Republic of China are trafficked to and through Venezuela and subjected to commercial sexual exploitation or forced labor. Venezuelans are trafficked internally and to Western Europe, particularly Spain and the Netherlands, and to countries in the region such as Mexico, Aruba, and the Dominican Republic, for commercial sexual exploitation. Venezuela is a transit country for undocumented migrants from other countries in the region, particularly Peru and Colombia, and for Asian nationals; some may be trafficking victims.

The Government of Venezuela does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Nonetheless, the government made efforts to train public officials and undertake initiatives to raise public awareness during the reporting period. The government should amend its laws to prohibit all forms of trafficking in persons, consistent with international standards, and show a credible effort to investigate and prosecute trafficking offenses and to convict and sentence trafficking offenders.

Prosecution

The Government of Venezuela made no discernable anti-trafficking law enforcement efforts over the last year. Venezuela does not prohibit all forms of trafficking in persons, though various provisions of its legal code criminalize some forms of sex and labor trafficking. Article 16 of the Organic Law Against Organized Crime, passed in 2005, prohibits human trafficking across international borders and prescribes penalties ranging from 10 to 18 years' imprisonment. Provisions of Venezuela's 2004 Naturalization and Immigration Law criminalize transnational trafficking for labor exploitation, for which prescribed punishment is 4 to 10 years' imprisonment. However, these laws do not address trafficking of adults within the country. The Child Protection Act and various articles of the penal code can be used to prosecute internal trafficking of minors, but many of these statutes carry low penalties. Despite existing prosecutorial tools for punishing many forms of trafficking, the Venezuelan government has not reported any trafficking prosecutions or convictions during the reporting period. The government operates a national hotline through which it receives trafficking complaints, though it is not known how many were received during the last year. The government also provided anti-trafficking training to public officials. There



were no confirmed reports of government complicity with human trafficking in 2006.

Protection

The Venezuelan government's efforts to assist trafficking victims remained inadequate during the reporting period. The government does not operate shelters dedicated specifically for trafficking victims, and there are no witness protection or restitution programs. Moreover, the government showed no evidence of implementing procedures for identifying trafficking victims among vulnerable populations, such as persons detained for prostitution or immigration violations. The lack of witness protection provisions in Venezuelan law discourages victims from filing charges or assisting in the investigation of their traffickers. The government provides some legal protection from foreign victims' removal to countries where they may face hardship or retribution. In cases where safe repatriation is not possible, the government refers victims to the UNHCR or the Red Cross for third country placement.

Prevention

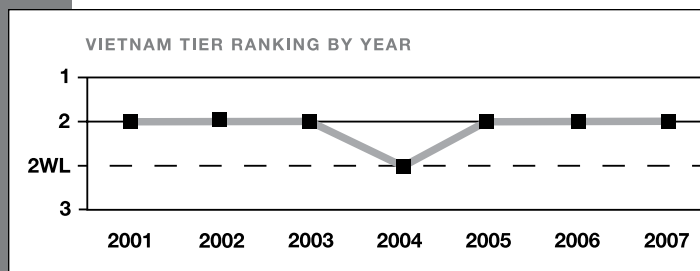
The government sustained efforts to raise public awareness about the dangers of human trafficking. In August 2006, the government launched a community-awareness campaign to encourage trafficking victims to press charges against traffickers, and to utilize victim services provided by the government. The government also provided modest support to anti-trafficking activities by NGOs and created an ad-hoc working group to draft a national plan of action to combat trafficking in persons.

VIETNAM (Tier 2)

Vietnam is a source and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Vietnamese women and girls are trafficked to Cambodia, the People's Republic of China (P.R.C.), Thailand, Hong Kong, Macau, Malaysia, Taiwan, the United Kingdom, and the Czech Republic for commercial sexual exploitation. Traffickers sometimes disguise victims as tourists or workers under a labor export program and traffic them to Hong Kong, Taiwan, or Malaysia, or recruit girls through

job service centers and then sell them to gangs based in the P.R.C. and Malaysia or use Internet chat rooms to lure prospective victims.

There continued to be credible reports that some Vietnamese women married through international brokers have been trafficked or abused. The number of fraudulent marriages to Taiwan nationals has decreased, due to more stringent immigration regulations by the Taiwanese authorities, while the number of South Korea-destined brides has more than doubled in the last five years. Vietnamese women and girls are lured with promises of employment and trafficked into sexual exploitation, forced labor, and forced marriage in the P.R.C. There were some reported cases of Vietnamese children trafficked to the United Kingdom to work in the drug trade. There are reports of Vietnamese women and men trafficked to Malaysia, Taiwan, Thailand, Saudi Arabia, and the Middle East for forced and bonded labor as domestics, factory workers, or in the construction industry. Some of Vietnam's licensed and unlicensed export migrant labor recruiting agencies have contributed to trafficking, in some cases charging clients upward of \$7,000 for the opportunity to work abroad, and leading some men and women into debt bondage and abusive labor situations abroad. In 2006, the Government of Vietnam passed a new Export Labor Law to better regulate such export labor enterprises and make overseas work contracts and fees more transparent. The new law will take effect in late 2007. Vietnam is a destination country for trafficked Cambodian children who are taken to urban centers for forced labor or sexual exploitation. There is also significant internal trafficking of women and children from rural areas to urban centers and of street children for forced labor and sexual exploitation.



The Government of Vietnam does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Vietnam made progress in combating sex trafficking over the past year by improving funding and implementation of its 2004-2010 National Program of Action and by overall increasing its investigations, arrests, prosecutions, and convictions of traffickers. In addition, Vietnam has built key anti-trafficking partnerships with Cambodia

and the P.R.C. Vietnam needs to take more steps to protect foreign workers from being trafficked and to protect those that are victims of involuntary servitude. Passage of the new Export Labor Law in late 2006 holds promise if adequately implemented and enforced. Vietnam should also make efforts to prosecute and convict any public officials who profit from or are involved in trafficking. The Vietnamese government should continue to step up efforts to vigorously prosecute and sentence foreign sex tourists.

Prosecution

The Vietnamese government demonstrated increased law enforcement efforts to combat trafficking in persons. Vietnam criminally prohibits all forms of sex trafficking through the 2003 Ordinance on Prevention of Prostitution. Articles 119, 120, and 275 of its 1999 penal code cover trafficking in women, children, and all persons for labor exploitation, respectively. Penalties prescribed for trafficking for sexual and labor exploitation are sufficiently stringent and those for sexual exploitation are commensurate with those for other grave crimes. Lack of standardized and comprehensive legislation impedes more effective punishment of trafficking offenders. The Supreme People's Court reported that in 2006, Vietnamese courts tried more than 700 trafficking cases nationwide, with a total of 1,700 victims of which more than 200 involved children. Vietnamese courts convicted more than 500 individuals on trafficking charges last year with several receiving the 20-year maximum sentence. The Supreme People's Court cited these statistics as a 60 percent increase in trafficking cases over the last five years. The Ministry of Public Security police broke up a trafficking ring, led by a Taiwanese couple, involved in taking Vietnamese women to Taiwan, Malaysia, and Singapore for forced labor or brokered marriages and arrested 73 individuals and assisted 266 victims.

In May 2006, the government signed an anti-trafficking law enforcement memorandum of understanding with the P.R.C. and began joint cross-border law enforcement training and public awareness campaigns. Vietnamese officials arrested former British pop star "Gary Glitter" (a.k.a. Paul Francis Gadd) in 2005 and convicted him in 2006 for committing sexual acts with two underage girls in southern Vietnam. He was sentenced to three years in prison, which was reduced by three months in early 2007. Glitter initially faced more serious charges, but the government pursued lesser charges after victims recanted their stories. The government assisted in the USC's prosecution and conviction of a U.S. child sex tourist. There are no indications that high-level government officials are involved in trafficking, but instances occur in which local officials at border crossings and checkpoints receive

bribes to look the other way. In Hue, government security officials broke up a criminal ring involving a local government official trafficking children to Ho Chi Minh City to sell flowers. In January 2007, Ho Chi Minh City police broke up two criminal rings trafficking Vietnamese women to Malaysia for forced prostitution.

Protection

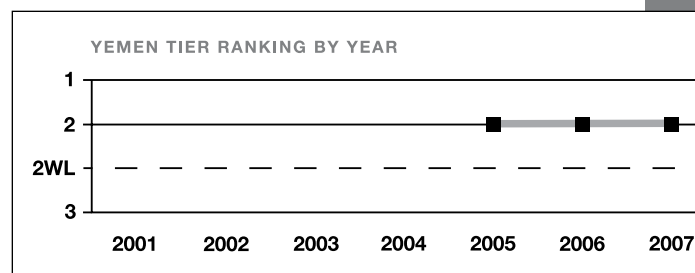
The Vietnamese government demonstrated progress in improving victim protection and assistance in 2006. Trafficking victims in Vietnam are encouraged to assist in the investigation and prosecution process, as well as file suit against traffickers. The government has no formal system of identifying victims of trafficking, but the Vietnam Women's Union and international organizations provided training to the Border Guard Command and local authorities on how to identify, process, and treat victims. Trafficking survivors returning to Vietnam are not detained, arrested or placed in protective custody against their will. Non-resident women in prostitution are more likely to be incarcerated than locals and there has not been a concerted effort by government authorities to screen females arrested for prostitution to determine if they were trafficked. The government began spending \$4.86 million from the 2005-2010 State budgets to improve services and facilities for returned and at-risk women and children. During the reporting period, the government issued new regulations and specific government-wide protocols for the return and reintegration of trafficking victims. It also issued Decision No. 05/2007, which established maximum rates for labor export brokerage fees and stipulates that these fees be charged only once and are reflected in the workers contract, in an effort to protect workers from debt bondage. The government established a global fund that Vietnamese embassies and consulates can tap into to assist in the repatriation of trafficking victims.

Prevention

The Vietnamese government continued to demonstrate progress in 2006 in efforts to prevent trafficking through public awareness. Vietnamese Women and Youth Unions developed numerous anti-trafficking information products and advertising, radio campaigns, and interventions at schools in high-risk areas. The Ministry of Labor, Invalids and Social Affairs' (MOLISA) Department of Social Evils Prevention conducted public awareness campaigns targeting victims and high-risk groups. A legal handbook has been developed for judges and prosecutors. International organizations and NGOs continued collaborating with the government to provide training and technical assistance to various government and law enforcement entities as well as partnering in public awareness campaigns. Vietnam has not ratified the 2000 UN TIP Protocol.

YEMEN (Tier 2)

Yemen is a source country for women trafficked internally and possibly to Saudi Arabia for the purpose of commercial sexual exploitation, as well as a possible destination country for women from Ethiopia, Eritrea, and Somalia. Some Yemeni girls fleeing forced marriages or abusive families are trafficked within the country for commercial sexual exploitation. Yemen is also a country of origin for children, mostly boys, trafficked for forced begging, forced unskilled labor, or street vending. Yemeni children are trafficked over the northern border into Saudi Arabia or to the Yemeni cities of Aden and Sana'a to work primarily as beggars. Estimates reflect that the age of children trafficked for forced begging ranges from 7 to 16 years, with the majority being between 12 and 14 years of age.



The Government of Yemen does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In February, Yemen established a technical committee to combat child trafficking. The government also increased its public awareness campaigns to educate families, local councils, and teachers on the dangers of trafficking. Yemen should, however, significantly increase prosecutions of trafficking crimes, improve protection services available to victims of trafficking for commercial sexual exploitation, and should prevent the incarceration of trafficking victims. Yemen should also institute a formal victim identification mechanism to identify and refer victims to protection services.

Prosecution

The Government of Yemen did not improve its efforts to punish trafficking crimes over the past year. Yemeni law does not prohibit trafficking for the purposes of commercial sexual exploitation or involuntary servitude, but Article 248 of the penal code stipulates a 10-year prison sentence for anyone who "buys, sells, or gives as a present, or deals in human beings; and anyone who brings into the country or exports from it a human being with the intent of taking advantage of him." Article 161 of Yemen's Child Rights Law specifically protects children from prostitution. Yemen reported 12 convictions for trafficking of children for involuntary servitude abroad, with sentences ranging from six

months' to three years' imprisonment. The government prosecuted only one trafficker for commercial sexual exploitation, sentencing her to three months' imprisonment for trafficking at least two minor girls into the sex trade. Moreover, despite reports of corruption among government officers, Yemen did not prosecute any officials for involvement in trafficking.

Protection

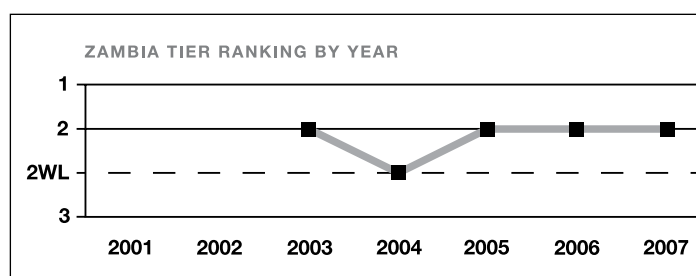
Yemen made limited progress in protecting victims of trafficking during the reporting period. The government continues to operate a reception center providing child victims repatriated from Saudi Arabia with social services, limited medical care, and family reunification services. In 2006, this center received 796 children, and reunited 758 of them with their parents. The government, however, did not provide any protection services to victims of trafficking for commercial sexual exploitation. There have been reports that some sex trafficking victims, including minors, may be arrested and jailed for prostitution; for example, in early 2007, two minor Yemeni sex trafficking victims were arrested and kept in a juvenile detention home for one to three months. The government does not encourage victims to assist in investigations against their traffickers, and does not offer legal alternatives to removal to countries in which they may face hardship or retribution. A hotline for trafficking victims to report abuse, established in 2005, is no longer operational. Yemen should do more to ensure that victims of sex trafficking are not punished, but are provided with protection services, including shelter, medical and psychological care, and repatriation assistance.

Prevention

Yemen made modest progress in preventing trafficking in persons over the past year. The government sponsors a limited anti-trafficking public awareness campaign in targeted northern areas to educate families and local leaders on the dangers of child trafficking; according to UNICEF, this program reached as many as 4,000 families, local councils, religious leaders, and teachers in 2006. The government also cooperated with Saudi Arabia to prevent and address the cross-border trafficking of children for involuntary servitude through a bilateral governmental committee. The two governments agreed to conduct a joint study in order to tackle child trafficking in a cooperative and systematic manner, and to establish a mechanism to coordinate the return of trafficked children in order to prevent them from being re-trafficked. Yemen has not ratified the 2000 UN TIP Protocol.

ZAMBIA (Tier 2)

Zambia is a source and transit country for women and children trafficked for the purposes of forced labor and sexual exploitation. Child prostitution exists in Zambia's urban centers, often encouraged or facilitated by relatives and acquaintances of the victim. It is likely that many Zambian child laborers, particularly those in agriculture and domestic service, are also trafficking victims. Zambian women, lured by false employment or marriage offers, are trafficked to South Africa via Zimbabwe for sexual exploitation. Zambia is a transit point for regional trafficking of women and children, particularly from the Democratic Republic of the Congo to South Africa.



The Government of Zambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its efforts to combat trafficking, the government should pass and enact comprehensive anti-trafficking legislation, formalize a victim interviewing and referral process, and increase public awareness, including among government officials, of human trafficking.

Prosecution

Zambia's government sustained a weak anti-trafficking law enforcement effort over the reporting period. Zambia prohibits all forms of trafficking through a 2005 amendment to its penal code, which prescribes penalties of 20 years to life in prison — penalties that are sufficiently stringent and commensurate with those for rape. The statute does not, however, define trafficking or set out the elements of the offense, thus limiting its utility. The government obtained its first conviction under this statute during the reporting period, but it took minimal additional law enforcement action against traffickers exploiting Zambian children. During the year, the government, with outside technical help, began drafting a comprehensive anti-trafficking law and policy. In March, police in Serenje arrested a man for attempting to sell his 10-year old son for the equivalent of \$215. In January 2007, the High Court found him guilty of trafficking under the 2005 penal code amendment, and sentenced him to 20 years in prison. In April 2006, immigration officials detained two Chinese women suspected to be traf-

ficking victims as they attempted to board a flight to London using forged travel documents; their handler escaped before he could be taken into custody.

Protection

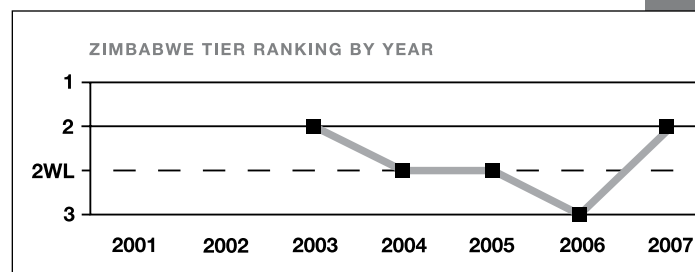
The government's efforts to protect victims of trafficking remained extremely limited. There are no formal victim identification or referral procedures in Zambia. In some cases, victims are placed in shelters operated by NGOs. During the year, Zambian authorities worked with IOM and an NGO to shelter and repatriate two trafficked Chinese women. The Ministries of Education and Labor worked with a local NGO to remove children from situations of forced labor, including girls in prostitution, and provide them with formal education and vocational training. In 2006, the government allocated \$142,500 to the Ministry of Labor's Child Labor Unit, almost twice the amount given the previous year. This unit's 50 child labor inspectors, due to lack of transportation and other resources, conducted fewer than 50 inspections in 2006 and resolved most violations through mediation and counseling. The government encouraged victims to assist with the investigation and prosecution of traffickers. Identified victims are not detained, jailed, deported, or otherwise penalized for unlawful acts committed as a result of their being trafficked.

Prevention

While Zambia lacks a comprehensive public awareness campaign, the government sustained efforts to prevent vulnerable children from being trafficked. It continued operation of two youth camps that provided 18 months of counseling and rehabilitation services to street children vulnerable to trafficking, including girls removed from prostitution; 204 children graduated from the camps in 2006. After graduation, some children opted to be placed in one of 16 Youth Resources Centers where they refined trade skills such as carpentry, tailoring, or poultry farming. The Child Labor Unit provided public education on the worst forms of child labor by staging public events to raise awareness, speaking in schools, and informally counseling families, children and employers. The government's inter-agency committee on trafficking made progress toward realizing the goals of its three-pronged anti-trafficking strategy that focuses on drafting a comprehensive law, conducting a baseline study, and raising public awareness. The government-owned radio station broadcasted IOM public service announcements on trafficking. The committee also facilitated the work of an outside expert who drafted a comprehensive national policy on human trafficking after consulting with NGOs and other stakeholders.

ZIMBABWE (Tier 2)

Zimbabwe is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and sexual exploitation. Rural Zimbabwean children are trafficked into cities for agricultural labor, domestic servitude, and commercial sexual exploitation. Zimbabwean women and children are reportedly trafficked for sexual exploitation in towns along the borders with the four surrounding countries. Young women and girls are also lured to South Africa, People's Republic of China, Egypt, the United Kingdom, Canada, and Zambia with false employment offers that result in involuntary domestic servitude or commercial sexual exploitation. Women and children from the Democratic Republic of the Congo, Malawi, Mozambique, and Zambia are trafficked through Zimbabwe en route to South Africa. Small numbers of South African girls are trafficked to Zimbabwe for forced domestic labor.



The Government of Zimbabwe does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the government displayed a more vigorous commitment to addressing trafficking in persons issues. To further its efforts to combat trafficking, the government should complete investigations of pending cases and prosecute suspected traffickers; advance comprehensive anti-trafficking legislation; and launch a broad awareness raising campaign that educates all levels of government officials, as well as the general public, on the nature of trafficking and the availability of assistance for victims.

Prosecution

Zimbabwe's anti-trafficking law enforcement efforts significantly increased; during the year, the government investigated cases of trafficking and registered its first anti-trafficking conviction. Zimbabwe does not prohibit all forms of trafficking in persons, though existing statutes outlaw forced labor and numerous forms of sexual exploitation. In June, a magistrate's court in Harare convicted a woman under the Criminal Law Act for, under the guise of providing legitimate employment, procuring a minor and forcing her into prostitution; she was sentenced to four years in prison. Nine other separate criminal

cases against traffickers are currently being prosecuted in the magistrate's court or are under investigation by police. Zimbabwean police made concerted efforts to halt commercial sexual exploitation throughout the country, arresting both individuals in prostitution and their clients; apprehended minors were not detained, but instead were interviewed by the police's Victim Friendly Unit (VFU) and referred for counseling. In early 2006, Interpol's local office established a Human Trafficking Desk to coordinate Zimbabwe's involvement in international investigations; the government seconded two police officers to staff this desk. During the year, the officers worked on several human trafficking investigations, including an ongoing investigation with the Ministry of Foreign Affairs, Malawian police, and IOM to secure the return of a Zimbabwean trafficking victim and investigate the culprits.

Protection

Zimbabwe's protection of trafficking victims improved during the reporting period. In contrast to the previous reporting period, there were no reports of government harassment of NGOs working against trafficking last year. Although the government lacked resources to provide protective services, VFU and immigration officials utilized an established process for referring victims to international organizations and NGOs that provide shelter and other services. NGOs reported that, during the year, government officials interviewed and generally referred trafficking victims for counseling and assistance in an expeditious manner. For

example, police and the Department of Social Welfare referred two trafficking victims to IOM's reception center for deportees at the Beitbridge border crossing. In 2006, the government identified at least 12 trafficking victims and Zimbabwe's embassy in South Africa referred two additional victims to IOM. The government encourages victims to assist in the prosecution of traffickers and offers foreign victims relief from deportation while they receive victim services and their cases are investigated. South African authorities deported 109,532 Zimbabweans in 2006; the growing number of illegal migrants deported from South Africa and Botswana, combined with a crippling lack of resources, severely impeded the government's ability to effectively identify victims of trafficking among the returnees.

Prevention

Human trafficking received increasing attention during the year, though efforts remained modest. There is a general lack of understanding about trafficking across government agencies, especially at the local level. However, senior government officials frequently speak out about the dangers of trafficking and illegal migration, and the state-run media printed and aired warnings about false employment scams, prostitution, and exploitative labor conditions. In April 2006, the government established an inter-ministerial taskforce on trafficking, but the taskforce took no concrete action during the year. Zimbabwe has not ratified the 2000 UN TIP Protocol.



IOM Lisbon initiated *Cooperação, Acção, Investigação, Mundivisão (CAIM)* project, including a public awareness campaign against sexual exploitation and human trafficking.

FREE THE DALITS



SHARE THE WELL.

THERE IS A GROUP OF PEOPLE IN INDIA NUMBERING ABOUT 250 MILLION THAT HAS BEEN OPPRESSED FOR 3000 YEARS. THESE PEOPLE, THE DALITS, WHO ARE TRADITIONALLY KNOWN AS "OUTCASTES" OR "UNTOUCHABLES," ARE BARRED FROM MANY ACTIVITIES AND ECONOMIC OPPORTUNITIES, AND OFTEN END UP IN SLAVE-LIKE BONDED LABOR. THEY ARE EVEN FORCED TO DRINK WATER FROM DISPOSABLE CLAY CUPS AND SEPARATE WELLS SO THAT NO UPPER CASTE PERSON WILL RISK CONTAMINATION BY A DALIT'S UNCLEANLINESS.



A new public awareness campaign launched by the Government of Brazil, the poster reads: "If someone offers you lodging, food, and clean clothes outside the country, be wary." And below: "Don't be the next victim. Be wary of fantastic offers of work abroad."

SPECIAL CASES

THE BAHAMAS

Limited data suggest a possible labor trafficking problem in The Bahamas. The Bahamas remains a special case for a second consecutive year, because the presence of large numbers of undocumented migrants in the country continues to raise concerns that there may be a significant number of trafficking victims in need of assistance. To be more proactive, the government should consider enacting laws to prohibit all forms of trafficking in persons, particularly forced labor of adults, and expand training for officials to identify and investigate potential trafficking situations. Providing greater assistance and legal protections for trafficking victims is an additional goal.

Scope and Magnitude. The Bahamas may be a destination country for men, women, and children trafficked for the purpose of labor exploitation. Approximately 25 percent of the country's population consists of Haitian nationals, who are mostly in the country illegally. Of the 20,000 to 50,000 undocumented Haitian immigrants in The Bahamas, some may be subjected to conditions of involuntary servitude. Although these migrants arrive voluntarily in The Bahamas to work as domestic servants, gardeners, and in construction, local sources indicate that labor exploitation of these workers may be widespread; employers coerce them to work long hours for no pay or below the minimum wage by withholding documents or threatening arrest and deportation. Some commercial sexual exploitation of women and minors also has been identified in the country.

Government Efforts. The government has established an interagency Trafficking-in-Persons Task Force, which participates in public conferences and anti-trafficking training. While reports of human trafficking in The Bahamas may be limited, the government has taken solid steps to prevent child labor and the commercial sexual exploitation of children by conducting outreach campaigns and establishing a national hotline for reporting abuse.

To further advance its anti-trafficking efforts, the government should acknowledge and investigate the potential scope of the problem and work with its legislature to pass a comprehensive law criminalizing all forms of human trafficking. Under current Bahamian law, Title X of its Statute Law can be used to prosecute traffickers for sexual-exploitation offenses. These provisions carry penalties up to eight years' imprisonment, which are sufficiently stringent and commensurate with penalties for rape and other serious offenses. While The Bahamas has well-developed civil labor laws that guarantee workers a minimum wage, maximum working hours, and other legal protections, it does not criminalize

slavery or forced labor practices. Moreover, migrant workers usually do not have access to labor protections under Bahamian law. During the reporting period, the government did not actively investigate or prosecute any alleged trafficking cases. However, Bahamian judges and prosecutors participated in anti-trafficking training, and the government works closely with U.S. authorities on international law enforcement efforts.

Victim protection efforts in The Bahamas are extremely limited. The country has no specialized shelters for trafficking victims, although domestic violence services could be expanded to trafficking victims. NGOs and faith-based organizations working with undocumented migrants have expressed a strong desire to help trafficking victims. The government also has no formal procedures for identifying trafficking victims among vulnerable populations, such as persons detained for immigration violations. The Bahamas has not ratified the 2000 UN TIP Report.

BARBADOS

Limited available data suggest the possible existence of a trafficking in persons problem in Barbados. Although there remains a lack of reliable statistical information from either the government or international organizations, the government has been proactive with both the prevention of trafficking and prosecution of traffickers. To be more effective, however, the government should consider drafting and enacting laws to prohibit all forms of human trafficking and developing national procedures for victim protection, including pre-deportation screening of undocumented immigrants for signs of victimization.

Scope and Magnitude. Anecdotal information suggests that Barbados may be a source, transit, and destination country for men, women, and children trafficked for the purposes of forced labor and commercial sexual exploitation, but there is no evidence yet of a significant number of trafficking victims. Some trafficking of minors into prostitution is allegedly facilitated by victims' families. Uncorroborated reports indicate that women and girls from Guyana, the Dominican Republic, and other Caribbean islands are trafficked to Barbados for sexual exploitation in strip clubs and brothels, as well as for domestic servitude. According to the IOM, some economic migrants may have been deceived by fraudulent offers of legitimate jobs and placed in debt-bonded prostitution after their travel documents were confiscated.

Government Efforts. While Barbados has no law specifically prohibiting human trafficking, existing statutes against crimes such as pimping, pandering, illegal immigration, and forced labor could be used to prosecute trafficking. The government has investigated and initiated prosecutions against a small number of alleged traffickers, but there have been no convictions to date. In December, a Barbadian race car driver was charged with “exercising control of movement” of two Ukrainian women in prostitution and withholding their passports, as well as pimping and living off the proceeds of prostitution. The magistrate responsible for the case dropped the charges because the two victims had already been deported. However, the government continued to prosecute a 2005 case against a local construction company for allegedly trafficking 14 Indian laborers to work on infrastructure improvements.

Anti-trafficking training would assist government officials and law enforcement personnel to identify victims and to provide support. The government is also taking steps to increase public awareness of human trafficking. The Office of Gender Affairs broadcast several public service announcements to prevent trafficking during the reporting period.

Immigration officials do not formally screen undocumented foreigners before deporting them, but there is no substantiated evidence that any deportees were trafficked. Barbados provides no legal alternatives to the removal of foreign trafficking victims to countries where they may face hardship or retribution, but there is no evidence that any trafficking victims were deported to such countries during the reporting period. Barbados has not yet ratified the 2000 UN TIP Protocol.

BRUNEI

Brunei remains a special case for a second consecutive year because the lack of reliable data makes it unclear whether there is a significant number of victims in the country. The presence of large numbers of legal migrant laborers in the country that may face conditions of involuntary servitude raises concerns that there may be a significant number of trafficking victims.

Scope and Magnitude. Brunei is a destination country for men and women who migrate legally from Indonesia, Malaysia, the Philippines, Bangladesh, and Thailand for domestic or low-skilled labor. A small but unknown number may be subjected to conditions of involuntary servitude after arrival. Victims may suffer conditions including non-payment of wages, confinement to the home and contract switching. In part due to its small size and vigorous enforcement, Brunei has a small trafficking challenge.

Government Efforts. The Government of Brunei vigorously enforces immigration and labor codes. The government demonstrated some efforts to combat trafficking in persons; however, it often relied on administrative rather than criminal penalties. The Government of Brunei prohibits sex and labor trafficking in its Trafficking and Smuggling Persons Order of 2004; however, there have never been any prosecutions under this order. Labor cases, such as contract switching and non-payment of salaries, are usually tried under the Labor Act. Penalties for commercial sexual exploitation are commensurate with those for rape. The 2004 Trafficking and Smuggling Order prescribes sentences of up to 30 years’ imprisonment, which is sufficiently stringent. The Labor Act prescribes penalties for labor trafficking of up to three years’ imprisonment, which is not sufficiently stringent. The enforcement section of the Department of Labor recorded 72 complaints by domestic helpers and 288 complaints by corporate and garment workers against employers who failed to pay salaries. The majority of these complaints were resolved through mediation. Local media has published reports of Brunei employers receiving administrative penalties — largely fines — for failure to pay wages. It is not clear whether any of these were investigated as trafficking cases. There were no reports of government or law enforcement complicity in trafficking during the year.

The Government of Brunei made some small efforts to protect trafficking victims. It offers shelter and other services for foreign victims when identified. While there are no foreign NGOs or international organizations in Brunei to provide victim support, the embassies of several labor source countries provide shelter, mediation, and immigration support services to their nationals. The government encourages victims to assist in investigations as witnesses. In one case that the government recognized as trafficking during the reporting period, the government encouraged the victims to participate in the investigation of the trafficker, but they refused. Under Brunei’s anti-trafficking order, the government may provide temporary residence and work permits to persons identified as trafficking victims. Police and prosecutors have an ongoing, if limited, program to improve their skills in identifying victims of trafficking among vulnerable populations.

The Government of Brunei has not conducted public awareness campaign programs on trafficking, although it did conduct training for law enforcement officials on its anti-trafficking legislation. Brunei has not ratified the 2000 UN TIP Report.

HAITI

Haiti has been in transition since widespread violence and political instability led to the resignation of former President Jean-Bertrand Aristide in

2004. Since release of the 2006 Report, the country has undergone three rounds of national and local elections: presidential and parliamentary elections took place in spring 2006, and follow-up parliamentary and municipal elections were completed in December 2006. During the reporting period, Haiti struggled to establish a newly elected government and control rampant violence and crime in its capital, Port-au-Prince. Haiti remains the least developed nation in the Western Hemisphere, and is one of the poorest countries in the world, with an average per capita income of less than \$500 per year, and an unemployment rate of nearly 40 percent. The UN Stabilization Mission in Haiti currently has more than 6,500 troops and 1,600 UN police on the ground to reduce gang violence and kidnappings. Due to the absence of government institutions and a well-trained and equipped national police force, Haiti has been inhibited from addressing its significant human-trafficking challenges. Haiti remains a special case for a second consecutive year in recognition of its transitional status: Its government must be in place and secure before trafficking can be meaningfully addressed. However, the U.S. government anticipates that trafficking in Haiti can be assessed in next year's Report. The following background and recommendations are provided to help guide officials of the new government.

Scope and Magnitude. Haiti is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. The majority of trafficking in Haiti stems from poor rural families giving custody of their children to more affluent families, in the hope that they will receive an education and economic opportunities. The practice of trafficking such children, who are called *restaveks*, is widespread and often involves sexual exploitation, physical abuse, and youths being subjected to involuntary domestic servitude, a severe form of trafficking in persons. Some of these children are sent to the Dominican Republic, where they live in miserable conditions. Haitian children are also recruited or coerced into joining violent criminal gangs as fighters or thieves. Dominican women and girls are trafficked into Haiti for commercial sexual exploitation. There are reports that Dominican women are trafficked into Haitian brothels serving UN peacekeepers. Haitians also are trafficked to the Dominican Republic where they are exploited for labor on sugarcane plantations and in agriculture.

Areas for Attention for the New Government of Haiti. Haitian officials recognize that human trafficking is a serious problem in the country. The government should make every effort to pass comprehensive legislation to define and criminalize all forms of trafficking, in addition to strengthening the capacity of the Haitian National Police and the Minors Protection Brigade to investigate and

prosecute trafficking cases. The government should continue to work with NGOs and social-welfare agencies to improve their ability to identify, refer, and provide services to *restaveks* and other Haitian children exploited as domestic servants. The government also should provide anti-trafficking training for judges, police, and prosecutors. Working with the Dominican Republic to improve security and aid trafficking victims along the border is an additional goal. Haiti has not ratified the 2000 UN TIP Report.

IRAQ

Iraq was in political transition during the reporting period and is therefore not ranked in this Report.

Scope and Magnitude. Iraq is a source and destination country for men and women trafficked for commercial sexual exploitation and involuntary servitude. Children are trafficked for commercial sexual exploitation; criminal gangs may have targeted young boys and staff of private orphanages and may have trafficked young girls for forced prostitution within Iraq and abroad. Iraqi women are trafficked to Syria, Jordan, Qatar, United Arab Emirates, Turkey, and Iran for the purpose of commercial sexual exploitation. Iraq is also a destination country for men and women trafficked from South and Southeast Asia for involuntary servitude as construction workers, cleaners, and domestic servants. Some of these workers are offered fraudulent jobs in safe environments in Kuwait or Jordan, but are then forced into involuntary servitude in Iraq instead; others go to Iraq voluntarily, but are subjected to conditions of involuntary servitude after arrival. Although the governments of India, Pakistan, Sri Lanka, Thailand, and the Philippines have official bans prohibiting their nationals from working in Iraq, workers from these countries are increasingly coerced into positions in Iraq with threats of abandonment in Kuwait or Jordan, starvation, or force.

Government Efforts. Throughout the reporting period Iraq has had an elected and functioning government. However, the ongoing insurgency and terrorism severely handicapped the government's ability to combat trafficking. In light of the serious security situation, Iraq remains a special case for a fifth consecutive year. The government did not prosecute any trafficking cases this year; nor did it convict any trafficking offenders. Furthermore, the government could not offer protection services to victims of trafficking, and it reported no efforts to prevent trafficking. Iraq should significantly increase criminal investigations of internal and transnational trafficking for both commercial sexual exploitation and involuntary servitude. The government should also provide victims of trafficking with protection services, and should ensure that they are not detained, punished, or discriminated against as criminals.

The Government of Iraq does not prohibit all forms of trafficking, but criminalizes the trafficking of children for commercial sexual exploitation through Article 399 of its penal code. This statute prescribes penalties of up to 10 years' imprisonment, which are sufficiently stringent to deter, but are not commensurate with those prescribed for other grave crimes. Iraq should train its law enforcement and judicial officers, and should take measures to curb the complicity of public officials in the trafficking of Iraqi women. Furthermore, the government should monitor recruitment agencies and contractors importing foreign workers to ensure that no workers are being deceived or forced to work in Iraq involuntarily.

The Iraqi government did not provide any protection services to victims of trafficking during the reporting period. The government did not operate shelters for trafficking victims, nor offer legal, medical, or psychological services. Iraq continued to lack formal procedures to identify victims of trafficking among vulnerable groups, such as women arrested for prostitution. As a result, trafficking victims were sometimes jailed for unlawful acts committed as a direct result of being trafficked. The government provided no assistance to Iraqi victims repatriated from abroad, and some were criminally punished; for example, some victims who were trafficked abroad using false documents were arrested and prosecuted upon their return to Iraq. Iraq neither encouraged victims to assist in investigations against their traffickers, nor offered foreign victims legal alternatives to removal to countries in which they may face hardship or retribution.

Iraq did not take measures to prevent trafficking in persons this year, despite reports of a growing labor trafficking problem among women and foreign nationals in the country. The government does not sponsor any anti-trafficking campaigns, and did not monitor immigration and emigration patterns for evidence of trafficking. Iraq has not ratified the 2000 UN TIP Protocol.

IRELAND

The Government and civil society have identified sex trafficking in Ireland as a potential problem. The presence of foreign women in prostitution and a growing migrant labor population in Ireland raise concerns about a potential trafficking problem in Ireland. The Government has drafted new legislation that will increase the penalty for trafficking to help prevent trafficking from becoming a significant issue in the country.

Scope and Magnitude. Ireland is a potential destination country for women and girls trafficked transnationally from Eastern Europe,

Africa, Latin America, or Asia for the purposes of commercial sexual exploitation and forced labor. Unaccompanied minors from various source countries, particularly in Africa, represent a vulnerable group in Ireland that is susceptible to trafficking and exploitation.

Government Efforts. Though the police are currently investigating a small number of possible trafficking cases, the Government of Ireland did not report any trafficking prosecutions or convictions in 2006. Under current Irish law, trafficking encompasses both smuggling and trafficking. In July 2006, the government authorized the Department of Justice to draft a criminal law that will separate trafficking offenses from smuggling and increase the penalties for trafficking. Ireland's draft criminal law, when passed, will specifically define and prohibit all trafficking in persons offenses. Penalties for commercial sexual exploitation of minors are commensurate with those of rape, and penalties under existing legislation for all other forms of trafficking are up to 10 years' imprisonment.

The Government of Ireland continued to demonstrate strong efforts to protect and assist victims of trafficking in 2006. The government encourages victim participation in the investigation of traffickers, but does not pressure them to do so. Irish Naturalization and Immigration Service authorities can provide potential victims with permission to remain in Ireland. The government has a witness protection program available for trafficking victims, but no one has been protected to date by this program. The current assistance program for trafficking victims relies on NGO facilities and programs that are partially funded by the government. The Department of Justice provided over \$580,000 to a local NGO to fund victim care and living expenses while victims await court appearances. The government funds IOM to assist with return and reintegration of victims.

Ireland continued to demonstrate efforts to raise awareness and prevent trafficking in persons in 2006. The Minister of Justice launched an awareness campaign in May 2006 as part of Ireland's participation in the UK's Operation Pentameter, a law enforcement effort that targets organized criminal gangs involved in trafficking. The Sexual Violence Center in Cork, which is partially funded by the government, launched a sex trafficking awareness campaign in June 2006 aimed at raising public awareness of trafficking. Ireland funds ILO programs in Albania, Moldova, and Ukraine to promote employment, vocational training, and prevent trafficking. The government's foreign assistance agency, Irish Aid, provided a total of \$4.7 million for international anti-trafficking prevention and capacity-building programs in 2006. Ireland has not ratified the 2000 UN TIP Protocol.

KIRIBATI

A trafficking in persons problem in Kiribati is suspected; however, there is insufficient information to determine if there is a significant number of victims in the country.

Scope and Magnitude. International organizations and NGOs expressed concerns that internal trafficking of underage girls for the purpose of commercial sexual exploitation among crews of foreign and local fishing vessels takes place in Kiribati. Hotels, bars, boat owners, and occasionally family members, who provide or arrange transportation out to the fishing vessels profit by facilitating child prostitution. Foreign fishing vessels from Taiwan and Korea were highlighted as frequently taking young girls on board for sexual exploitation.

Government Efforts. The Government of Kiribati made insufficient efforts to combat the trafficking of children for prostitution. However, in 2005, Kiribati enacted legislation outlawing trafficking in persons in general and trafficking in children in particular, making it an offense punishable by 14 to 20 years' imprisonment. The 2005 law also provides protection from prosecution for victims of trafficking. This law is not consistently enforced. There were no reported trafficking investigations, arrests, prosecutions, convictions or sentences during the reporting period. Korean National Youth Commission representatives participated in a 2007 fact-finding mission to Kiribati and found that Korean fishing vessel crew members continued to exploit Kiribati minors. A Kiribati inter-agency transnational crime task force, which includes representatives of the police, the office of the Attorney General, immigration, customs, and finance, addresses trafficking and met monthly. A recent report alleged that, in exchange for food, alcohol, and cigarettes, some police officers assigned to prevent people from illegally boarding fishing vessels permitted women and girls who may have been underage, to board vessels to engage in commercial sexual activities.

The Government of Kiribati has a limited capacity to protect victims of trafficking and relies on civil society or international organizations to provide victim services. The government does not show evidence of a systematic effort to identify victims of trafficking among vulnerable populations, such as girls detained for prostitution violations, and it does not encourage victims to assist in the investigation or prosecution of traffickers. Law enforcement authorities have occasionally arrested young girls involved in prostitution, but have not arrested facilitators or foreign fisherman. Some victims are penalized for unlawful acts committed as a result of their being trafficked. In 2006, Kiribati's HIV/AIDS task force requested the South Korean government's assistance in helping local girls who have been sexually exploited by South Korean fishermen.

The Broadcasting and Publications Authority broadcast programs on children's rights and occasionally covers related issues including commercial sexual exploitation of children. A multi-stakeholder national advisory committee formulated a plan of action in 2003 to address commercial sexual exploitation of children, however the plan has only been marginally effective in reducing the incidence of underage prostitution.

LESOTHO

Limited available data suggests the existence of a significant trafficking in persons problem in Lesotho, although this is yet to be substantiated. Lesotho remains a special case for a second consecutive year, due to the lack of reliable statistical information — from either the government or international organizations — regarding trafficking incidents to date. To combat trafficking, the government should consider drafting and enacting laws to prohibit all forms of human trafficking, as well as launching a public awareness campaign to educate all Basotho, but particularly women, children, and traditional leaders, on the nature and dangers of irregular migration and trafficking in persons.

Scope and Magnitude. Anecdotal but uncorroborated reports indicate that Lesotho may be a source and transit country for small numbers of women and children trafficked for forced labor and commercial sexual exploitation. Trafficking within Lesotho does not appear to be organized by rings or criminal syndicates, and some anecdotal information suggests trafficking may be practiced with the sanction of a victim's family, especially in the case of children. Basotho boys may be internally trafficked for use in cattle herding and street vending, while girls may be trafficked for cattle herding, domestic servitude, or commercial sexual exploitation. There are unconfirmed reports that groups of women in some towns operate as pimps, exploiting young girls in return for food and other basic needs. After migrating to neighboring South Africa in search of work, some vulnerable Basotho women and girls may become victims of trafficking for domestic labor or commercial sexual exploitation. There is also anecdotal evidence to suggest that Chinese trafficking victims may transit Lesotho to avoid South African immigration controls.

Government Efforts. The absence of a law criminalizing trafficking limits the government's ability to address the problem. The government has not yet passed or enacted the draft Child Protection and Welfare Bill, which includes a provision prohibiting trafficking of children under the age of 18. Existing statutes prohibiting abduction, kidnapping, and the procurement of women and girls for prostitution could be used to prosecute trafficking, but were not used during the reporting period.

Unlike the previous year, the government did not investigate or prosecute any cases of human trafficking. Police and immigration authorities screen for potential smuggling, kidnapping, or fraudulent documentation, but have had no training that would allow for the accurate identification of trafficking victims. Monitoring of Lesotho's borders is inadequate; criminal elements often take advantage of the porous borders to carry out illegal activities.

Government officials are generally unaware of how to recognize victims of trafficking and, as such, do not provide specific assistance to them. Victims of abduction or kidnapping are provided with access to medical services and counseling, as well as transportation to home areas within the borders of Lesotho. In 2006, the Superintendent of Police for the Maseru Rural District distributed several hundred human trafficking brochures in his district. The Ministry of Home Affairs and the police's Child and Gender Protection Unit cooperate with the local UNICEF office to address the problem of children in prostitution. The government's ongoing incremental implementation of tuition-free primary level education is expanding school enrollment and attendance, which reduces the opportunities for child trafficking.

SOLOMON ISLANDS

The Solomon Islands is not ranked in the Report this year because available information is not of sufficient quantity or reliability to determine that there is a significant number of trafficking victims in the country. Yet there are indications that the Solomon Islands may have a trafficking problem.

Scope and Magnitude. There is anecdotal evidence that young women from Southeast Asian countries such as Indonesia, the People's Republic of China, the Philippines, and Malaysia are trafficked to the Solomon Islands for the purpose of sexual exploitation on foreign ships and in logging camps.

Anecdotal reports indicate that girls and women are trafficked internally for sexual exploitation to logging camps. Sex tourism appears to be a small problem with citizens from the U.K., Australia, and France exploiting local children. There are reports that boys and girls are taken out to foreign and local fishing vessels by their parents for commercial sexual exploitation with fishermen in exchange for fish. Children are sold for commercial sexual exploitation to pay bills or to earn school fees.

Government Efforts. In the last three and a half years, the Solomon Islands has benefited from a large-scale intervention led by Australia to enhance stability after civil unrest. The Solomon Islands criminally prohibits sex and labor trafficking in chapter 26 of its updated 1978 penal

code. Penalties for commercial sexual exploitation are commensurate with those for rape. The laws prescribe penalties that are sufficiently stringent. The government may have prosecuted some cases of trafficking, but was unable to provide statistics.

The Government of the Solomon Islands has a limited capacity to protect victims of trafficking and should rely on civil society or religious organizations to provide services. Victims should be urged to participate in the investigation of traffickers or exploitative employers.

The Government of the Solomon Islands has not conducted public awareness or prevention programs on trafficking. The government does participate in public awareness programs supported by international organizations and NGOs. The Solomon Islands has not ratified the 2000 UN TIP Protocol.

SOMALIA

Somalia remains a special case for a fifth consecutive year, due to the lack of a viable central government since 1991. Its geographic area is divided among the self-styled independent Republic of Somaliland, the Autonomous Puntland Administration, and the remainder of the country, which is nominally under the control of the Transitional Federal Government (TFG). In February 2006, TFG ministers, businessmen, and faction leaders formed the Alliance for Restoration of Peace and Counter-Terrorism (ARPCT) to stabilize the country. Fighting between warlords associated with the ARPCT and the Islamic Courts Union escalated until June, when the Islamic Courts succeeded in their military takeover of Mogadishu, followed by other cities across the territory. In December, Ethiopian forces supporting the TFG entered the country, resulting in the withdrawal of the Islamic Courts from Mogadishu and disintegration of the union. Despite its recent extension of nominal control over most of southern Somalia, the TFG currently lacks the necessary means to identify, investigate, or address systematic issues in Somalia, including those related to trafficking in persons. The TFG's capacity to address human trafficking will not increase without tangible progress in reestablishing governance and stability in Somalia.

Scope and Magnitude. Information regarding trafficking in Somalia remains extremely difficult to obtain or verify; however, the Somali territory is believed to be a source, transit, and perhaps destination country for trafficked women and children. During the year, warlord militias, the Islamic Courts Union, and the TFG conscripted and recruited child soldiers for armed conflict. In September, for example, the Islamic Courts Union summoned

headmasters from Mogadishu's schools and required them to each commit a quota of school children to attend a military training program. In early 2007, the TFG reportedly recruited children unlawfully in central Somalia to supplement its army in Mogadishu. Armed militias purportedly traffic Somali women and children internally for sexual exploitation and forced labor. There are anecdotal reports of children engaged in prostitution, but the practice is culturally proscribed and not publicly acknowledged. Somali women are trafficked to the United Arab Emirates, and perhaps other destinations in the Middle East, for commercial sexual exploitation. Somali children are reportedly trafficked to Djibouti for commercial sexual exploitation. Ethiopian women are trafficked to and through Somalia to the Middle East for forced labor and sexual exploitation. In past years, trafficking networks were also reported to be involved in transporting child victims to South Africa for sexual exploitation; continuation of this practice could not be confirmed.

Government Efforts. There are laws in the Republic of Somaliland explicitly prohibiting forced labor, involuntary servitude, and slavery, but no specific laws exist against these practices in other parts of Somalia. Trafficking for sexual exploitation may be prohibited under the most widespread interpretations of Shari'a and customary law, but there is neither a unified police force in the territory to enforce these laws, nor any authoritative legal system through which traffickers could be prosecuted. Government officials are not trained to identify or assist trafficking victims and took no known action against the practice. In the absence of effective systems of revenue generation, as well as any legal means to collect resources and then distribute them for some common good, no resources are devoted to preventing trafficking or to victim protection across the majority of the Somali territory. Somalia has not ratified the 2000 UN TIP Protocol.

SWAZILAND

The existence of a significant human trafficking problem in Swaziland is suspected but unsubstantiated by reliable reporting. NGOs and law enforcement in South Africa identified a small number of trafficking cases involving Swazi women and children over the last year. Government officials lack understanding of what constitutes trafficking in persons, but have publicly acknowledged that it may be a problem. To combat trafficking, the government should consider launching a public awareness campaign to educate the Swazi population on the nature and dangers of human trafficking, investigating well-known "hot spots" of child prostitution for situations of trafficking, and

enacting appropriate laws to prohibit all forms of human trafficking.

Scope and Magnitude. Swaziland may be a source and transit country for women and children trafficked for forced labor and sexual exploitation, but the existence of a significant number of trafficking victims is unconfirmed. Anecdotal evidence indicates that Swazi children are trafficked internally for commercial sexual exploitation in cities, for domestic servitude in the homes of wealthy families, and for forced labor in commercial agriculture, as well as to South Africa for domestic servitude, and possibly for commercial sexual exploitation. The country's estimated 120,000 orphans are particularly vulnerable to trafficking. Some Swazi women are forced into prostitution in South Africa, possibly after migrating to the country in search of work. Small numbers of Mozambican women may be trafficked to Swaziland for sexual exploitation, and perhaps transit through the country en route to South Africa.

Government Efforts. While Swaziland has no law specifically prohibiting trafficking, existing statutes against crimes such as kidnapping, forced and compulsory labor, aiding and abetting "prohibited immigrants" to enter the country, brothel keeping, and procurement for prostitution could be used to prosecute traffickers. However, a draft law — the Sexual Offenses and Domestic Violence Bill — which specifically criminalizes sex trafficking and mandates psychological services for victims, is scheduled to be presented to Parliament in 2007. Penalties under this bill are severe and include death if the trafficking victim is under 16 years of age or the trafficker belongs to a "syndicate." No case of child labor or trafficking has ever been presented to the Office of the Director of Public Prosecution for action, nor has any official report of trafficking been made to the Royal Swaziland Police Service's Domestic Violence, Child Protection, and Sexual Offenses Unit. While this police unit is under-trained in regard to identifying and combating trafficking, its staff has shown keen interest in the issue. The unit distributed a handout on trafficking at the annual Senior Police Officers Conference. As a result of urging by NGOs, reducing the vulnerability of orphaned children to abuse and exploitation is becoming a key concern of the government. In 2006, the government provided approximately \$6.7 million for orphaned children to attend school. Swaziland has not ratified the 2000 UN TIP Protocol.

TUNISIA

Tunisia is not listed in the Report this year because available information is insufficient to substantiate a significant number of trafficking victims in the

country. Tunisia is listed as a special case due to lack of credible information of a significant number of trafficking incidents this year.

Scope and Magnitude. Tunisia is a transit country for North and sub-Saharan African men and women migrating to Europe, some of whom may be trafficked for the purpose of involuntary servitude or sexual exploitation. The Government of Tunisia does not systematically differentiate trafficking victims from illegal migrants traveling through the country. Tunisia may also be a source country for internal trafficking of children for commercial sexual exploitation.

Government Efforts. Tunisia does not prohibit all severe forms of trafficking in persons, but does prohibit forced prostitution through Article 233 of its penal code; prescribed punishment under this statute is three to five years' imprisonment. The government pursued no trafficking prosecutions under that law this year. Though government officials have a general understanding of trafficking issues, Tunisia should ensure that law enforcement officers and prosecutors are formally trained in identifying potential trafficking victims and are prosecuting trafficking cases when they arise. Tunisia should also enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking in persons, assigning penalties both sufficiently stringent to deter the crime and adequately reflective of the heinous nature of the crime.

The government monitors its borders closely to interdict smuggling and trafficking rings. However, Tunisia does not employ a formal mechanism to systematically identify trafficking victims among illegal migrants and those arrested for prostitution. Victims of trafficking, if identified, have access to social services available for the abused and vulnerable. The government assigns a child protection delegate to each district to ensure that child sexual abuse victims receive adequate medical care and counseling. Tunisia also employs government workers, including social workers, to assist in three shelters for abused women and children operated by the Tunisian National Women's Union. Nonetheless, some child victims of commercial sexual exploitation may be incarcerated for prostitution. The government should institute a formal victim identification mechanism to ensure that victims of trafficking are not deported or jailed. The government should also offer victims legal alternatives to removal to countries where they may face hardship or retribution.

To prevent the abuse of Tunisian workers abroad, the government continued to deploy "social attachés" in countries with large Tunisian populations to inform those workers of their rights. The govern-

ment should continue monitoring its borders to screen for potential victims of trafficking as they enter the country, and should develop anti-trafficking public awareness campaigns.

TURKMENISTAN

Turkmenistan is not listed in the Report this year because available information is insufficient to substantiate a significant number of victims in the country.

Scope and Magnitude. Turkmenistan appears to be a source country for women trafficked to Turkey, Kazakhstan, Kyrgyzstan, Pakistan, Iran, Israel, and the United Arab Emirates (U.A.E.) for the purpose of commercial sexual exploitation. Women may be trafficked internally for purposes of sexual exploitation and involuntary servitude. According to IOM, there were six confirmed Turkmen victims trafficked to Turkey in 2006. One potential victim of sexual exploitation was intercepted in Kazakhstan while en route to the U.A.E.

Government Efforts. The Government of Turkmenistan does not publicly acknowledge trafficking as a problem and does not actively investigate cases of trafficking. There are no laws prohibiting trafficking in persons, however, traffickers could be prosecuted under various articles of the penal code. Although the government does not provide specialized training for government officials in how to recognize, investigate and prosecute instances of trafficking, 40 government officials from various ministries attended a May 2006 anti-trafficking training seminar conducted by IOM. Corruption remained a serious problem throughout society and within the government, although there were no reports of government officials directly involved in human trafficking.

The Government of Turkmenistan does not monitor the trafficking situation within its borders, nor does it have a strategy to do so. There is no formal victim identification system in Turkmenistan. The government does not provide medical assistance, counseling, shelter, or rehabilitative services to victims of trafficking and does not provide funding to foreign or domestic anti-trafficking NGOs to provide services to victims; however, the government does allow IOM to provide services. In December 2005, the State Service for Registration of Foreigners formally signed an agreement with IOM to help foster greater cooperation and assistance in combating trafficking; this agreement facilitated the May 2006 anti-trafficking training seminar conducted by IOM. The government conducted no trafficking awareness campaigns or prevention efforts during the reporting period.

Hun har jo selv valgt det



Forestillingen om at udenlandske prostituerede er i Danmark for at tjene hurtige penge er løgn. Virkeligheden er tvungen sex med mænd op til 16 gange i døgnet og trusler på livet, hvis de ikke kan klare mosten. Du kan være med til at stoppe denne menneskehandel ved at vælge fra.

Du har et valg. Det har hun ikke

Hotline 70 202 550

MINISTER FOR
Ligestilling

This poster released by the Government of Denmark raises the public's awareness about stopping the demand for sex trafficking victims and reads: "She has herself chosen it". And below: "The notion that foreign prostitutes are in Denmark to make quick money is a lie. The reality is forced sex with men up to 16 times a day and threats to her life if she does not comply. You are able to participate in stopping this trade in people. You have a choice. That is what she doesn't have".

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)		Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)		
Afghanistan					X(a)		X(a)		X
Albania	X	X	X					X	X
Algeria	X	X	X		X(a)			X	X
Angola			X		X(a)			X	X
Argentina	X	X	X	X	X	X	X	X	X
Armenia	X	X	X	X	X	X	X	X	X
Australia	X	X	X	X	X	X	X	X	X
Austria	X	X	X	X	X	X	X	X	X
Azerbaijan	X	X	X	X	X	X	X	X	X
Bahamas	X		X					X	X
Bahrain		X(a)	X		X(a)		X(a)	X	X
Bangladesh			X	X	X	X	X	X	X
Barbados	X		X					X	X
Belarus	X	X	X		X(a)		X(a)	X	X
Belgium	X	X	X	X	X	X	X	X	X
Belize		X(a)	X	X	X	X	X	X	X
Benin	X	X	X	X	X	X	X	X	X
Bolivia	X	X	X	X	X		X(a)	X	X
Bosnia & Herzegovina	X	X	X	X	X	X	X	X	X
Brazil	X	X	X	X	X	X	X	X	X
Brunei					X(a)				
Bulgaria	X	X	X	X	X	X	X	X	X
Burkina Faso	X	X	X	X	X	X		X	X
Burma		X(a)							
Burundi	X		X			X		X	X
Cambodia	X		X	X	X	X	X	X	X
Cameroon	X	X	X	X		X		X	X
Canada	X	X	X	X	X	X	X		X
Central African Rep.	X	X(a)	X					X	X
Chad			X	X	X	X	X	X	X
Chile	X	X	X	X	X	X	X	X	X
China, People Rep.			X	X	X	X			
Colombia	X	X	X	X	X	X	X	X	X
Congo, Dem Rep of		X(a)	X		X(a)	X	X	X	X
Costa Rica	X	X	X	X	X	X	X	X	X
Cote D'Ivoire			X					X	X
Croatia	X	X	X	X	X	X	X	X	X
Cuba				X	X	X		X	X
Cyprus	X	X	X	X	X			X	X
Czech Republic	X		X	X		X	X	X	X
Denmark	X	X	X	X	X	X	X	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)		Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)		
Djibouti		X(a)	X	X				X	X
Dominican Republic	X		X		X(a)	X		X	X
East Timor					X(a)		X(a)		
Ecuador	X	X	X	X	X	X	X	X	X
Egypt	X	X	X		X(a)			X	X
El Salvador	X	X	X	X	X	X	X	X	X
Equatorial Guinea	X	X	X		X(a)			X	X
Estonia	X	X	X	X	X	X		X	X
Ethiopia			X					X	X
Fiji			X	X		X		X	X
Finland	X	X(A)	X	X		X	X	X	X
France	X	X	X	X	X	X	X	X	X
Gabon	X	X	X	X		X		X	X
Gambia, The	X	X	X	X		X		X	X
Georgia	X	X	X		X(a)			X	X
Germany	X	X	X	X		X	X	X	X
Ghana			X	X		X		X	X
Greece	X		X	X		X	X	X	X
Guatemala		X(a)	X	X	X	X	X	X	X
Guinea		X(a)	X					X	X
Guinea Bissau	X			X		X		X	X
Guyana		X(a)	X					X	X
Haiti	X			X		X		X	X
Honduras			X		X(a)		X(a)	X	X
Hungary	X	X	X	X		X		X	X
India	X			X	X	X	X	X	X
Indonesia	X		X	X		X		X	X
Iran			X					X	X
Iraq			X					X	X
Ireland	X		X	X		X	X	X	X
Israel	X		X	X		X	X	X	X
Italy	X	X	X	X	X	X	X	X	X
Jamaica	X	X	X	X		X	X	X	X
Japan	X		X	X	X	X	X	X	
Jordan			X	X	X	X		X	X
Kazakhstan			X	X	X	X	X	X	X
Kenya		X(a)	X	X		X	X	X	X
Kiribati		X(a)						X	X
Korea, Rep. Of	X		X	X	X	X	X		
Kuwait		X(a)	X		X(a)		X(a)	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)		Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)		
Kyrgyz Republic	X	X	X		X(a)		X(a)	X	X
Laos		X(a)	X		X(a)		X(a)	X	
Latvia	X	X	X	X	X	X	X	X	X
Lebanon	X	X	X	X	X	X		X	X
Lesotho	X	X	X	X	X	X	X	X	X
Liberia		X(a)	X	X		X		X	X
Libya	X	X	X		X(a)		X(a)	X	X
Lithuania	X	X	X		X(a)	X	X	X	X
Luxembourg	X		X	X		X	X	X	X
Macedonia, Rep. of	X	X	X	X	X	X	X	X	X
Madagascar	X	X	X	X	X	X	X	X	
Malawi		X(a)	X	X		X		X	X
Malaysia			X					X	
Mali	X	X	X		X(a)	X	X	X	X
Malta	X	X	X	X		X	X	X	X
Mauritania		X(a)	X					X	X
Mauritius		X(a)	X	X		X		X	X
Mexico	X	X	X	X	X	X	X	X	X
Moldova, Rep. Of	X	X	X	X		X	X	X	X
Mongolia			X	X	X	X	X	X	X
Montenegro		X(a)			X(a)				
Morocco			X	X	X	X	X	X	X
Mozambique	X	X	X		X(a)		X(a)	X	X
Nepal			X	X	X	X		X	
Netherlands, The	X	X(A)	X	X	X	X		X	X
New Zealand	X	X	X	X		X	X	X	X
Nicaragua		X(a)	X		X(a)		X(a)	X	X
Niger	X	X	X	X	X			X	X
Nigeria	X	X	X	X		X		X	X
North Korea									
Norway	X	X	X	X	X	X	X	X	X
Oman		X(a)	X		X(a)		X(a)	X	X
Pakistan			X	X		X		X	X
Panama	X	X	X	X	X	X	X	X	X
Paraguay	X	X	X	X	X	X	X	X	X
Papua New Guinea			X					X	X
Peru	X	X	X	X	X	X	X	X	X
Philippines	X	X	X	X	X	X	X	X	X
Poland	X	X	X	X	X	X	X	X	X
Portugal	X	X	X	X	X	X	X	X	X
Qatar			X		X(a)		X(a)	X	X
Romania	X	X	X	X	X	X	X	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)		Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)		
Russia	X	X	X			X		X	X
Rwanda	X	X	X		X(a)		X(a)	X	X
Saudi Arabia	X		X					X	X
Senegal	X	X	X	X	X	X	X	X	X
Serbia	X	X	X	X	X	X	X	X	X
Sierra Leone	X			X	X	X	X	X	X
Singapore			X			X		X	
Slovak Republic	X	X	X	X	X	X	X	X	X
Slovenia	X	X	X	X	X	X	X	X	X
Solomon Islands								X	
Somalia						X		X	X
South Africa	X	X	X		X(a)	X		X	X
Spain	X	X	X	X	X	X	X	X	X
Sri Lanka	X		X	X	X	X	X	X	X
Sudan			X		X(a)	X	X	X	X
Suriname			X	X		X		X	X
Swaziland	X		X					X	X
Sweden	X	X	X	X	X	X	X	X	X
Switzerland	X	X	X	X	X	X	X	X	X
Syria	X		X		X(a)		X(a)	X	X
Tajikistan		X(a)	X		X(a)		X(a)	X	X
Tanzania	X	X	X		X(a)		X(a)	X	X
Thailand	X		X		X(a)		X(a)	X	X
Togo	X		X	X	X	X	X	X	X
Tunisia	X	X	X	X	X	X	X	X	X
Turkey	X	X	X	X	X	X	X	X	X
Turkmenistan		X(a)			X(a)		X(a)	X	X
Uganda	X		X		X(a)		X(a)	X	X
Ukraine	X	X	X	X	X	X	X	X	X
United Arab Emirates			X					X	X
United Kingdom	X	X	X	X		X	X	X	X
United States	X	X	X	X	X	X	X		X
Uruguay	X	X	X	X	X	X	X	X	X
Uzbekistan	X							X	X
Venezuela	X	X	X	X	X	X	X	X	X
Vietnam			X	X	X	X	X	X	
Yemen			X		X(a)			X	X
Zambia		X(a)	X					X	X
Zimbabwe			X					X	X

TRAFFICKING VICTIMS PROTECTION ACT — MINIMUM STANDARDS FOR THE ELIMINATION OF TRAFFICKING IN PERSONS

Trafficking Victims Protection Act of 2000, Div. A of Pub. L. No. 106-386, § 108, as amended.

(A) Minimum standards

For purposes of this chapter, the minimum standards for the elimination of trafficking applicable to the government of a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking are the following:

- (1) The government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking.
- (2) For the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex trafficking is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault.
- (3) For the knowing commission of any act of a severe form of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense.
- (4) The government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons.

(B) Criteria

In determinations under subsection (a)(4) of this section, the following factors should be considered as indicia of serious and sustained efforts to eliminate severe forms of trafficking in persons:

- (1) Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons, and convicts and sentences persons responsible for such acts, that take place

wholly or partly within the territory of the country. After reasonable requests from the Department of State for data regarding investigations, prosecutions, convictions, and sentences, a government, which does not provide such data, consistent with the capacity of such government to obtain such data, shall be presumed not to have vigorously investigated, prosecuted, convicted or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

- (2) Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked.
- (3) Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons, *measures to reduce the demand for commercial sex acts and for participation in international sex tourism by nationals of the country, measures to ensure that its nationals who are deployed abroad as part of a peacekeeping or other similar mission do not engage in or facilitate severe forms of trafficking*

in persons or exploit victims of such trafficking, and measures to prevent the use of forced labor or child labor in violation of international standards] [added in the reauthorization of the TVPRA of 2005].

- (4) Whether the government of the country cooperates with other governments in the investigation and prosecution of severe forms of trafficking in persons.
- (5) Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes (or, to the extent such extradition would be inconsistent with the laws of such country or with international agreements to which the country is a party, whether the government is taking all appropriate measures to modify or replace such laws and treaties so as to permit such extradition).
- (6) Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one's own, and to return to one's own country.
- (7) Whether the government of the country vigorously investigates, prosecutes, convicts, and sentences public officials who participate in or facilitate severe forms of trafficking in persons, [*including nationals of the country who are deployed abroad as part of a peacekeeping or other similar mission who engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking*] [added in the reauthorization of the TVPRA of 2005], and takes all appropriate measures against officials who condone such trafficking. After reasonable requests from the Department of State for data regarding such investigations, prosecutions, convictions, and sentences, a government

which does not provide such data consistent with its resources shall be presumed not to have vigorously investigated, prosecuted, convicted, or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

- (8) Whether the percentage of victims of severe forms of trafficking in the country that are non-citizens of such countries is insignificant.
- (9) Whether the government of the country, consistent with the capacity of such government, systematically monitors its efforts to satisfy the criteria described in paragraphs (1) through (8) and makes available publicly a periodic assessment of such efforts.
- (10) Whether the government of the country achieves appreciable progress in eliminating severe forms of trafficking when compared to the assessment in the previous year.



"Trafficking in Persons: It can happen to you" (IOM Minsk)

STOPPING HUMAN TRAFFICKING, SEXUAL EXPLOITATION, AND ABUSE BY INTERNATIONAL PEACEKEEPERS

In response to a Congressional mandate, this section summarizes actions taken by some key international organizations to eliminate trafficking in persons or the exploitation of victims of trafficking. This is the second year of reporting on the United Nations (UN), the North Atlantic Treaty Organization (NATO), and the Organization for Security and Cooperation in Europe (OSCE). Beginning with the 2008 Trafficking in Persons Report, the Department of State will also assess the efforts of national governments to prevent their nationals, deployed abroad as part of a peacekeeping or similar mission, from engaging in or facilitating human trafficking. Governments are ultimately responsible for holding their own nationals accountable.

UNITED NATIONS (UN)

Situation

In 2002, humanitarian personnel in West Africa were accused of sexually exploiting refugee children, primarily girls. Sixty-seven aid workers from more than 40 agencies were accused of offering children money, food, and promises of education in exchange for sex. While many of the allegations were anecdotal it was clear that there was a problem which had to be addressed. The wide publicity given to these allegations led humanitarian organizations to implement strict standards of conduct for employees and volunteers. UN Secretary-General Kofi Annan issued a 2003 bulletin entitled *Special Measures for Protection from Sexual Exploitation and Sexual Abuse* (ST/SGB/2003/13) for all UN personnel. The bulletin characterizes sexual exploitation and abuse as acts of serious misconduct, and subject to disciplinary action.

Unfortunately, similar reports came to light. In 2004 some 150 additional allegations of sexual misconduct were made against UN military and civilian peacekeepers in the Democratic Republic of Congo (DRC). As a result, Secretary-General Annan designated Prince Zeid Ra'ad Al Hussein, Jordanian Ambassador to the UN, to be his Special Advisor on Sexual Exploitation and Abuse by UN Peacekeeping Personnel. Prince Zeid and his team traveled to the DRC in October 2004, and reported that there was "zero compliance with zero tolerance" in response to the 2003 policy against sexual exploitation. Congo's Minister of Defense, Major General Jean Pierre Ondekane, was quoted in a December 23, 2004 article in *The Times* (UK) as saying that "peacekeepers" in Kisangani would be remembered for "running after little girls."

Prince Zeid's final report, released in March 2005, contained extensive recommendations for top-down reform of the UN system to address problems of sexual misconduct by UN peacekeepers. The 2005 UN General Assembly endorsed and broadened Prince Zeid's recommendations, making them applicable to civilian as well as to military peacekeeping personnel. In addition to the steps being taken to eliminate sexual exploitation and abuse of vulnerable populations by UN peacekeepers, UN agencies system-wide have developed or are developing standards of conduct for their personnel. Non-governmental organizations (NGOs) involved in humanitarian programs are taking similar steps.

Below is the status of key UN reforms that have been completed or are on-going, and those that have not been finalized.

"It is because international peacekeepers and aid workers have such an important physical and emblematic status—representing the international aspirations of human dignity, security and civilian protection—that their abuse of their position is considered, by so many, so unacceptable."

The Shame of War: Sexual Violence against Women and Girls in Conflict, UN Office for the Coordination of Humanitarian Affairs, February 2007.

STATUS OF REFORM

Protection

- *UN Staff Regulations* now classify sexual exploitation and abuse as a form of serious misconduct subject to disciplinary action, including summary dismissal.
- *Non-UN Personnel*: Consultants, individual contractors, volunteers, military observers and civilian police are legally bound by the standards of the Secretary-General's 2003 bulletin. All contracts and "letters of undertaking" now include these standards.
- *Conduct and Discipline Teams*: The Department of Peacekeeping Operations (DPKO), which is charged with implementing the UN's comprehensive strategy on addressing all aspects of sexual exploitation and abuse, has "Conduct and Discipline Teams" (CDTs) in place at UN headquarters and at almost all UN peacekeeping missions, with some CDTs covering more than one mission.

The CDTs are charged with informing local communities of the UN's zero-tolerance policy on sexual exploitation and procedures for reporting abuse, receiving complaints, carrying out initial assessments of allegations, and determining whether specific allegations should be reported to the Office of Internal Oversight Services (OIOS) as Category I (serious offenses) warranting full OIOS investigations. Category II (less serious) allegations are handled by the peacekeeping mission itself.

Prevention

- *Mission Prevention Measures*: Where there have been allegations of sexual exploitation and abuse, UN peacekeeping missions have instituted additional prevention measures such as "off-limits premises and areas," curfews, telephone hotlines, and the requirement that all mission personnel must wear their uniforms at all times.
- *Case Tracking System*: DPKO established a secure Web-based software program to track all sexual exploitation and abuse cases, and to ensure that those personnel who have been dismissed or repatriated for sexual exploitation

and abuse violations are barred from serving in future UN missions. A comprehensive database that will be accessible to all UN missions is in the final stages of development.

- *Training Modules*: DPKO implemented three training modules for different levels of personnel. DPKO's pre-deployment training modules on preventing sexual exploitation and abuse are mandatory for all UN military and civilian personnel; however, DPKO is not able to verify that troop contributing countries (TCCs) have carried out the training. All personnel arriving at UN missions are made aware of the UN's standards of conduct and "zero tolerance" policy, and receive sexual exploitation and abuse prevention training.
- *Women Peacekeepers*: DPKO is encouraging TCCs to increase the number of women peacekeepers at all levels, in part to facilitate the UN's task of encouraging the local communities to report allegations and to promote an environment that discourages sexual exploitation and abuse. In January 2007, India was the first country to deploy an all-female civilian police unit to the UN mission in Liberia. In March 2007, DPKO convened a small conference at the UN's Logistics Base in Brindisi, Italy with 30 gender experts to discuss approaches for increasing the number of women police officers in UN peacekeeping missions.
- *Implementation by Management*: Heads of UN peacekeeping missions must now task civilian managers and military commanders with implementing the programs and policies of the UN to eliminate sexual exploitation and abuse. Civilian managers' efforts to implement the UN's zero-tolerance policy on sexual exploitation are formally evaluated.
- *High-Level Discussion*: In December 2006, DPKO organized the "High-Level Conference on Eliminating Sexual Exploitation and Abuse," attended at senior levels by UN agencies, funds, programs, Member States, TCCs and NGOs. The conference revealed an impressive level of attention to the issue, across the spectrum of international responders to conflict.

Prosecution

- *Recommendations by Legal Experts:* A panel of legal experts completed its report on steps that could be taken to ensure that UN staff and experts on mission are held accountable, in accordance with due process, for criminal acts committed at their duty stations. A second panel of legal experts examined the question of whether the Secretary-General's 2003 Bulletin can bind national military and civilian contingent members until negotiations are completed in a revised memorandum of understanding (MOU) between the UN and the TCCs on standards of conduct. Member States are currently reviewing the recommendations of both legal panels.
- OIOS has investigative personnel in the field covering 12 peacekeeping missions, and will hire additional staff.

REFORM NOT FINALIZED

- *MOU between UN and TCCs:* The proposed model MOU for use between the UN and TCCs has been revised to include provisions for addressing sexual exploitation and abuse; however, the MOU has been in negotiation among members of the Special Committee on Peacekeeping Operations (C-34) since January 2006.
- *Standards of Conduct:* While the model MOU is under negotiation, the UN is also discussing with current TCCs ways to incorporate standards of conduct into existing MOUs.
- *Welfare and Recreation Reform:* The UN has not finalized a comprehensive strategy on welfare and recreation reform for mission personnel to prevent sexual exploitation and abuse. This draft document is expected to go to Member States for approval. In July 2005, UN headquarters instructed its missions to improve welfare and recreation facilities within existing budgets.
- *Victim Assistance Strategy:* The UN has not finalized a comprehensive victim assistance strategy, which was to have been completed by the end of 2005 and presented to the UN Security Council for approval. The issue of how and what assistance should be given to alleged victims without it being construed as admission of peacekeeper misconduct attributed to the delay. In the interim, the UN advised its missions to refer victims to local medical and psycho-social services.

Discipline and Accountability:

According to the UN Secretary-General's report on *Special Measures for Protection from Sexual Exploitation and Sexual Abuse* (A/60/861) released in May 2006, seven UN agencies received 373 new sexual exploitation and abuse allegations during 2005, of which 340 involved UN peacekeeping personnel. This report notes that the annual total was considerably higher than the 121 allegations reported for 2004. The former Secretary-General attributed the dramatic increase, in part, to greater awareness and use of the UN's reporting mechanism. In 2006 there were 357 allegations reported, but declined each month. In January 2006 there were 97 allegations and by December 2006 there were 12 allegations. This change may be due in part to introduction of Conduct and Discipline Teams to all missions in early 2006.

Discipline and accountability of accused members of national military and civilian contingents ultimately rests with the TCCs. France, India, Morocco, Nepal, Pakistan, Tunisia, and Uruguay have taken some form of disciplinary or criminal action against a total of 29 repatriated military and civilian personnel. However, there are many other repatriated personnel from these and other countries who have faced no further penalties for their abuse of power in cases of sexual exploitation and abuse. The UN is working with TCCs to ensure that staff and volunteers, and approximately 90,000 military and civilian peacekeepers serving in the UN's 18 missions do not add to the suffering of women and children in conflict or humanitarian crises. TCCs must take action to ensure 100 percent compliance with the UN's zero tolerance policy on sexual exploitation and abuse.

For further information on the UN's sexual exploitation and abuse prevention measures please go to <http://www.un.org/Depts/dpko/dpko>

NORTH ATLANTIC TREATY ORGANIZATION (NATO)

Situation

NATO is proactively undertaking measures to prevent military or civilian personnel assigned to NATO-led missions from engaging in human trafficking or sexual exploitation and abuse. There are no known allegations of sexual misconduct against NATO officials or staff. NATO currently has seven on-going missions with tens of thousands of soldiers, and undertakes numerous other activities throughout the year. In June 2004, NATO Allies and Partners adopted a *Policy on Combating Trafficking in Human Beings*. Among its provisions, NATO Allies and Partners committed to provide appropriate anti-human trafficking training to personnel taking part in NATO-led missions, support host-country law enforcement in anti-trafficking investigations, incorporate contractual provisions prohibiting contractors from engaging in trafficking, and evaluate implementation of efforts as part of on-going reviews. Anti-human trafficking directives are incorporated in all NATO operational plans. NATO employs three anti-human trafficking awareness training modules for troops, commanders, and military police. These modules are available online to personnel and are also offered at NATO's two training facilities. NATO Allies and Partners committed to provide anti-trafficking training for personnel and international staff prior to deployment. Officials and staff are subject to disciplinary action including dismissal. NATO Allies and Partners are responsible for taking any legal action against nationals participating in NATO missions. Personnel taking part in NATO missions are instructed to refer victims to local NGOs in order to receive legal or social services, and to work cooperatively with local law enforcement officials if they encounter a human trafficking situation.

Update

Since the release of the 2006 Trafficking in Persons Report, staff from NATO Allies and Partner nations have spent several months reviewing practical aspects of the implementation of NATO's anti-human trafficking policy to identify areas for improvement. A report with recommendations was submitted to senior-level NATO representatives in November 2006. NATO has appointed its Assistant Secretary-General for Defense Policy and Planning as Senior Coordinator on Counter-Trafficking in Human Beings to oversee its anti-human trafficking implementation efforts.

For further information on NATO's anti-human trafficking prevention measures please go to <http://www.nato.int/issues/trafficking/>

ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

Situation

The Organization for Security and Cooperation in Europe is proactively undertaking measures to prevent personnel from engaging in human trafficking or sexual exploitation. There are no known allegations of sexual misconduct against OSCE officials or staff. The OSCE has 19 field missions and approximately 3,450 personnel, including contractors, seconded staff, and international and locally-based employees. The OSCE Secretary-General is responsible for overseeing OSCE's efforts to prevent misconduct by personnel. The OSCE's *Code of Conduct For Staff and Mission Members* (Appendix 1 to Permanent Council 550/Corr.1, 27 June 2003) addresses general conduct of officials and staff while on mission, and "Staff Instruction 11" specifically focuses on preventing trafficking in persons. Both documents are incorporated into OSCE training modules provided during orientation training for all OSCE personnel, including for locally-hired staff at missions. Officials and staff are subject to disciplinary action including dismissal. However, OSCE member states and partners are ultimately responsible for taking any legal action against nationals participating in OSCE missions who violate the policy. Personnel at field missions are instructed to refer alleged victims to local NGOs for legal or social services and to work cooperatively with local law enforcement officials if they encounter a human trafficking situation.

Update

Since the release of the 2006 Trafficking in Persons Report, the 2006 OSCE Ministerial Council issued a decision on *Combating Sexual Exploitation of Children* (MC/DEC/15/06). Among the various provisions, the Ministerial Council tasked the OSCE executive structures to ensure the issue of child sexual exploitation is incorporated in code of conduct trainings and awareness-raising materials targeted at OSCE Officials.

For further information on the OSCE's anti-trafficking prevention measures please go to www.osce.org/activities/13029.html

GLOSSARY OF ACRONYMS

NGO	Non-Governmental Organization
IOM	International Organization for Migration
ILO	International Labour Organization
ILO-IPEC	International Labour Organization, International Program for the Elimination of Child Labour
UN	United Nations
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNHRC	United Nations High Commissioner for Refugees
UNDP	United Nations Development Program
UNODC	United Nations Office on Drugs and Crime
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
EU	European Union
OSCE	Organization for Security and Cooperation in Europe
ECOWAS	Economic Community of West African States
OAS	Organization of American States
2000 UN TIP Protocol	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime

A CLOSING NOTE FROM THE DRAFTERS OF THE REPORT

Vulnerable men enslaved—and cast into the sea

The terms vary: trafficking, forced labor, involuntary servitude, slavery . . . but the basic elements are the same. Someone seeks a better life and takes a risk by accepting an offer of employment—often outside his or her country—and finds a hell of servitude instead. We have shed light on the most vulnerable—women and children—but in the modern age of exploitation through debt and deception, there are many men who fall prey to traffickers. This Report shows the servitude suffered by so many men who have taken risks for themselves and their families, but end up enslaved by labor recruiters and employers.

At the age of 22, Ko Maung left his home in Mon State, Burma with his new bride to find work in a neighboring country. The newlyweds dreamed of earning enough money to return to Burma and build a home for their children. Ko Maung's wife went to work in a fish-processing factory; he took jobs aboard fishing vessels that took him to sea for two to three months. In 2003, he accepted what, he thought, was a safe offer of work on a fishing boat for two years. "You stay here, he told his wife as he left. "I will come back with money and we can go back to Burma." Later, his wife was told he had died during the final months of the fishing boat's three-year voyage.

From accounts of survivors who made it back, Ko Maung and 30 other Burmese recruited to work on a fleet of six fishing boats died at sea from forced labor, starvation, and vitamin deficiencies. They had been forced to remain at sea for years, denied pay, and fed only fish and rice. Workers made repeated requests to leave the boats, but were denied. They requested

medical attention but were ignored. As one after another grossly exploited man died at the end of the fishing voyage, their bodies were unceremoniously dumped overboard. They were used in forced labor until they could breathe no more. Those who survived were not paid for their work—which amounted to three years of enslavement.



This Report is dedicated to Ko Maung, who paid the ultimate price of slavery, and to his family whose dreams were crushed. Through the courage of his compatriots, and advocates who assist male victims of slavery, we have heard his voice of agony. We pledge to project his voice, breaking down the walls of indifference and corruption that protect businesses that rely on this despicable trade in disposable humans.

Thank you for your support. Thank you for joining us.

Rebecca Billings
Kathleen Bresnahan
Jennifer Schrock Donnelly
Dana Dyson
Shereen Faraj
Barbara Fleck
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Eleanor Kennelly Gaetan
Paula R. Goode
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Amy O'Neill Richard
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Jane Nady Sigmon
Andrea Smail

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Mark B. Taylor
Caroline S. Tetschner
Jennifer Topping
Rachel Yousey Raba
Veronica Zeitlin



Hagar Foundation provides day-care to children of human trafficking survivors while their mothers receive education and vocational training, allowing the families to rebuild their lives.

PHOTO CREDITS

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