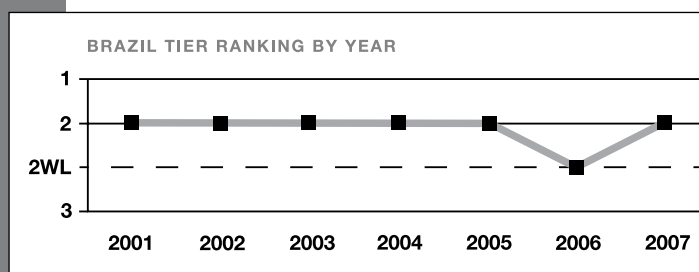


remained lacking. In October 2006, President Lula directed the creation of a national plan of action against trafficking for all forms of exploitation, the coordination of governmental anti-trafficking efforts through the Secretariat of Justice, and the dedication of funding for the government's multi-sectoral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



### Prosecution

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

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

state of Sao Paulo for internal sex trafficking, marking the first recorded arrest for internal trafficking since it became a federal offense.

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

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

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

### Child Sex Tourism

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

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

### Protection

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

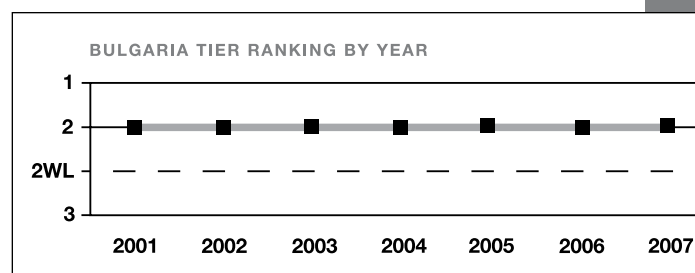
### Prevention

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

included the creation of a separate database and police and prosecutor training, began in late 2006.

## BULGARIA (Tier 2)

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



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

### Prosecution

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

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

### Protection

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

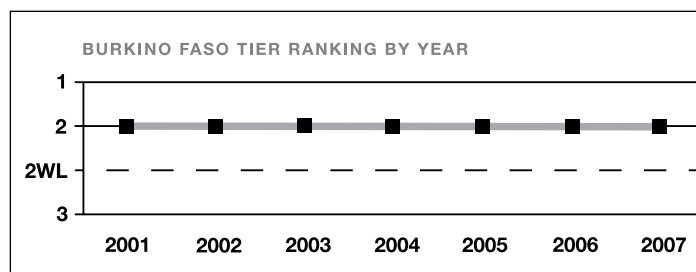
### Prevention

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

## BURKINA FASO (Tier 2)

Burkina Faso is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation, with most victims being children. Within the country, children are trafficked for

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



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

### Prosecution

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

## Protection

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

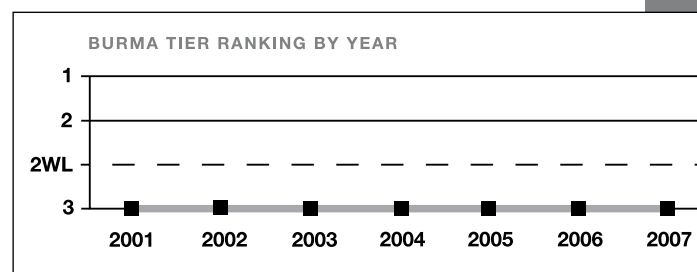
## Prevention

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

## BURMA (Tier 3)

Burma is a source country for women, children, and men trafficked for the purposes of forced labor and commercial sexual exploitation. Burmese women and children are trafficked to Thailand, the People's Republic of China (P.R.C.), Bangladesh, Malaysia, South Korea, and Macau for sexual exploitation, domestic servitude, and forced labor. Some Burmese migrating abroad for better economic opportunities wind up in situations of forced or bonded labor or forced prostitution. Burmese children are trafficked to Thailand as forced street hawkers and beggars, unlawfully used internally as child soldiers and trafficked to work in shops, agriculture, and small-scale industries. Reports indicate some trafficking of Bangladeshi persons to Malaysia and P.R.C. nationals to Thailand through Burma. Internal sex trafficking of women and girls occurs primarily from villages to urban centers

and transportation and economic hubs, such as truck stops, fishing villages, border towns, and mining and military camps. The military junta's gross economic mismanagement, human rights abuses, and its policy of using forced labor are the top causal factors for Burma's significant trafficking problem. The official ban on overland emigration of most young women drives some seeking to leave the country into the hands of "travel facilitators," who may have ties with traffickers.



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

## Prosecution

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



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

### Protection

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

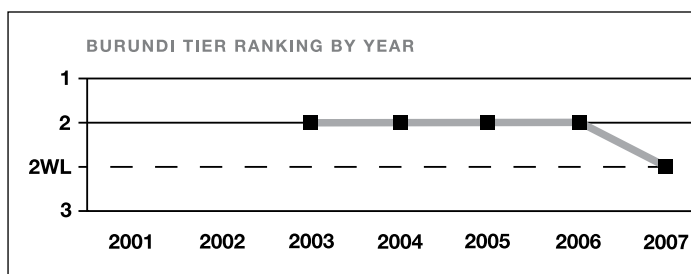
### Prevention

The Burmese government marginally increased its efforts to prevent international trafficking in persons. The Women’s Affairs Federation and National Committee for Women’s Affairs conducted almost 8,000 educational sessions for women around the country that included information about the risks of trafficking. The government also distributed pamphlets and newsletters by an international organization, published press articles, and aired television and radio plays on trafficking. The

Central Police Training Institute includes trafficking in its curriculum for incoming cadets and in-service police training.

## BURUNDI (Tier 2 Watch List)

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



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

### Prosecution

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

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

### Protection

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

In August, the Ministry of Defense's National Disarmament, Demobilization, and Reintegration (DDR) Commission assumed responsibility for child

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

### Prevention

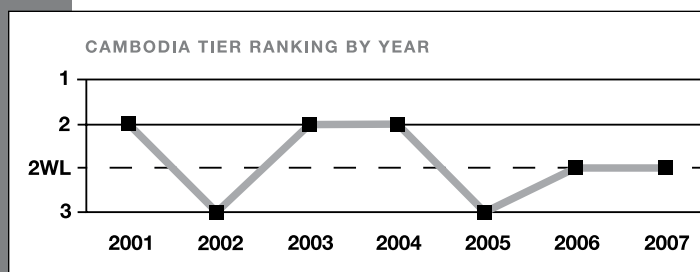
The government did not initiate a vigorous public awareness campaign. Nevertheless, in 2006, the Ministry of National Solidarity and Human Rights, in conjunction with the National DDR Commission, began sponsoring weekly radio spots in the major cities and provinces to better educate the population about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

## CAMBODIA (Tier 2 Watch List)

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

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

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



### Prosecution

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

new name and in early 2007, police conducted a raid and re-arrested the owner, manager and two others. The Prime Minister urged the Supreme Council of the Magistrate to investigate the Appeals Court decision. Svay Pak, a notorious brothel area in Phnom Penh that had been shut down in 2005 by police anti-trafficking operations, began operating again in early 2007.

### Child Sex Tourism

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

### Protection

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

### Prevention

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

## CAMEROON (Tier 2)

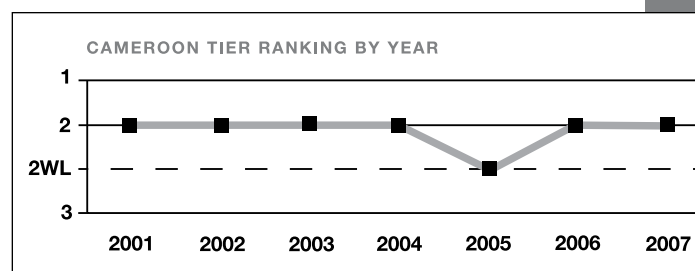
Cameroon is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and commercial sexual exploitation. Most victims are children trafficked within the country, with girls trafficked for domestic servitude, to work as nannies, or for sexual exploitation.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

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

### Prosecution

The Government of Cameroon made weak law enforcement efforts to combat trafficking during the last year. Cameroon does not prohibit all forms of trafficking, though it criminalizes child trafficking and slavery through its 2005 anti-child trafficking law, which prescribes a penalty of 20 years' imprisonment — a punishment sufficiently stringent and

more severe than that for rape. The government continued to draft a law prohibiting trafficking of adult women. In November 2006, police arrested nine individuals for trafficking 16 Nigerian children from Nigeria through Cameroon en route to Saudi Arabia. According to NGOs, the government may have prosecuted or convicted traffickers during the year; however, it did not report this due to its lack of a crime data collection system. Eight traffickers whose cases have been pending since 2005 are still awaiting trial. The government does not provide trafficking training to law enforcement officials.



### Protection

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

### Prevention

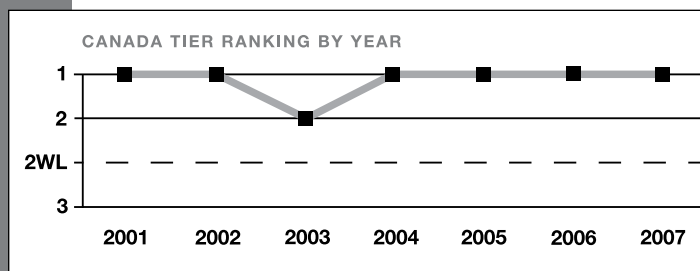
The Government of Cameroon made insufficient efforts to raise awareness about trafficking during the reporting period. With NGOs and the ILO, the government in June 2006 jointly organized a conference, concert and exhibit commemorating the World Day Against Child Labor. In September 2006, the Ministry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



## CANADA (Tier 1)

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

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



### Prosecution

The Government of Canada sustained law-enforcement efforts against human traffickers during the reporting year. Canada prohibits all forms of human trafficking through Law C-49, which was enacted in late 2005, and which prescribes a maximum penalty of 14 years' imprisonment, a penalty that is sufficiently stringent and commensurate with those for other grave crimes. Transnational human trafficking is specifically prohibited by Section 118 of Canada's Immigration and Refugee Protection Act (IRPA), which carries a maximum penalty of life imprisonment and a \$1 million fine. Law C-49 also prohibits a defendant from receiving a financial or material

benefit from trafficking; this offense is punishable by up to 10 years in prison. Withholding or destroying a victim's identification or travel documents to facilitate human trafficking is punishable by up to five years in prison. Canada also prohibits child sex tourism through a law with extraterritorial application. During the reporting period, the government opened 10 trafficking investigations under the IRPA and Law C-49, reflecting a decrease overall from 2005. The government in 2006 secured five trafficking-related convictions, resulting in sentences of up to eight years in prison. Nine trafficking prosecutions are ongoing. Most trafficking cases are prosecuted on the provincial level.

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

### Protection

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

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

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

### Prevention

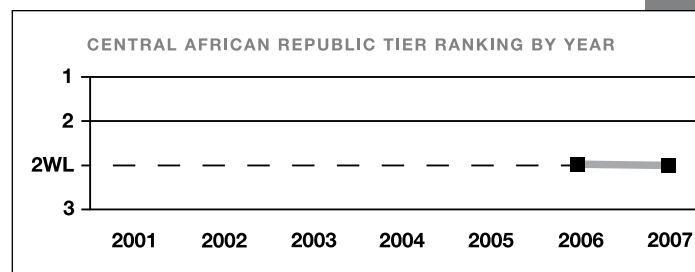
The government increased anti-trafficking prevention efforts during the reporting period. Canada coordinates anti-trafficking policies through its Interdepartmental Working Group and the Human Trafficking National Coordination Center, which received increased staffing and resources in 2006. The government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

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

## CENTRAL AFRICAN REPUBLIC (Tier 2 Watch List)

The Central African Republic (C.A.R.) is a source, transit and destination country for children trafficked for the purposes of forced labor and sexual exploitation. While the majority of child victims are trafficked internally, some are also trafficked to and from Cameroon, Nigeria, and the Democratic Republic of the Congo. Children may also be trafficked from Rwanda to the C.A.R. Children are trafficked for sexual exploitation, domestic servitude, forced labor in diamond mines, shops and other forced commercial labor activities, such as ambu-

lant vending. Awareness of trafficking in the C.A.R. is underdeveloped. No comprehensive trafficking studies have been conducted and little concrete data exists. A 2005 UNICEF study on child sexual exploitation, however, found over 40 sex trafficking cases in Bangui and four provinces. Indigenous pygmies may also be subjected to forced labor or labor in slave-like conditions within the C.A.R.



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

### Prosecution

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

### Protection

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

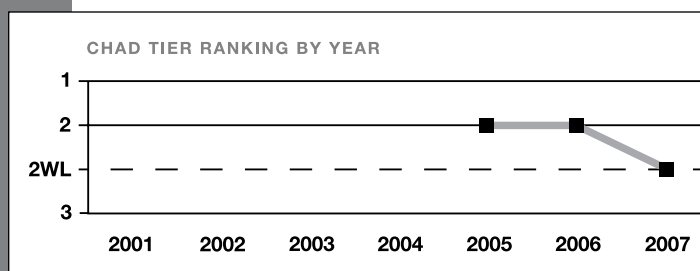
tion, the government also refers destitute children to NGOs for care. The Minister of Social Affairs has begun to organize an NGO network to improve government and civil society cooperation in providing care to children in distress, including trafficking victims. The government does not encourage victims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

### Prevention

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

## CHAD (Tier 2 Watch List)

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



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

response to trafficking, Chad should pass its draft law prohibiting child trafficking, closely monitor its armed forces to ensure minors are not unlawfully recruited, enforce trafficking-related laws to arrest and prosecute traffickers, liaise with NGOs and international organizations to care for victims, and increase efforts to raise awareness about trafficking.

### Prosecution

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

### Protection

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

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

### Prevention

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

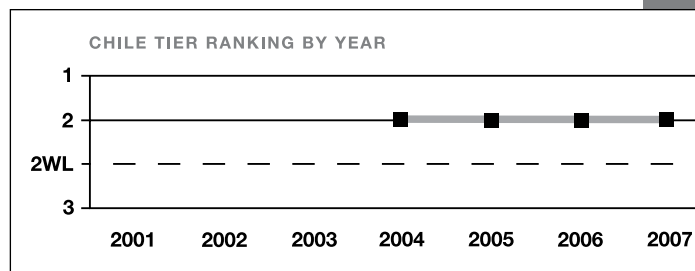
## CHILE (Tier 2)

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

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

### Prosecution

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



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

### Protection

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

### Prevention

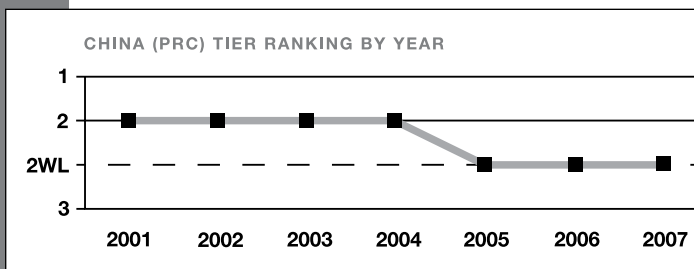
The government continued prevention efforts during the reporting period. The government conducted regular education and outreach campaigns, which were geared to prevent the sexual exploitation of minors. The government also continued to conduct joint public awareness-raising projects with NGOs and international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



## CHINA (Tier 2 Watch List)

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

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



The Government of P.R.C. does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. China is placed on Tier 2 Watch List for the third consecutive year for its failure to show evidence of increasing efforts to improve comprehensive victim protection services and address

trafficking for involuntary servitude. China made improvements in some areas, such as by sustaining efforts to enforce its laws against trafficking and showing some improvements in victim care in key geographic locations by building shelters to provide trafficking victims with short-term care. It failed, however, to improve comprehensive victim assistance in a number of locations and continued to treat North Korean victims of trafficking as economic migrants, routinely deporting them back to horrendous conditions in North Korea. China improved its cross-border anti-trafficking cooperation with Vietnam and at times cooperated with the United States law enforcement agencies on select human smuggling cases. The two sides established a working group on human smuggling under the framework of the U.S.-China Joint Liaison Group on law enforcement cooperation. China's efforts to combat trafficking for forced labor remained inadequate. China should take significant measures to improve in these areas; revise its anti-trafficking provisions to align with its international obligations, including prohibiting the commercial sexual exploitation of children under age 18 and all forms of forced labor; and proceed with its plans to finalize and adopt the National Action Plan.

### Prosecution

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

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

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

### Protection

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

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

China has taken some steps to better identify and protect some foreign and domestic trafficking victims, particularly through enhanced cross-border cooperation. Nevertheless, some trafficking victims,

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

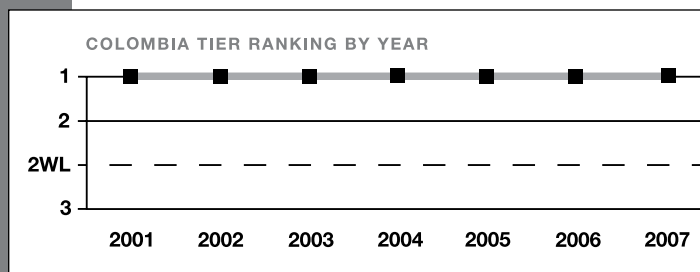
### Prevention

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

## COLOMBIA (Tier 1)

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

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



### Prosecution

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

### Protection

The government sustained its efforts to address victims' needs during the reporting period. The Colombian government provides limited funding to NGOs to provide shelter and other services to trafficking victims, and it relied on NGOs and international organizations to provide the bulk of victim assistance. The government provides specialized

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

### Prevention

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

## COSTA RICA (Tier 2)

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

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

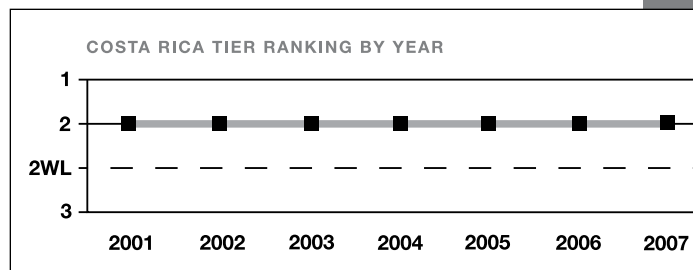
### Prosecution

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

### Protection

The Costa Rican government's efforts to protect trafficking victims remained limited during the reporting year. There are no specialized shelters for trafficking victims, although the government did fund an NGO working with victims of sexual exploitation. Protective services overall are severely lacking, and there are no formal procedures for identifying trafficking victims among vulnerable

populations, such as persons detained for prostitution or immigration violations. The government did not penalize victims for unlawful acts committed as a direct result of being trafficked. However officials treated some adult victims as illegal migrants and deported them without taking steps to determine if they were victims. Foreign nationals identified as trafficking victims could be repatriated, or apply for work permits or refugee status. Costa Rican authorities encourage victims to assist in the investigation and prosecution of their traffickers.



### Prevention

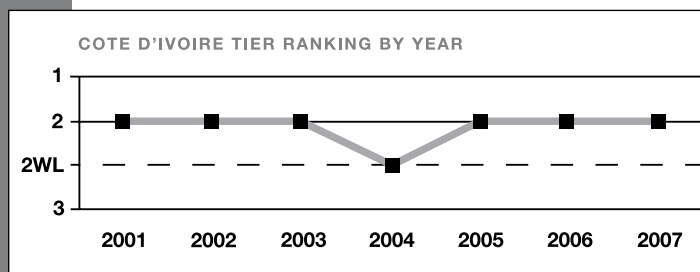
The government made additional progress on prevention activities during the reporting year. President Arias condemned human trafficking in public statements, and the government acknowledges the serious nature of the problem. Campaigns against child sex tourism continued, in addition to television, radio,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

## COTE D'IVOIRE (Tier 2)

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



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



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

#### Prosecution

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

about the others. NGOs report that security forces often use their position to sexually exploit women in prostitution. The government trained four judges and 15 security and defense officers about trafficking.

#### Protection

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

#### Prevention

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

## CROATIA (Tier 2)

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

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

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

### Prosecution

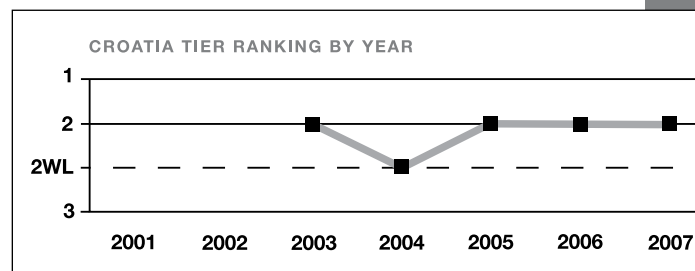
The Government of Croatia demonstrated continued law enforcement efforts to investigate and prosecute trafficking cases and arrest offenders. Croatia criminally prohibits trafficking for sexual and labor exploitation through Criminal Provision 175 in its penal code. Penalties prescribed for trafficking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

### Protection

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

The government provides foreign victims with legal alternatives to their removal to countries where they may face hardship or retribution. Victims facing

threats of retribution are eligible for temporary residence permits issued for a maximum of two years. Upon the temporary permit's expiration, a victim may request a permanent permit to remain in Croatia.



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

### Prevention

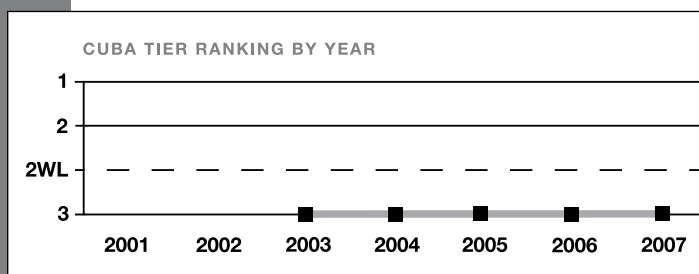
The Government of Croatia increased its efforts to prevent trafficking in persons in 2006. The government continued two public awareness campaigns begun in 2005. One campaign included television spots, ads placed on trams and at train stations, and billboards advertising the government-sponsored help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

## CUBA (Tier 3)

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

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

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



### Prosecution

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

### Protection

Efforts by the Government of Cuba to aid trafficking victims were not officially reported over the last year, but appeared weak. Strong evidence suggests that victims are punished for unlawful acts

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

### Prevention

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

## CYPRUS (Tier 2 Watch List)

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

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

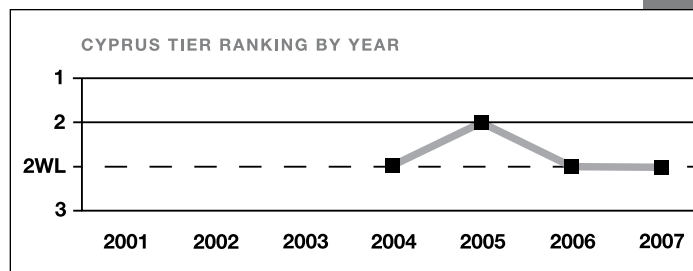
increase its efforts by launching a number of public awareness campaigns. It also developed and distributed a victim assistance and referral handbook for all relevant government departments. However, more remains to be done. The Government of Cyprus must continue to demonstrate a credible political commitment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

### Prosecution

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

### Protection

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



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

### Prevention

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

### Area Administered by Turkish Cypriots

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

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

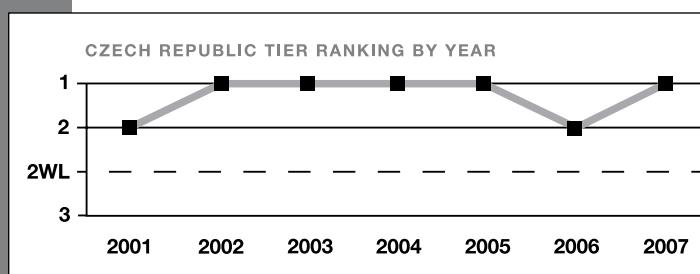
The area administered by Turkish Cypriots does not have a law that specifically prohibits trafficking in persons, and authorities continue to confuse trafficking with smuggling. All potential trafficking cases were tried on the charges of “living off the earnings of prostitution” or “encouraging prostitution.”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



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

## CZECH REPUBLIC (TIER 1)

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



complies with the minimum standards for the elimination of trafficking. The Czech Republic made several positive efforts over the reporting period, including: the creation of a new forced labor police unit; the elimination of a program of exploitative North Korean contract labor for private industry in the Czech Republic; and the funding of a demand reduction campaign in several regions of the country and in Ukraine. The government should: vigorously prosecute and convict traffickers and increase

the number of convicted traffickers serving time in prison; continue to provide training for prosecutors and judges; and continue to train labor inspectors on how to identify victims of labor trafficking.

### Prosecution

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

### Protection

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

## Prevention

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

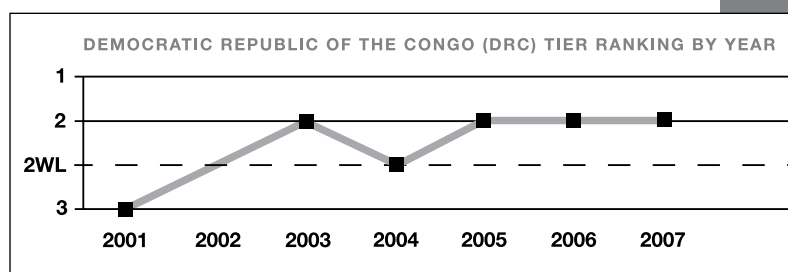
## DEMOCRATIC REPUBLIC OF THE CONGO (Tier 2)

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

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

## Prosecution

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



## Protection

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

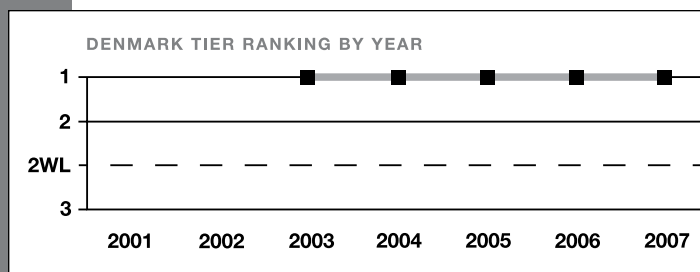
including child soldiers and children in prostitution. The government does not generally penalize victims of trafficking for unlawful acts committed as part of their being trafficked, but does not encourage victims of trafficking to assist in the investigation and prosecution of their exploiters.

### Prevention

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

## DENMARK (Tier 1)

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



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

### Prosecution

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

### Protection

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

### Prevention

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

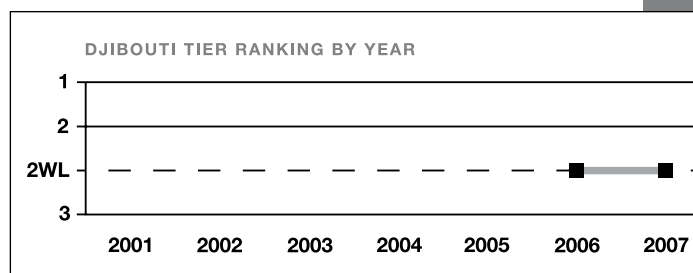
## DJIBOUTI (Tier 2 Watch List)

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

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

### Prosecution

During the year, the government slightly improved its law enforcement efforts against the commercial sexual exploitation of children, although no traffickers were punished. Djiboutian authorities conducted increased patrols for children at risk of involvement in prostitution and closed down establishments facilitating prostitution. Djibouti does not have a comprehensive anti-trafficking law, though its laws explicitly criminalizing pimping, employing minors, forced labor, and debauching of a minor could be used to prosecute traffickers. During the reporting period, the Ministries of Foreign Affairs and Justice and the National Assembly formed a working group to begin drafting a national anti-trafficking law. In 2006, Djibouti's Brigade des Meurs (Vice Police) conducted nightly sweeps of the capital city after dark and preventatively detained 192 Ethiopian and Somali minors who they identified as at risk of prostitution; most were held briefly and released or deported. There were no prosecutions of traffickers during the year; however, observing a flagrant case of child prostitution, the police arrested and charged the foreign client, who then fled the jurisdiction



after he was released pending trial. Djiboutian police monitored bars in Djibouti City, enforcing alcohol permits and detaining suspected pimps and females in prostitution; specific information regarding the punishment of pimps was unavailable. Police reportedly closed down bars where child prostitution was occurring; detailed information was not provided about such closures. The government did not provide any specialized training for government officials in trafficking recognition or in the provision of assistance to trafficking victims.

### Protection

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

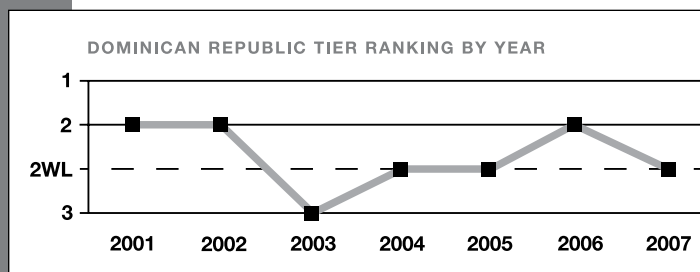
### Prevention

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



## DOMINICAN REPUBLIC (Tier 2 Watch List)

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



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

### Prosecution

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

### Protection

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

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

### Prevention

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

## EAST TIMOR (Tier 2)

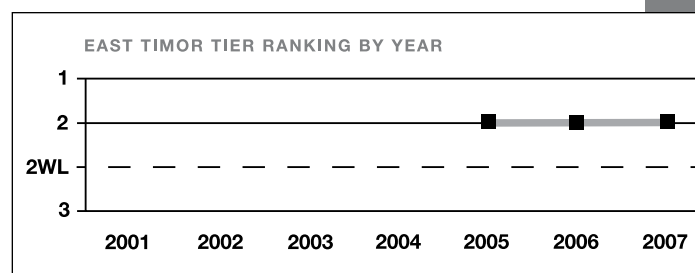
East Timor is a destination country for women from Thailand, Indonesia, the Philippines, and the People's Republic of China (P.R.C.) trafficked for the purpose of commercial sexual exploitation. Internal trafficking of Timorese women and girls from rural areas to Dili for sexual exploitation is a problem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

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

### Prosecution

The Government of East Timor showed minimal anti-trafficking law enforcement efforts over the past

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



### Protection

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

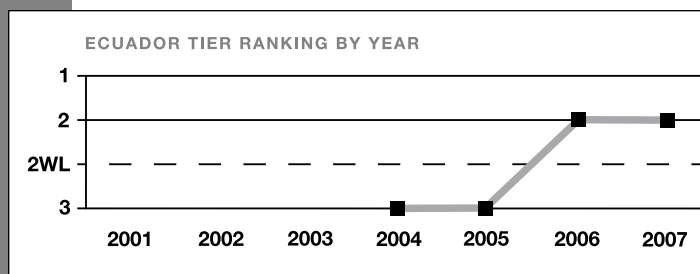
abandonment process, and there were no reports of voluntary abandonment being forced or involuntary. Several other victims were repatriated through the help of their embassies or an international organization. Trafficking victims are generally not treated as criminals. The Ministry of Labor works with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

### Prevention

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

## ECUADOR (Tier 2)

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



The Government of Ecuador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, the government passed legislation to close a major legal loophole in the 2005 anti-trafficking law, which had hindered trafficking prosecutions. The government also stepped up prosecutions and investigations of traffickers and intensified training for police, prosecutors, and official personnel. It expanded efforts to raise public awareness and

improve protection for victims. The Ecuadorian government committed to combat human trafficking when the former President signed the National Anti-Trafficking in Persons plan in August 2006. The government should strengthen efforts to investigate and convict traffickers, especially in the areas of commercial sexual exploitation of children and child labor. It should continue to work with civil society to train government personnel, raise public awareness, and improve protection for victims.

### Prosecution

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

### Protection

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

### Prevention

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

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

## EGYPT (Tier 2 Watch List)

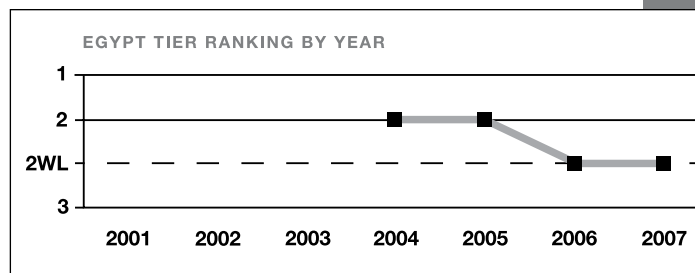
Egypt is a transit country for women trafficked from Uzbekistan, Moldova, Ukraine, Russia, and other Eastern European countries to Israel for the purpose of sexual exploitation, and may be a source for children trafficked internally for commercial sexual exploitation and domestic servitude. Reports indicate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

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

## Prosecution

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

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



## Protection

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



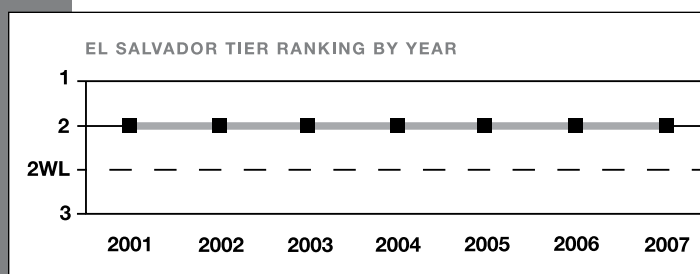
to assist in investigations against their traffickers. Egypt should institute a formal mechanism to identify victims and refer them to protection services offered by local NGOs. The government should also cease arresting child victims of commercial sexual exploitation and should support protection services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

### Prevention

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

## EL SALVADOR (Tier 2)

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



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

### Prosecution

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

### Protection

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

### Prevention

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

## EQUATORIAL GUINEA (Tier 3)

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

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

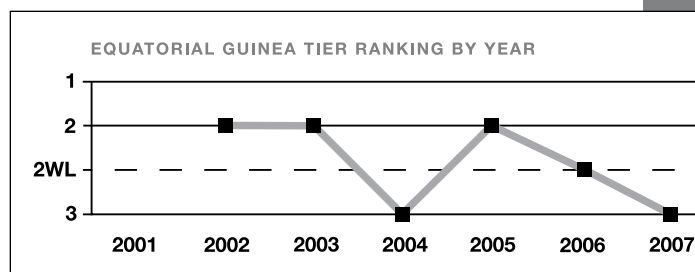
### Prosecution

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

to the international community to request additional law enforcement training.

### Protection

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



### Prevention

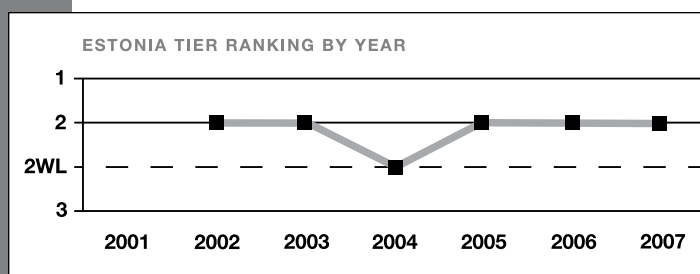
The Government of Equatorial Guinea made progress in raising awareness about trafficking during the year. The government disseminated its 2006 National Action Plan through workshops for over 500 representatives from local, provincial and national government agencies, foreign government and international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

## ESTONIA (Tier 2)

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

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

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



### Prosecution

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

### Protection

Although Estonia significantly improved its victim assistance policies, no victims received state assistance during the reporting period. In accordance with the 2006 National Action Plan, Estonia systemized its support services and increased cooperation between NGOs and national victim support services. During the reporting period, state social workers and victims' assistants provided victim identification and referral training to law enforcement. Estonian authorities do not penalize victims for unlawful acts committed as a direct result of their being trafficked.

Estonia encourages trafficking victims to participate in trafficking investigations and prosecutions. In 2006, Estonia amended its law to allow foreign trafficking victims to obtain temporary residency permits during the duration of the criminal investigation and prosecution of their case.

### Prevention

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

## ETHIOPIA (Tier 2)

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

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

### Prosecution

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

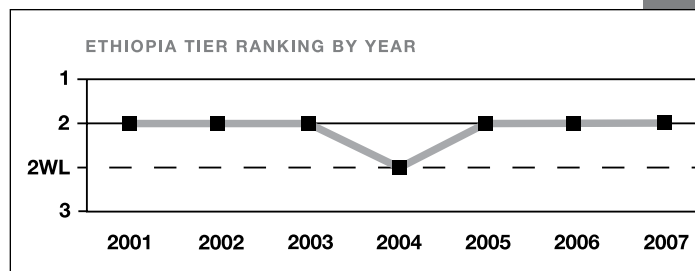
reporting period, prosecution of cases referred to the prosecutor's office remained inadequate. Ethiopia's penal code prohibits all forms of trafficking for labor and sexual exploitation; those violating these statutes face from 5 to 20 years' imprisonment, punishments that are sufficiently stringent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

### Protection

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

### Prevention

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



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

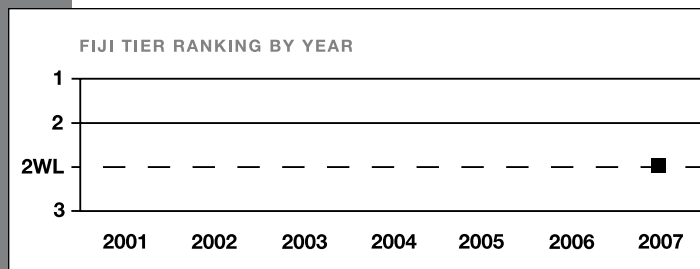
## FIJI (Tier 2 Watch List)

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

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



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



### Prosecution

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

### Protection

The Government of Fiji demonstrated limited efforts to protect or assist victims of trafficking. Due to severe resource constraints, the government relies on services provided by international organizations or NGOs. The government showed no sign of having a policy or procedures for the identification of victims of trafficking and their referral to protection services. The Government of Fiji did not actively encourage victim participation in the investigation of traffickers, sex tourists, or exploitative employ-

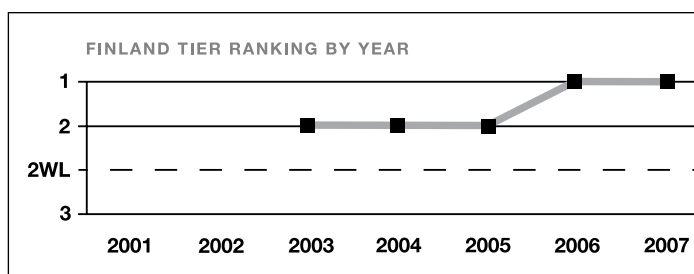
ers during the year. There is no legal alternative to removal for victims that may face hardship or retribution in a source country. The interim government quickly deported P.R.C. women in prostitution without attempting to identify them as victims of trafficking. Foreigners who may have been trafficked are detained and deported for unlawful acts such as prostitution or immigration violations. As part of a "clean up" campaign, the current interim government arrested women and children in prostitution. There is no government referral program for victims or training for law enforcement or immigration officials to recognize trafficking or how to treat victims.

### Prevention

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

## FINLAND (Tier 1)

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



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

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

### Prosecution

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

### Protection

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

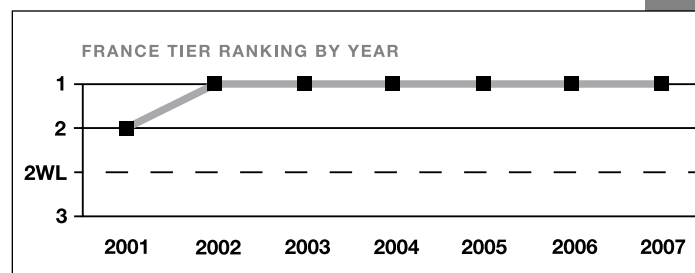
### Prevention

Finland maintained its strong trafficking prevention efforts both domestically and abroad. The government sustained its domestic demand reduction

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

## FRANCE (Tier 1)

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



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

### Prosecution

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

### Protection

The Government of France continued to protect and assist victims of trafficking in 2006. The government encourages victim participation in the investigation of traffickers, and victims may file civil complaints against traffickers. A trafficking victim who files a complaint against a trafficker or testifies against him or her is eligible for a temporary three-month residency card and a work permit. The temporary card can be renewed for another three months and again for a period of six months. Moreover, an Interior Ministry circular of 2005 authorized authorities not to return trafficking victims to countries where they will suffer mistreatment. The government does not provide information on how many of these permits it issues, as they are provided through mayor's offices and not tabulated nationally. However, the figure in 2005 was over 300 permits issued in Paris alone. If the trafficker is convicted, the victim is eligible for a permanent residency card. Occasionally women in prostitution are arrested and fined for

solicitation without being screened to determine whether they are victims. The government and City of Paris fund comprehensive services and long-term shelter facilities for trafficking victims through the Accompaniment Places of Welcome (ALC). The ALC network of 33 NGOs provides victim services in 36 shelters across France. In 2006, the ALC received notifications on 58 trafficking victims in need of shelter and placed 52 victims in 25 shelters with six victims returned to their country of origin.

### Prevention

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

## GABON (Tier 2)

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

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

### Prosecution

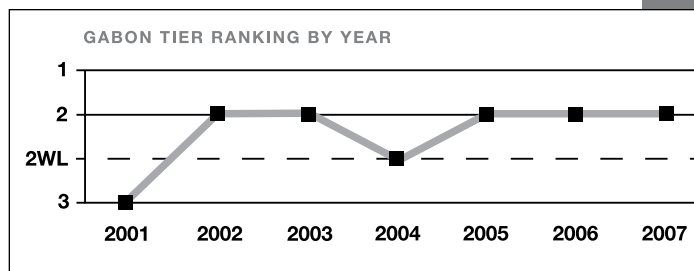
The Government of Gabon demonstrated weak anti-trafficking law enforcement efforts over the last year. Gabon prohibits child labor trafficking through its 2004 Law Preventing and Combating Child Trafficking, which prescribes penalties of 5 to 15 years' imprisonment and a \$20,000-40,000 fine. These penalties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

### Protection

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

### Prevention

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



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

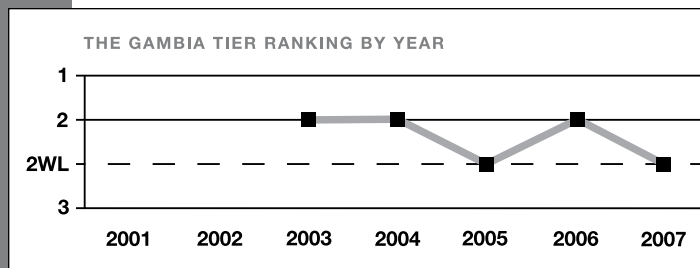
## THE GAMBIA (Tier 2 Watch List)

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

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



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



### Prosecution

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

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

### Protection

The Gambian government made modest efforts to provide care for trafficking victims during the year. The Gambia continued to operate the children's shelter it opened in February 2006, and it plans to open a second shelter in the Upper River Region.

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

### Prevention

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

## GEORGIA (Tier 1)

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

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

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

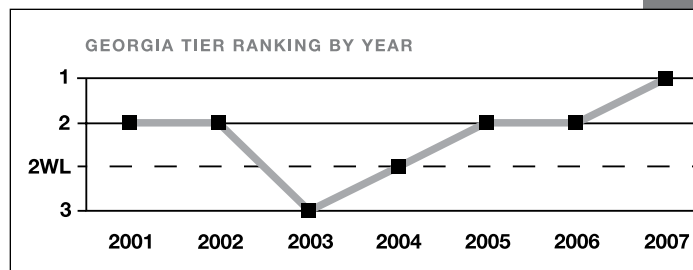
### Prosecution

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

### Protection

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

and rehabilitation and reintegration services. In July 2006, the government donated a building in Batumi to be used as a trafficking shelter and funded 70 percent of the shelter's operating costs.



### Prevention

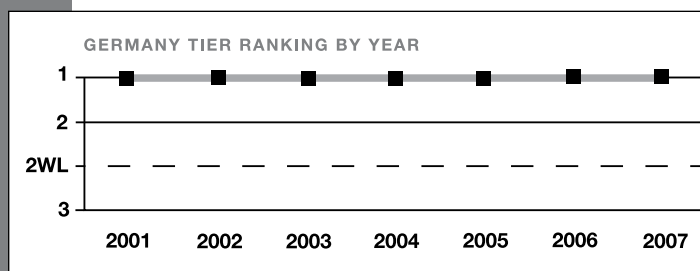
In September 2006, the Government of Georgia established the Permanent Anti-Trafficking Coordination Council, replacing the temporary council established in 2005. The new Council drafted a comprehensive 2007-2008 National Action Plan, which was approved by the President in January 2007. During the reporting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

## GERMANY (Tier 1)

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

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

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



### Prosecution

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

### Protection

Germany continued to provide good victim assistance and protection over the reporting period. Approximately 25 counseling centers in Germany provided assistance and facilitated victim protection, including shelter. Police continued to effectively implement procedures for identifying victims and referred them to protective services. In 2005, authori-

ties identified a total of 642 victims, of which 527 were from foreign countries. Foreign victims that are illegally present in Germany are granted a four-week reflection period; victims who assist law enforcement with investigations and prosecutions are eligible to stay in Germany for the duration of the trial. The government may grant permanent residence permits to those victims who face hardship or retribution upon return to their home country. Victims are not penalized for unlawful acts committed as a direct result of their being trafficked.

### Prevention

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

## GHANA (Tier 2)

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

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

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

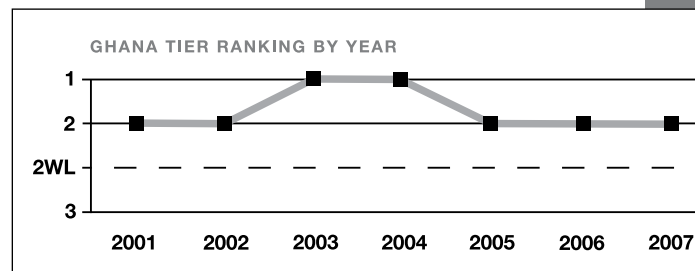
### Prosecution

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

### Protection

The Government of Ghana demonstrated sustained but inadequate efforts to provide care for trafficking victims during the year. The government does not have formal procedures for the identification of victims among vulnerable populations such as persons detained for prostitution or immigration violations, and for their referral to protection services. It continued to contribute utilities and personnel to the private Madina shelter for child trafficking victims. However, this facility, which assisted approximately 75 victims in the last year is too small to meet the full demand for care. The government also operates two children's homes in Accra, where victims can be housed temporarily until they are repatriated, but these homes are stretched beyond capacity. The government plans to improve its protection services once it establishes the Human Trafficking Fund to provide victim assistance. In August 2006, police rescued 46 child victims trafficked within Ghana and officials returned them to their home communities.

Government efforts to encourage victims to assist in trafficking investigations or prosecutions are hampered by a lack of coordination between agencies responsible for anti-trafficking activities. While Ghana's anti-trafficking law allows for victims to remain in Ghana if it is in their best interest after their trafficking has been prosecuted, this provision has never been implemented. Most victims of trafficking are not penalized for unlawful acts committed as a direct result of being trafficked, but foreign victims rescued on Ghana's borders are frequently turned away rather than provided with care.



### Prevention

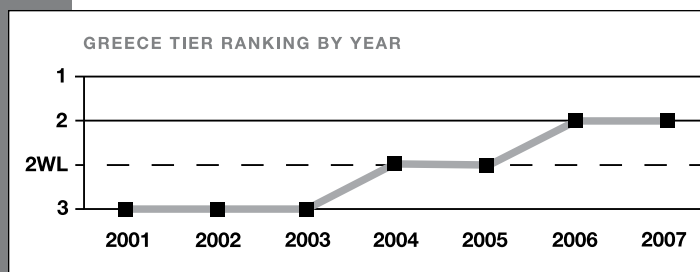
The Government of Ghana demonstrated strong efforts to raise awareness about trafficking during the reporting period. The government conducted anti-trafficking media sensitization campaigns and organized workshops. For example, in December 2006, the government held a one-day workshop in Tema to build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

## GREECE (Tier 2)

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



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



### Prosecution

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

### Protection

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

### Prevention

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

## GUATEMALA (Tier 2 Watch List)

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

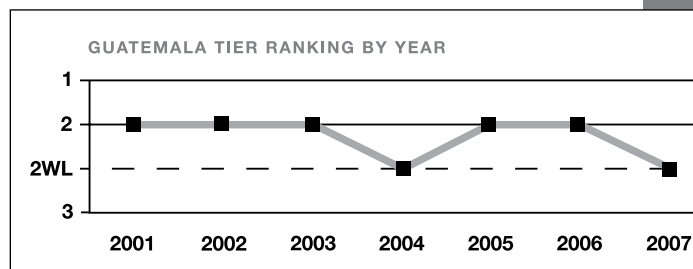
subject to commercial sexual exploitation in Mexico, Belize, and the United States. In the Mexican border area, Guatemalan children are exploited for forced labor and begging; Guatemalan men and women are exploited for labor in commercial agriculture. Border areas with Mexico and Belize remain a top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

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

### Prosecution

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

combating trafficking in persons. But credible reports also indicate that some local officials have facilitated acts of human trafficking by compromising police investigations and raids of brothels, accepting bribes, and falsifying identity documents. The government should take additional steps to identify these corrupt officials and punish them.



### Protection

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

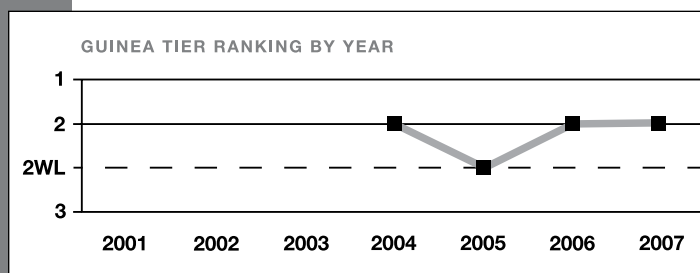
### Prevention

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

## GUINEA (Tier 2)

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

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



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

#### Prosecution

The Government of Guinea made minimal efforts to combat trafficking through law enforcement in the last year. Guinea prohibits all forms of trafficking in persons through separate statutes. Labor trafficking is criminalized through Article 337 of its 1998 Penal Code, which prescribes penalties of six months' to 10 years' imprisonment — penalties that are sufficiently stringent. Forced prostitution and child prostitution are criminalized by Article 329 of its Penal Code, which prescribes penalties of six months' to two years' imprisonment if the trafficked victim is an adult, and two to five years' imprisonment if the victim is a child. These penalties for sex trafficking of adults are not sufficiently stringent and not commensurate with penalties prescribed for other grave crimes, such as rape. The government arrested and jailed a suspected trafficker for attempting to sell his daughter. The police arrested two individuals for trafficking a minor to Liberia for domestic servitude, but the case could not be

pursued because the victim denied the charges and asked that the suspects be released. The police are currently investigating two transnational trafficking cases. During the last year, the government continued drafting a law prohibiting all forms of trafficking and a separate law against child trafficking as part of a new child legal code. The government failed to investigate reports that higher level government officials might be protecting some traffickers. Guinea also failed to respond to a report of child commercial sexual exploitation.

#### Protection

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

#### Prevention

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

### GUINEA-BISSAU (Tier 2)

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

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

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

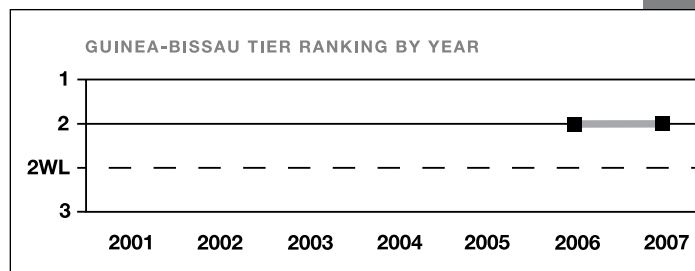
### Prosecution

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

### Protection

The Government of Guinea-Bissau made significant efforts to provide care for trafficking victims during the year. While the government does not operate victim shelters, it continued to contribute \$16,000 per year to an anti-trafficking NGO (AMIC), providing care to trafficking victims. Police and border officials continued to identify and refer victims to AMIC for care. In 2006, police and the Bissau-Guinean embassy in Senegal coordinated with NGOs and IOM to repatriate 92 Bissau-Guinean victims from Senegal and two victims from Guinea-Bissau to Guinea and Senegal respectively. Police and border officials assisted AMIC in locating the parents

of repatriated victims. These child victims sometimes lived with the Gabu police commissioner until their parents could be found. Guinea-Bissau's Ambassador to Senegal also housed children who were awaiting repatriation from Senegal, when no alternative could be found. In February 2007, Bissau-Guinean immigration officials on the border with Guinea coordinated with police to rescue 29 Guinean boys. The government does not encourage victims, all of whom are children, to assist in trafficking investigations and prosecutions. Victims are not penalized for unlawful acts committed as a direct result of being trafficked.



### Prevention

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

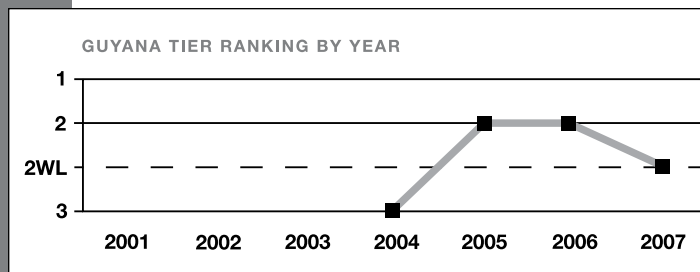
## GUYANA (Tier 2 Watch List)

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

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



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



### Prosecution

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

### Protection

The Government of Guyana made modest progress in providing victim assistance during the reporting period. It included limited NGO funding assistance in its 2007 budget and provided training for police and public officials on identifying trafficking victims.

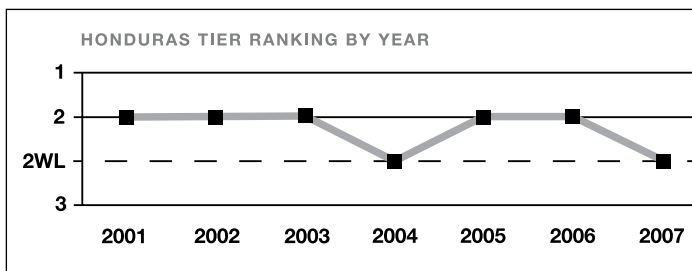
In June 2006, six police officers and two officers from the Counter-Trafficking Unit participated in an anti-trafficking training program organized by IOM. Victims' rights are generally respected, and there were no reports of victims being penalized for crimes committed as a direct result of being trafficked. Guyanese authorities encourage victims to assist in the investigation and prosecution of their traffickers.

### Prevention

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

## HONDURAS (Tier 2 Watch List)

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



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

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

### Prosecution

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

### Protection

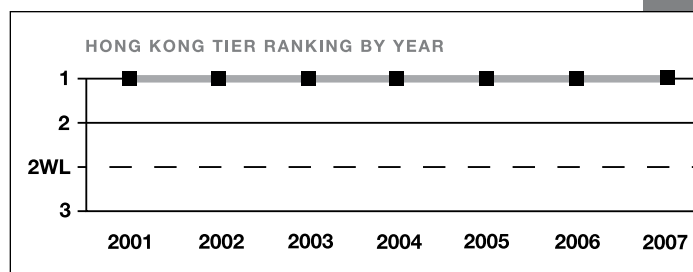
The Honduran government made limited progress in its efforts to assist trafficking victims during the reporting year. It operated no shelters, but referred trafficking victims to NGOs for services. Honduran consular officials in neighboring countries are trained to identify trafficking victims, and assisted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

### Prevention

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

## HONG KONG (Tier 1)

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



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

### Prosecution

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

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

### Protection

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

of being trafficked. The Hong Kong police have special units to provide for the protection of victims and witnesses of all crimes, including trafficking.

### Prevention

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

## HUNGARY (Tier 1)

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

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

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

### Prosecution

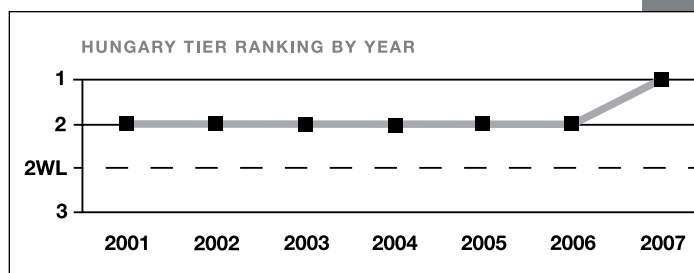
The Hungarian government sustained strong law enforcement efforts over the year. Hungary prohibits all forms of trafficking through Paragraph 175/b of its criminal code, though prosecutors rely on trafficking-related statutes to prosecute most trafficking cases. Penalties prescribed under 175/b range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

### Protection

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

### Prevention

The government implemented trafficking prevention efforts throughout the year in partnerships with NGOs and IOM. It continued to fund traffick-



ing awareness programs for police, border guards, prosecutors, consular officers, and judicial officials. The government provided partial funding for anti-trafficking education programs in 100 schools, reaching more than 8,000 students.

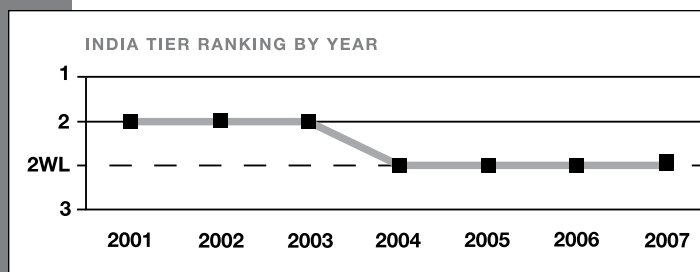
## INDIA (Tier 2 Watch List)

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

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



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



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

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

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

## Prosecution

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

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

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

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

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

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

Due to the intra-state nature of most of India's sex trafficking, the uneven response from state-level governments, and the lack of effective coordination among state police authorities, India should strongly consider expanding the central MHA office to coordinate law enforcement efforts to investigate and arrest traffickers who cross state and national

lines. India should also significantly increase prosecutions of those arrested for trafficking, including employers who exploit forced labor, deceptive labor recruiters, and sex traffickers; and impose strict sentences on those convicted. Similarly, the government should significantly increase its efforts to investigate, prosecute, convict, and sentence public officials who participate in or facilitate severe forms of trafficking in persons.

### Protection

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

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

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

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

### Prevention

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

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

## INDONESIA (Tier 2)

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

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

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

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

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

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

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

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

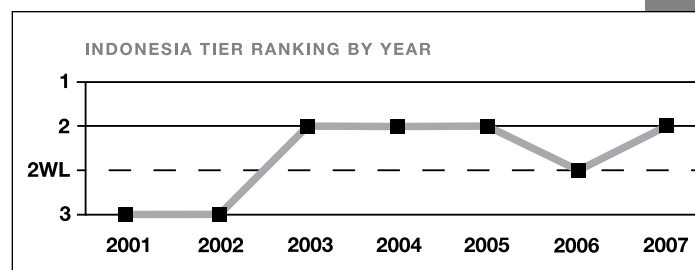
### Prosecution

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

Law enforcement against traffickers increased in 2006 over 2005, with arrests up 29 percent, from 110 to 142; prosecutions up 87 percent, from 30 to 56; and convictions up 112 percent, from 17 to 36. The average sentence in these cases was 54 months. The longest trafficking sentence in 2006 was 15 years, imposed pursuant to the Child Protection

Act. The number of women's police desks helping victims increased to 280 in 2006, while national trafficking police investigators nearly doubled to 20, still an inadequate number given the huge size of Indonesia's trafficking problem. Prosecutors with the Transnational Crime Center, which was established in July 2006 to handle high-priority cases of trafficking and terrorism, prosecuted 10 trafficking cases in its first six months of operation. A number of provincial and local laws were also passed to protect women and children against trafficking.

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



### Protection

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



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

### Prevention

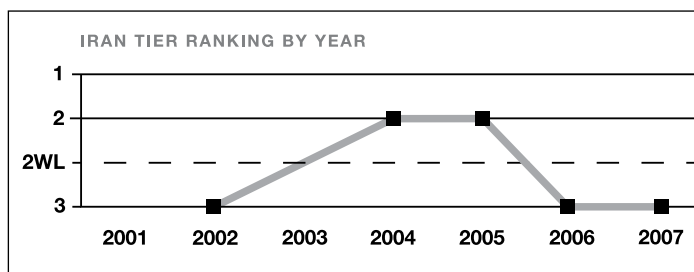
The Indonesian government continued efforts to promote awareness and prevent trafficking in persons in 2006. The government collaborated with numerous NGO and international organization efforts to raise awareness and prevent trafficking in persons. The Women's Ministry conducted awareness-raising efforts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

## IRAN (Tier 3)

Iran is a source, transit, and destination country for women trafficked for the purposes of commercial sexual exploitation and involuntary servitude. Iranian women are trafficked internally for the purpose of forced prostitution and forced marriages to settle debts. Children are trafficked internally and from Afghanistan for the purpose of forced marriages, commercial sexual exploitation, and involuntary servitude as beggars or laborers. According to non-governmental sources, Iranian women and girls are also trafficked to Pakistan, Turkey, Qatar, Kuwait,

the United Arab Emirates, France, Germany, and the United Kingdom for commercial sexual exploitation. Media sources reported that 54 Iranian females between the ages of 16 and 25 are sold into commercial sexual exploitation in Pakistan every day.

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



### Prosecution

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

### Protection

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

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

### Prevention

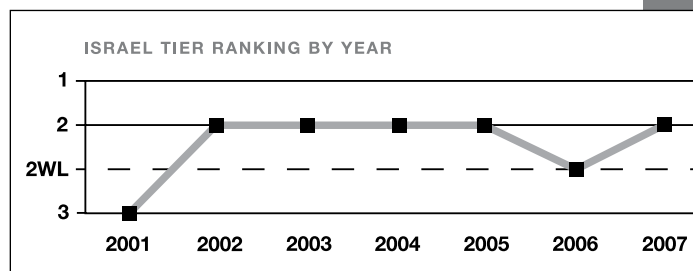
During the year, Iran did not report any advances in its trafficking prevention measures. Iran should improve its efforts to prevent trafficking in persons by significantly improving border security with Pakistan and other neighboring countries to which Iranian women and children are trafficked. Authorities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

## ISRAEL (Tier 2)

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

tion country for women trafficked from Eastern Europe — primarily Ukraine, Moldova, Uzbekistan, Belarus and Russia — for the purpose of commercial sexual exploitation.

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



### Prosecution

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

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

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

### Protection

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

Victims of trafficking for involuntary servitude, however, remain largely unprotected. The government does not offer shelter, medical, or psychological services to these victims, but does assist them in

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

### Prevention

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

## ITALY (Tier 1)

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

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

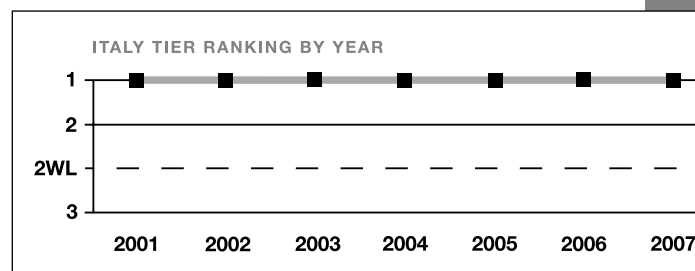
### Prosecution

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

### Protection

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

victim identification measures for immigrants arriving in boats from North Africa are not fully effective. Victims who file complaints against traffickers usually do not face prosecution.



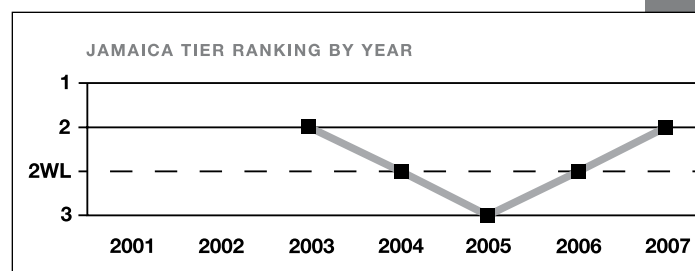
### Prevention

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

## JAMAICA (Tier 2)

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

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





### Prosecution

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

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

### Protection

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

### Prevention

The government stepped up prevention efforts during the reporting period. High-level government officials condemned human trafficking in public statements. In preparation for the Cricket World Cup, the government requested anti-trafficking training and materials from IOM, and pledged to erect anti-trafficking billboards at all ports of

entry. Posters advertise 24-hour hotlines to report suspected human trafficking cases. The government also partnered with Air Jamaica to include anti-trafficking information on all flights. The government sponsored two anti-trafficking education events that reached nearly 800 people, and the Bureau of Women's Affairs conducted 21 anti-trafficking workshops for approximately 2,100 people.

## JAPAN (Tier 2)

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

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

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

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

### Prosecution

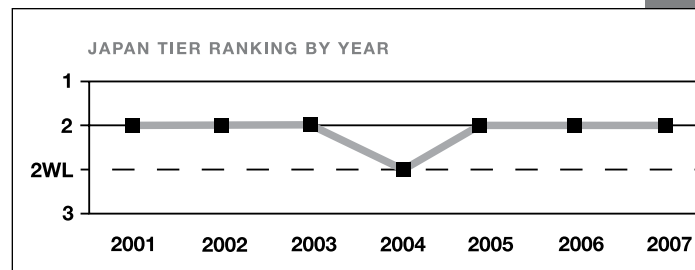
The Government of Japan’s efforts to punish acts of trafficking increased over the last year. Japan’s 2005 amendment to its criminal code and a variety of other criminal code articles and laws, including the Labor Standards Law, the Prostitution Prevention Law, the Child Welfare Law, and the Law for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

### Protection

In spite of increased government efforts, the effectiveness of victim protection declined during the reporting period. Law enforcement authorities only identified 58 victims in 2006, down from 117 identified in 2005. This small number is significantly disproportionate to the suspected magnitude of Japan’s trafficking problem, which is estimated to greatly exceed government statistics. This may be due, in part, to traffickers moving their activities

underground, but NGOs working with trafficking victims claim that the government is not proactive in searching for victims among vulnerable populations such as foreign women in the sex trade.

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



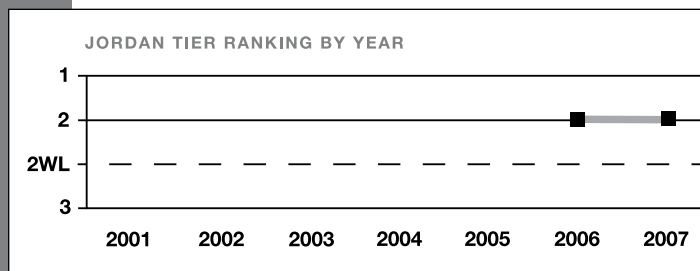
### Prevention

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

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

## JORDAN (Tier 2)

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



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

### Prosecution

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

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

### Protection

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

### Prevention

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

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

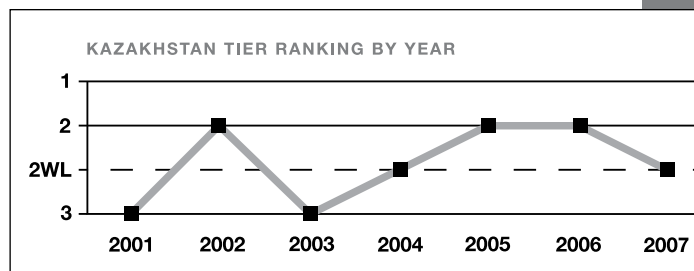
## KAZAKHSTAN (Tier 2 Watch List)

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

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

### Prosecution

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



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

### Protection

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



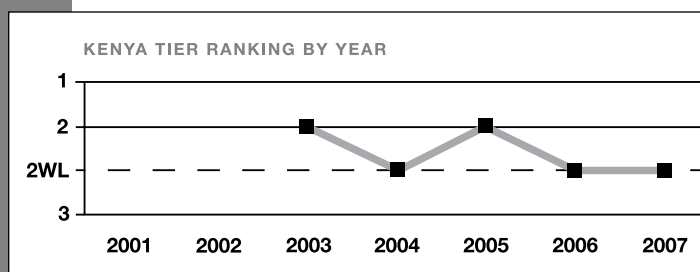
victims to NGOs. In 2006, the government provided financial assistance to victims trafficked abroad. Some local governments provided some in-kind assistance to NGO trafficking shelters.

### Prevention

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

## KENYA (Tier 2 Watch List)

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



The Government of Kenya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Kenya is placed on Tier 2 Watch List for a second consecutive year due to the lack of evidence of increasing efforts to combat severe forms of trafficking over the last year. The government should sensitize law enforcement officials throughout the country to trafficking crimes, and it should push for

greater investigations and prosecutions of traffickers. It should also pass and implement comprehensive anti-trafficking legislation; institute trafficking awareness training for diplomats posted overseas; and continue its positive and expanding efforts to address child sex tourism on the coast.

### Prosecution

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

### Protection

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

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

### Prevention

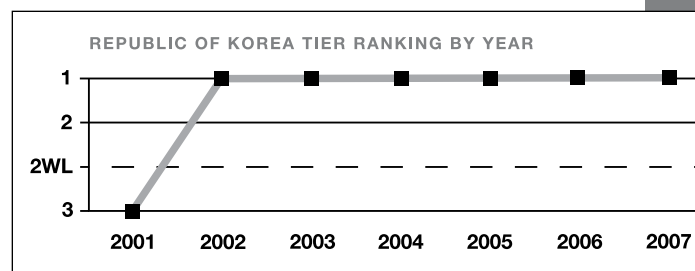
The Ministry of Home Affairs and UNICEF conducted joint research on child sex tourism and commercial sexual exploitation of children on the coast that underpinned a Kenyan government report in December 2006. In response to the study's findings, steps to address human trafficking were incorporated into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

## REPUBLIC OF KOREA (Tier 1)

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

The Government of the Republic of Korea fully complies with the minimum standards for the elimination of trafficking. Over the last year, the government continued vigorous law enforcement efforts against sex trafficking and commercial sexual exploitation, and expanded protections offered to

victims of sex trafficking. The government demonstrated appreciation for the perceived increase in transnational sex trafficking of South Korean women to the United States by increasing cooperative efforts with U.S. law enforcement investigators. These advances, however, were not adequately matched by an awareness of potential labor trafficking among South Korea's large foreign labor force. The South Korean government should take steps to ensure that the new Employment Placement System of labor recruitment offers greater protections to foreign workers by investigating and prosecuting cases of forced labor among migrant workers.



### Prosecution

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

### Protection

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

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

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

### Prevention

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

### Child Sex Tourism

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

## KUWAIT (Tier 3)

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

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

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

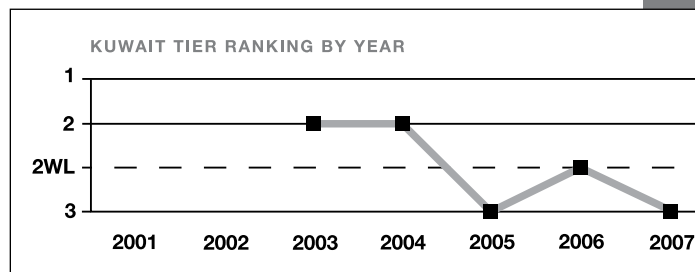
### Prosecution

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

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

### Protection

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



### Prevention

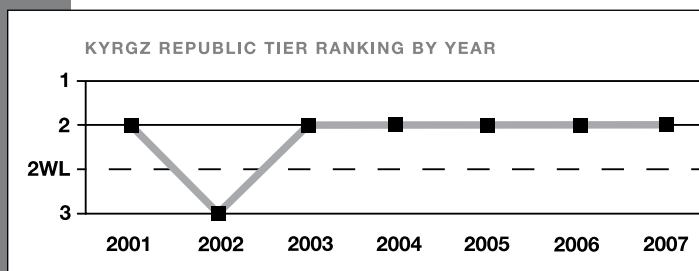
Kuwait made modest progress in preventing trafficking in persons this year. In October, the government implemented a standardized contract for domestic workers outlining their rights, including work hours, wages, and their right to retain their passports. Kuwait says that foreign workers will not be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



## KYRGYZ REPUBLIC (Tier 2)

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

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



### Prosecution

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

### Protection

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

### Prevention

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

## LAOS (Tier 2)

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

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

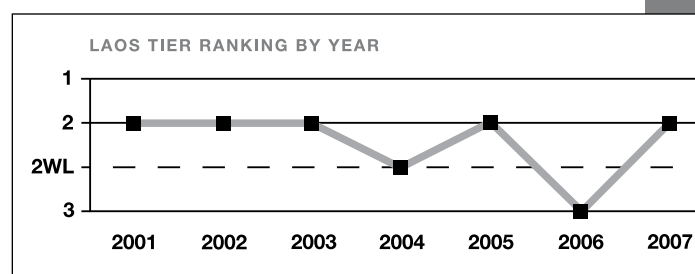
### Prosecution

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

### Protection

The Lao government demonstrated progress in improving protection for victims of trafficking during the year. The government does not actively seek the participation of victims in investigations and prosecutions of traffickers. Some returnees from Thailand, including trafficking victims, have in the past been incarcerated after returning to Laos and held for periods ranging from days to weeks in immigration detention facilities, although there is no evidence of this practice occurring during the reporting period.

Some returnees have been subjected to re-education to warn them of the dangers of traveling to Thailand. The Ministry of Labor and Social Welfare (MLSW) maintains a small transit center and assisted 259 returning victims of trafficking in 2006 and 15 in the first months of 2007. The government collaborates with IOM on return and reintegration efforts and to protect and counsel victims processed through the transit center. The Lao government signed an MOU with IOM in February 2007 that will allow IOM to open an office in Laos to more closely monitor return and reintegration activities. The Lao Women’s Union runs a shelter providing legal, medical, and counseling assistance; it assisted 17 victims during the year. Victims of trafficking returning to Laos may still be subject to fines or reeducation in Laos pending the complete dissemination and enforcement of the Law on Women, although there is evidence that this practice has diminished. In 2006, the government passed the Law on the Protection of Children, which includes an anti-trafficking component that should fill gaps within the legal structure.



### Prevention

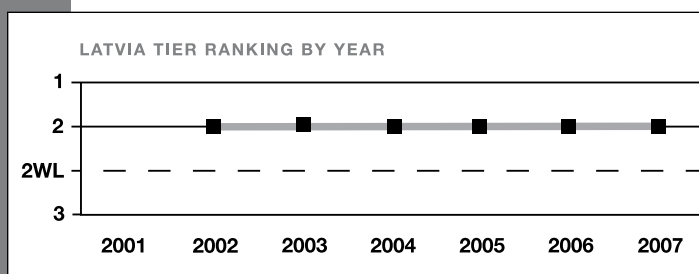
The Lao government increased efforts to prevent trafficking in persons through the use of print, radio, and television media. The Lao Women’s Union made significant efforts to disseminate the 2004 Law on Women and provided training to officials in several provinces. The MLSW, with funding from an NGO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

## LATVIA (Tier 2)

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

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

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



### Prosecution

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

### Protection

The government made modest efforts to improve its victim assistance and protection. Latvian Embassies in the United Kingdom and Spain identified and assisted three victims in 2006. At least 20 victims were identified in Latvia during the reporting period. All 20 received NGO- or IOM-provided assistance, and the six victims who cooperated with law enforcement qualified for government funded rehabilitation services. Although the government allocated

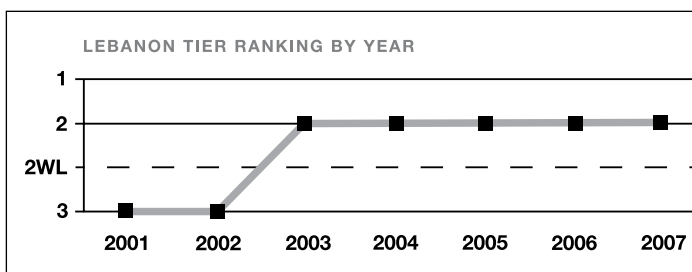
\$37,000 for victim assistance in 2006, it spent only \$10,000 because it assisted only the six victims who cooperated with law enforcement. In early 2007, service providers were permitted for the first time to certify victims as eligible for government assistance; previously, only law enforcement officials were authorized to identify victims. In 2006, the government funded victim assistance and sensitivity training for 1,200 rehabilitation providers and social workers. The government encouraged victims to participate in law enforcement investigations; foreign victims may apply for temporary work and residency permits if they remain in Latvia to testify against their traffickers. In 2006, one trafficking victim was assisted by Latvia's witness protection program. The government did not penalize victims for unlawful acts committed as a direct result of their being trafficked.

### Prevention

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

## LEBANON (Tier 2)

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



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

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

### Prosecutions

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

### Protection

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

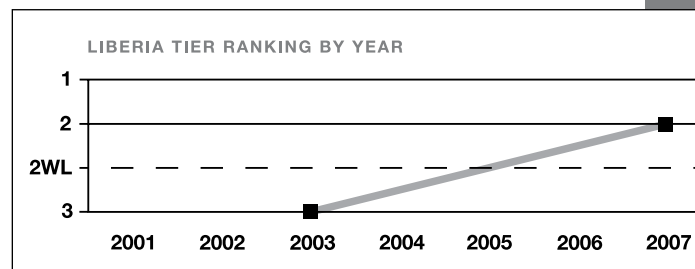
### Prevention

Lebanon made little progress in the prevention of trafficking in persons. The government, in partnership with a local NGO, continues to distribute brochures highlighting workers' rights and reme-

dies. Lebanon, however, continues to struggle with border management and the control of trafficking in persons and illegal migration.

## LIBERIA (Tier 2)

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



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

### Prosecution

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



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

### Protection

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

### Prevention

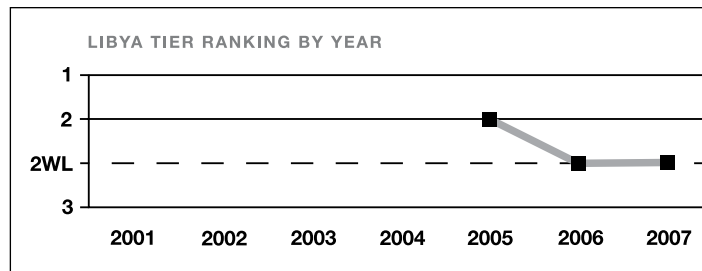
The Government of Liberia took some steps to prevent trafficking during the reporting period. In October 2006, the president appointed members of a government Anti-Human Trafficking Task Force that has met twice and appointed a secretariat. The task force is responsible for developing and implementing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

## LIBYA (Tier 2 Watch List)

Libya is a transit and destination country for men and women from sub-Saharan Africa and Asia trafficked for the purposes of forced labor and commercial sexual exploitation. While most foreigners in Libya are economic migrants, some are forced into prostitution, or forced to work as laborers and beggars to pay off their \$500-\$2,000 smuggling

debts. In previous years, there were isolated reports that women from sub-Saharan Africa were trafficked to Libya for the purposes of commercial sexual exploitation. Although precise figures are unavailable, an estimated one to two percent of Libya's 1.5 to 2 million foreigners may be trafficking victims.

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



### Prosecution

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

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

### Protection

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

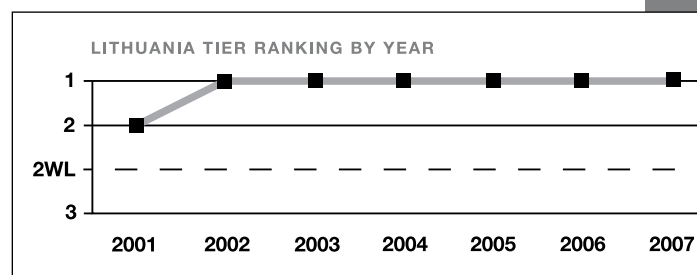
### Prevention

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

## LITHUANIA (Tier 1)

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

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



### Prosecution

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

### Protection

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

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

### Prevention

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

## LUXEMBOURG (TIER 1)

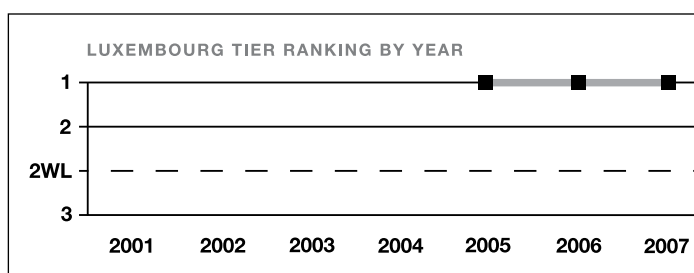
Luxembourg is a destination country for women trafficked transnationally for the purpose of commercial sexual exploitation. In 2006, Luxembourg officials identified a total of five victims from Brazil and Romania. In previous years, over 100 victims have been identified from other East European countries.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

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

### Prosecution

In 2006, the government improved its anti-trafficking law enforcement efforts with the creation of a specialized police unit responsible for investigating trafficking cases. Luxembourg prohibits all forms of trafficking in persons though various trafficking-

related provisions of its penal code. In addition, Article 379 of its penal code specifically criminalizes trafficking for the purpose of sexual exploitation and is also used for trafficking for the purpose of forced labor. Penalties are sufficiently stringent, and those for trafficking for commercial sexual exploitation are commensurate with penalties for rape. In 2006, the government obtained the conviction of a Kosovo-Albanian for trafficking a Romanian woman into commercial sexual exploitation; he was sentenced to three years' imprisonment and a 2,500 Euro fine. There was no evidence of trafficking-related corruption among Luxembourg public officials.



### Protection

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

### Prevention

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

## MACAU (Tier 2 Watch List)

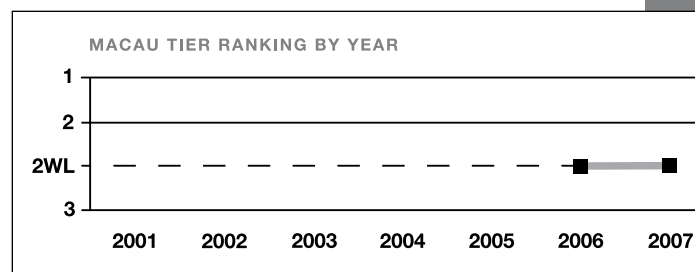
Macau is a destination territory for the trafficking of women and girls from the Chinese mainland, Mongolia, Russia, Philippines, Thailand, Vietnam, and Central Asia for the purpose of commercial sexual exploitation. Foreign and mainland Chinese women and girls, many of whom are independent operators,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

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

### Prosecution

Macau authorities demonstrated marginal efforts to identify and punish crimes of trafficking in the MSAR over the reporting period. Macau does not prohibit all forms of trafficking, though trafficking of persons from Macau to outside destinations is criminalized by Article 7 of its Law on Organized Crime, which is rarely used as there have been no identified cases of outbound trafficking from Macau. Article 153 of Macau’s Criminal Code criminalizes the sale or purchase of a person with the intent of placing that person in a state of slavery, for which punishment is sufficiently stringent — 10 to 20 years’ imprisonment — but which also has rarely been used. Kidnapping and rape statutes could be used to punish sex trafficking crimes, and they

prescribe sufficiently stringent punishments of 3 to 12 years’ imprisonment, though these too are rarely used for trafficking crimes. There were no reported investigations of trafficking crimes, or prosecutions or convictions of trafficking offenders during the reporting period. During the year, Macau authorities reported 10 cases involving 17 women, who complained of being brought to the MSAR under false pretenses and forced into prostitution, although no one was prosecuted. A separate case of trafficking was reported by a newspaper in Macau — the prostitution of a 15-year-old mainland Chinese girl in a brothel — but it is not known if the exploiter in the case was ever punished. Regarding labor trafficking, in March 2007, one mainland woman was arrested for allegedly deceiving three friends out of approximately \$9,000 for import-labor jobs in Macau. The case was transferred to the Public Prosecutor’s Office for further investigation. During the year, outside NGOs and foreign governments reported on specific cases of women trafficked to Macau from Russia, Mongolia, and the Philippines.



### Protection

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



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

### Prevention

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

## MACEDONIA (Tier 2)

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

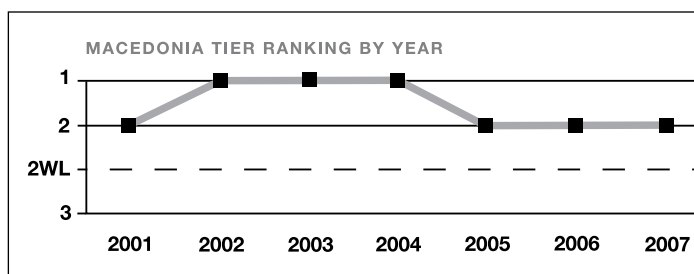
The Government of Macedonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increasing progress in its anti-trafficking efforts in 2006, particularly through joint law enforcement cooperation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

### Prosecution

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

in 2006 prosecuted 48 cases related to trafficking, a significant increase from the 35 cases prosecuted in the previous reporting period.

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



### Protection

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

trafficking victims and provides for the presence of social workers during police raids. The Ministry of Interior also signed an MOU for improved cooperation with an NGO that operates a shelter for internally trafficked victims.

### Prevention

The Government of Macedonia made significant trafficking prevention efforts over the last year. Posters with the hotline telephone number were prominently displayed at the Skopje airport and other locations associated with travel. The border police worked in association with a local NGO to distribute trafficking awareness materials at all border crossings. The Ministry of Interior launched a joint information campaign with IOM that targeted the public in rural and urban areas and distributed over 4,500 scratch cards with anti-trafficking messages. The anti-trafficking song and video "Open Your Eyes," performed by seven of Macedonia's top pop stars and translated into Macedonian and Albanian, was the highlight of the project. The Ministry of Foreign Affairs requires its consular officers to receive training on recognizing potential victims of trafficking.

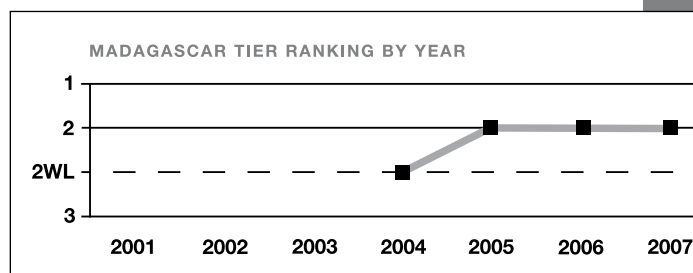
## MADAGASCAR (Tier 2)

Madagascar is a source country for children trafficked internally for the purposes of forced labor and sexual exploitation. Trafficking of rural children is suspected for forced mining, domestic servitude, prostitution, and forced labor for traveling fruit vendors. A child sex tourism problem exists in coastal cities, namely Tamatave, Nosy Be, and Diego Suarez, with a significant number of children prostituted; some were recruited in Antananarivo, the capital, under false pretenses of employment as waitresses and maids before being exploited in the commercial sex trade on the coast. Child sex trafficking with the complicity of family members, taxi and rickshaw drivers, friends, tour guides, and hotel workers was reported.

The Government of Madagascar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made advances in legislative reforms that protect children from sex trafficking while punishing their exploiters and took steps to punish foreign tourists who allegedly exploited children in Madagascar. To further enhance its anti-trafficking efforts, the government should pass and enact a comprehensive anti-trafficking law, institute an official process for law enforcement officials to refer trafficking victims for assistance, and investigate and prosecute public officials suspected of colluding with traffickers or accepting bribes to overlook trafficking crimes.

### Prosecution

Madagascar's anti-trafficking law enforcement efforts improved during the reporting period. Madagascar's laws do not prohibit trafficking for commercial sexual exploitation, but traffickers are currently prosecuted under various provisions prohibiting procurement of minors for prostitution, pedophilia, pimping, and deceptive labor practices. In 2006, the Ministry of Justice finalized, and a government committee vetted, a draft law that, when enacted, would protect child victims of sexual exploitation and criminally punish the adult exploiters of children in prostitution. The Ministry also wrote a decree listing prohibited forms of child labor, including prostitution, domestic slavery, and forced labor. A commission began working on a bill to bring domestic laws into line with the UN Convention on Transnational Organized Crime, including stiff penalties and extradition provisions that would apply to traffickers. In Nosy Be, two French sex tourists were charged with statutory rape of children during the reporting period; they were convicted and subsequently deported. In late 2006, a Swiss tourist was sentenced to five years in prison for pedophilia. To enforce a regulation barring minors from nightclubs, the police in major cities conducted an average of one round-up of youth in these clubs per month and counseled detained minors before returning them to their parents. Whether because of corruption often rooted in economic hardship, pressure from the local community, or fear of an international incident, local police and magistrates in tourist areas often hesitated to prosecute foreign pedophiles; officials reported significant pressure from parents who used profits from their children's sexual exploitation to support the family. The Ministry of Justice conducted training sessions for 100 magistrates on legal instruments to address trafficking. The State Secretary of Public Security (SSPS) trained 744 law enforcement officials on the rights and protection of minors.



### Protection

The government sustained its adequate efforts to assist trafficking victims, rescuing 90 victims of forced child labor and commercial sexual exploitation of children (CSEC) during the year. Of the 50 victims placed at its Welcome Centers in Antananarivo and Tamatave, 36 children were reintegrated into the educational system. Another

20 children were selected for remedial education, while 20 older children were selected for vocational training and job placement with export companies. The centers' physicians provided medical and counseling services to victims, while labor inspectors taught job search skills. In September, a third center opened in Tulear. The government did not penalize trafficking victims for unlawful acts committed as a direct result of their being trafficked and encouraged them to assist in the investigation and prosecution of their exploiters. The Ministries of Justice and Population collaborated to establish two counseling centers for child exploitation victims. The Ministry of Population and UNICEF provided joint technical assistance to 11 child protection networks comprised of government institutions, law enforcement officials, and NGOs that provided counseling and rehabilitation to children in prostitution and forced labor. A network in Diego Suarez, for example, handled cases of child prostitution from the initial complaint through the trial, including medical assistance and legal advice for victims.

### Prevention

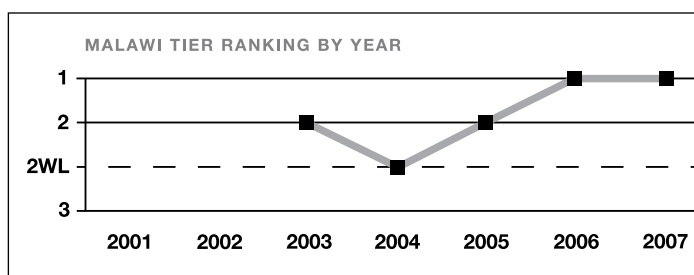
Awareness of trafficking continued to increase through a number of aggressive information campaigns. In August, the Ministry of Justice screened films on CSEC in the capital, including the trafficking of rural children to urban centers. The Ministry of Tourism conducted awareness training at cultural events for 250 tourism industry personnel, as well as for women and children at risk of being trafficked in seven different locations throughout the country. The Ministry of Communication distributed posters carrying messages against sex tourism to 150 post offices and a film on the dangers of child prostitution to schools throughout the country. The SSPS conducted programs on child exploitation and prostitution for 17,700 students, 75 administrators, 22 teachers, and 100 parents. It also educated 35 hotel managers and 24 "red zone" neighborhoods in Antananarivo on child protection legislation. The Ministry of Education conducted workshops on the worst forms of child labor at 152 schools and 87 parent associations, and produced newspaper articles, radio programs, and television spots. The Ministry of Youth and Sports distributed fliers, posters, and banners on delaying early sexual initiation and available counseling that reached over 78,000 young people.

## MALAWI (Tier 1)

Malawi is a source country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Children are primarily trafficked internally for agricultural labor, but also for cattle herding, domestic servitude, commercial

sexual exploitation, and to perform forced menial tasks for small businesses. Anecdotal reports indicate that child sex tourism may be occurring along Malawi's lakeshore. Trafficking victims, both adults and children, are lured by fraudulent job offers into situations of forced labor and commercial sexual exploitation within Malawi and in South Africa.

The Government of Malawi fully complies with the minimum standards for the elimination of trafficking. Malawi continued to make noteworthy progress in tackling trafficking in persons, despite its limited human and financial resources. To further its efforts against trafficking, the government should strengthen its legal and victim support frameworks through the passage and enactment of comprehensive anti-trafficking legislation.



### Prosecution

The government maintained its vigorous anti-trafficking law enforcement efforts throughout the year. Malawi prohibits all forms of trafficking through existing laws, including Articles 135 through 147 and 257 through 269 of the Penal Code, though a lack of specific anti-trafficking legislation makes prosecution more challenging and allows for a large range of punishments meted out to convicted traffickers. The punishment prescribed for trafficking under existing laws is commensurate with that for other grave crimes and is sufficiently stringent. The Child Care, Protection and Justice Bill, which defines child trafficking and sets a penalty of life imprisonment for convicted traffickers, was approved by the cabinet and is expected to be tabled by Parliament in 2007. The Malawi Law Commission also began drafting comprehensive anti-trafficking legislation. In 2006, child labor and kidnapping laws were used to convict 10 child traffickers, one of whom was sentenced to six years in prison with hard labor for attempting to sell two children to a businessman. The remainder of the cases involved trafficking of children for agricultural labor and cattle herding. Some traffickers were required to pay fines, compensation, and the cost of repatriating the children to their home villages; however, others who claimed ignorance of the law were merely warned and released. During the year, Malawian police worked with Zimbabwe's Interpol office and IOM to investigate a case of a Zimbabwean victim trafficked to Malawi. Forty additional labor inspectors were hired and trained

in 2006 to inspect agricultural estates and investigate cases of child labor trafficking. Between August and October, the Malawi Law Commission trained 250 prosecutors and investigators from the police and immigration services on prosecuting trafficking cases using existing laws. In March 2007, the Malawi Police Service trained 74 police officers nationwide to provide therapeutic services to traumatized and sexually abused children, including victims of trafficking. In August, it conducted a child protection orientation for district police commanders and a two-week training of instructors for 16 police child protection officers.

### Protection

The government made appreciable progress in caring for trafficking victims and provided assistance commensurate with its limited resources and capacity. The government's Lilongwe drop-in center for victims of trafficking and gender-based violence served approximately 50 victims during the year with counseling, medical care, legal assistance, shelter, and vocational training. In partnership with NGOs and UNICEF, the government's rehabilitation center in the southern region provided counseling, rehabilitation, and reintegration services for abused and exploited children, including those involved in prostitution. Community-based services were also provided using volunteers organized by the Ministry of Women and Child Development. After IOM repatriated a Malawian trafficking victim from Dublin, the Ministry provided counseling and facilitated her return to her home village. The government encouraged victims to participate in the investigation and prosecution of traffickers and did not punish them for unlawful acts committed as a direct result of their being trafficked. The Ministry of Labor established 60 additional community child labor committees in six districts that monitored their villages for suspicious behavior and reported suspected trafficking cases to police. The Ministry of Labor conducted sensitization workshops for district labor officers, training them on the roles of the judiciary, NGOs, and police in confronting child trafficking; these officers conduct inspections, enforce labor laws, and put on educational programs on harmful labor practices. The Ministry of Women and Child Development trained 140 new child protection workers who worked as volunteers, as the government was unable to compensate them.

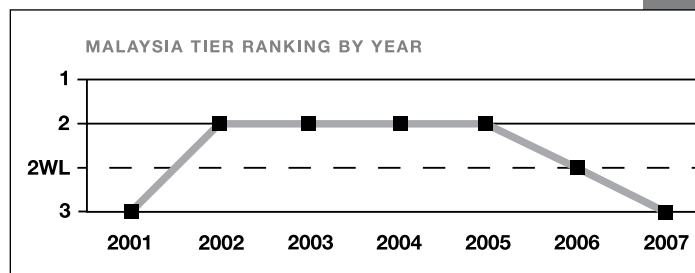
### Prevention

The government made significant efforts during the reporting period to raise awareness among civil society, legislators, and law enforcement. The Ministry of Labor continued its distribution of the 2004 National Code of Conduct on Child Labor to farm owners, as well as posters and pamphlets on exploitative child labor and sex trafficking to schools,

district social welfare agencies, hospitals, and youth clubs. The Ministry of Labor conducted six sensitization workshops in 2006 for school teachers and estate owners on Malawi's Labor Code as it relates to child labor, as well as "open days," sensitization events in rural areas with plays and speakers on child labor, trafficking, and other harmful practices. The Malawi Human Rights Commission conducted awareness raising campaigns targeted at potential victims of trafficking and sexual violence.

## MALAYSIA (Tier 3)

Malaysia is a destination country, and to a lesser extent, a source and transit country for women and children trafficked for the purpose of commercial sexual exploitation; it is also a destination for men, women, and children who migrate voluntarily to Malaysia seeking employment, but who are later subjected to conditions of forced labor as domestic workers, or in the agricultural, construction, or industrial sectors. Foreign victims of sex trafficking in Malaysia, mainly women and girls, from Indonesia, Thailand, the Philippines, Cambodia, Vietnam, Burma, and the People's Republic of China (P.R.C.) are frequently recruited with the promise of a job as a domestic worker, food service or factory worker. Some economic migrants, including children, from countries in the region as well as India, Nepal, Bangladesh, and Pakistan who work as domestic servants and as laborers in the construction and agricultural sectors face exploitative conditions that rise to the level of involuntary servitude. Some Malaysian women, primarily of Chinese ethnicity, are trafficked abroad for sexual exploitation.



The Government of Malaysia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Malaysia is placed on Tier 3 for its failure to show satisfactory progress in combating trafficking in persons, particularly in the areas of punishing acts of trafficking, providing adequate shelters and social services to victims, protecting its migrant workers from involuntary servitude, and for not prosecuting traffickers who were arrested and detained under preventive laws. The Malaysian government needs to demonstrate stronger political will to tackle Malaysia's significant forced labor and sex trafficking problems. The government did not



establish a government-run shelter for foreign trafficking victims that the Ministry for Women, Family and Community Development announced publicly in December 2004 and again in August 2006. Without procedures for the identification of victims, the government continued to treat some trafficking victims as illegal immigrants, and arrest, incarcerate, and deport them. As a regional economic leader approaching developed nation status, Malaysia has the resources and government infrastructure to do far more in addressing the issue of trafficking in persons. Malaysia's House of Representatives passed the Anti-Trafficking in Persons Act on May 10, 2007, which, if enacted, gives Malaysia a significant potential tool with which to effect anti-trafficking reforms. The government needs to show a serious increase in efforts to punish trafficking crimes and to identify and protect trafficking victims over the coming year.

A 2006 Memorandum of Understanding between the Governments of Indonesia and Malaysia regarding the employment of Indonesian women as domestic servants in Malaysia authorizes Malaysian employers to confiscate and hold the passport of the domestic employee throughout the term of employment; this practice has been recognized by many in the international anti-trafficking community as facilitating the involuntary servitude of domestic workers.

### **Prosecution**

The Malaysian government showed no improvement in efforts to investigate and prosecute trafficking cases in 2006. Malaysian law does not prohibit all forms of trafficking. Malaysia criminally prohibits some forms of sex trafficking through its Penal Code, Section 372 and the Constitution prohibits slavery and forced labor. The government does not criminalize debt-bondage nor current labor practices that promote involuntary servitude conditions. Penalties for sex trafficking are commensurate with those for rape. In 2006, the government did not identify any judicial cases against traffickers, but did prosecute 35 persons for procuring minors for the purpose of prostitution. Malaysia, particularly in accordance with the above-mentioned MOU with Indonesia signed in 2006, does not prosecute employers who confiscate passports of migrant workers and who confine them to the workplace. Confiscation of passports, though technically in violation of the Passports Act, is the government's prescribed method of controlling contract laborers. There were no prosecutions of employers who refuse to pay employees and hold their wages in "escrow" until completion of a contract. Immigration and local police authorities overlook or actively ignore trafficking situations involving prostitution. In 2006, there were no government officials implicated, arrested, or tried for involvement in trafficking of persons.

### **Protection**

The Malaysian government provided minimal assistance to victims of trafficking and does not provide shelter or protective services to victims. The police responded to requests by foreign embassies to rescue their nationals who were trapped in prostitution. In these cases, police turned over the victims to their respective embassies. Malaysia encourages victims to assist in the investigation and prosecution of trafficking, though as noted above, there were no identified prosecutions of traffickers last year. The government does not make a systematic effort to identify trafficking victims among vulnerable migrant groups, such as girls and women detained for involvement in prostitution or the thousands of undocumented migrant workers rounded up by government-commissioned volunteer security forces in mid-2006. Despite Malaysia's relative wealth, foreign donors provide greater funding for the protection of girls and women victimized in Malaysia than does the Government of Malaysia. The government provides no legal alternatives to the removal of victims to countries where they face hardship or retribution. Victims detained by immigration authorities, including children, are routinely processed as illegal migrants and held in prisons or illegal migrant detention facilities prior to deportation. Victims identified by the police are usually released into the custody of a home country consular official and sent to a shelter operated by an embassy, if such exists. The Indonesian Government houses approximately 1,100 women and children at its embassy and consular shelters in Malaysia each year, with no assistance from the Malaysian government; the large majority are believed to be victims of trafficking.

### **Prevention**

The Malaysian government rarely sponsored any anti-trafficking information or education campaigns during 2006. The Ministry of Women, Family, and Community Development sponsored a conference for police, immigration, and community development professions to build awareness of trafficking and victim identification. The Royal Malaysian Police co-sponsored a one-day workshop with an NGO and the Malaysia Crime Prevention Foundation to develop a national strategy on combating trafficking. The government has not ratified the 2000 UN TIP Protocol.

## **MALI (Tier 2)**

Mali is a source, transit and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Victims are trafficked from rural to urban areas within Mali and between Mali and other West African countries, most notably Burkina Faso, Cote d'Ivoire, Guinea, Senegal, and Mauritania. Women and girls are trafficked primarily for domestic

servitude and sexual exploitation. Boys are trafficked primarily for forced labor in agriculture and gold mines and for forced begging. Mali has also acknowledged that slavery-related practices, rooted in ancestral master-slave relationships, exist in sparsely populated and remote areas of northern Mali.

The Government of Mali does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To improve its response to trafficking, Mali should: draft and pass a law prohibiting the trafficking of adults; increase efforts to investigate, arrest, prosecute, and convict traffickers; strengthen its crime data collection system; establish a national committee against trafficking as called for in its national action plan; and increase efforts to raise public awareness about trafficking.

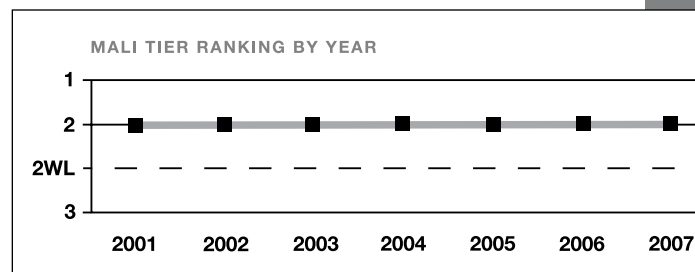
### Prosecution

The Government of Mali demonstrated minimal anti-trafficking law enforcement efforts during the last year. Mali does not prohibit all forms of trafficking, though its 2002 criminal code's Article 229 criminalizes child trafficking. Trafficking of adults is not criminalized. Article 229's prescribed penalty of 5 to 25 years' imprisonment for all forms of child trafficking is sufficiently stringent and commensurate with penalties prescribed for rape. Criminal Code Article 242, passed in 1973, prohibits slavery, prescribing a penalty of 5 to 10 years' imprisonment for slave-holders, and up to 20 years' imprisonment if the victim is younger than 15. The government investigated at least four trafficking cases and arrested three suspected traffickers, two of whom are in custody, but it did not report any trafficking prosecutions or convictions during the year. Although the press reported additional arrests, the government could not confirm them due to lack of a crime data collection system. Government personnel conducted UNICEF-funded anti-trafficking training for judges and labor inspectors. In September 2006, government personnel assisted UNICEF and the ILO in establishing 58 Regional Trafficking Committees, for a total of 344 throughout the country. These regional committees coordinate the activities of an existing network of local surveillance committees that train local community leaders to identify traffickers and report them to local law enforcement authorities.

### Protection

The Government of Mali demonstrated steady efforts to provide care for trafficking victims during the year. While the government lacked the resources to operate shelters, it referred victims to three NGO shelters providing temporary care. The government did not report data on the number of victims it assisted during the year. The government is currently working with the ILO to implement a project to assist 9,000 children at risk of being

trafficked or subjected to exploitative child labor. In December 2006, government personnel assisted IOM and an NGO to repatriate 27 Ivorian child victims. In October 2006, the government identified 27 victims in Niono, including 12 child victims whom the government repatriated to Burkina Faso in coordination with IOM. In January 2007, security forces rescued 11 trafficked Malian children and returned them to their homes. In March 2007, the government coordinated with IOM and NGOs to repatriate 34 Ivorian boys trafficked to Mali. The government dedicated three or four officials in each of Mali's nine provinces to work with an NGO to facilitate the repatriation or return of victims. Such officials return victims to their home communities in Mali by chaperoning them on one to three-day journeys back home. The government does not encourage victims to assist in trafficking investigations or prosecutions, though the majority of victims are children. The government does not provide victims with legal alternatives to their removal to countries where they face hardship or retribution. Victims are not penalized for unlawful acts committed as a direct result of being trafficked.



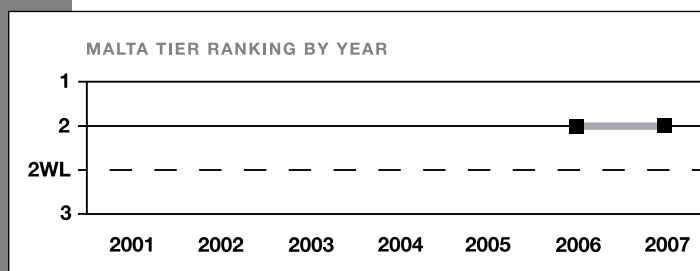
### Prevention

The Government of Mali made minimal efforts to raise awareness about trafficking during the reporting period. Mali's 2002 National Action Plan Against Trafficking calls for a national anti-trafficking committee, which the government has yet to form, despite financial support from an international NGO. Government personnel implemented donor-funded civic education programs to increase public awareness of trafficking.

## MALTA (Tier 2)

Malta is a destination country for men and women trafficked for the purpose of commercial sexual exploitation. Malta is also a source country for minors trafficked internally for commercial sexual exploitation. There is anecdotal evidence that women from Serbia, Russia, Ukraine, Romania, and other Eastern European countries may be trafficked to Malta for forced prostitution. Between 1,500 to 1,800 African illegal immigrants arrive in Malta each year; it is unclear whether any are trafficked to or through Malta for labor or sexual exploitation.

The Government of Malta does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Malta arrested suspected traffickers and offered protection services to trafficking victims. Criminal investigations of trafficking offenses were low over the reporting period, and Malta did not carry out any anti-trafficking awareness raising campaigns. Malta should significantly increase investigations and prosecutions of trafficking crimes, and should also institute a formal victim identification procedure to ensure that trafficking victims are not punished.



### Prosecution

Malta made modest efforts to prosecute trafficking in persons offenses during the reporting period. Malta's criminal code prohibits trafficking for commercial sexual exploitation and involuntary servitude, punishable by two to nine years' imprisonment. The White Slave Traffic Suppression Ordinance, as amended in 1994, prohibits the prostitution of minors under 21 years old, with prescribed penalties of up to four years' imprisonment. Prescribed penalties for trafficking offenses are thus sufficiently stringent to deter, but penalties for prostitution of minors are not commensurate with those for other grave crimes; conviction for rape carries a penalty of up to 10 years' imprisonment. This year, the government arrested five individuals for trafficking a Romanian woman into prostitution; their prosecutions are pending. The trafficked woman was offered protection by the police, gave court testimony, and was returned to her country of origin, which was her request. Another prosecution resulted in the conviction of a man for trafficking two women for prostitution; in January, the Court of Appeals confirmed a suspended sentence for the man. A police officer convicted for complicity in trafficking in 2005 remains out of jail on bail pending his appeal. Another police officer was convicted for a similar offense and sentenced to three years' imprisonment. The government should provide trafficking-related training to law enforcement and judicial officials, and it should significantly increase investigations for trafficking offenses, particularly when evidence of such offenses results from raids, brothels, or arrests of illegal migrants.

### Protection

Malta took some steps to protect victims of trafficking during the reporting period. The government provides victim protection services through a primary social service agency that is directly funded and supervised by the Ministry for the Family and Social Solidarity. Despite reports that police attempt to identify trafficking victims among vulnerable groups, the government did not provide sufficient evidence that the 203 women arrested this year for prostitution were formally screened for evidence of trafficking prior to being charged with criminal offenses. As a result, some victims of trafficking may have been treated as offenders rather than victims, and punished accordingly. In the case of minors used in commercial sexual exploitation, specially trained police officers interview and refer them to Child Protection Services for assistance in reintegration. The police are trained to screen those arrested for prostitution for their vulnerability to exploitation. Immigration officials screen at the border and when visas are renewed for possible situations of sexual or labor exploitation.

### Prevention

The government made limited efforts to prevent trafficking in persons this year. Maltese authorities responsible for issuing visas and patrolling borders are reportedly trained in identifying potential victims of trafficking to prevent trafficking into Malta. The government did not conduct any anti-trafficking awareness campaigns.

## MAURITANIA (Tier 2 Watch List)

Mauritania is a source and destination country for children trafficked for the purposes of forced labor and sexual exploitation. Mauritanian boys called *talibe* are trafficked within the country by religious teachers for forced begging and by street gang leaders for forced stealing, begging, and selling drugs. Girls are trafficked internally for domestic servitude and sexual exploitation. Senegalese and Malian boys are trafficked to Mauritania for forced begging by religious teachers. Senegalese and Malian girls are trafficked to Mauritania for domestic servitude. Senegalese, Malian, Ghanaian, and Nigerian women and girls may be trafficked to Mauritania for sexual exploitation. Slavery-related practices, rooted in ancestral master-slave relationships, exist in isolated parts of the country. Reports during the year of large numbers of nationals from neighboring countries transported to Mauritania by boat en route to Spain appear to be cases of smuggling and illegal migration rather than trafficking.

The Government of Mauritania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. Mauritania

is placed on Tier 2 Watch List for a second consecutive year for its failure to provide evidence of increasing efforts to eliminate trafficking over the past year. To strengthen its response to trafficking, Mauritania should apply its law against trafficking in persons, strengthen its anti-slavery law, and increase protection and awareness-raising efforts.

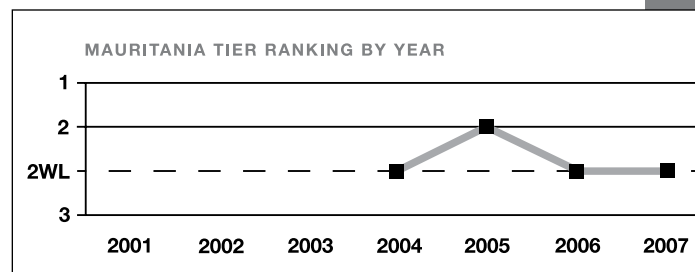
### Prosecution

The Government of Mauritania demonstrated weak law enforcement efforts during the year. Mauritania prohibits all forms of trafficking through its 2003 Law Against Trafficking in Persons and slavery through its 1981 Abolition of Slavery Ordinance. The prescribed penalty of five to 10 years for all forms of trafficking is adequate and exceeds the nation's prescribed penalty for forcible sexual assault. The slavery ordinance, however, neither prescribes a penalty nor defines slavery. Mauritania failed to report any trafficking or slavery prosecutions or convictions during the year. Lacking exact data, Mauritania estimated that it investigated five cases of trafficking or slavery, most of which were reported to officials by civil society activists. In each case, authorities concluded that slavery did not exist, but failed to apply the trafficking statute. Reports indicate that some local officials may have covered up slavery cases by intimidating or providing clothing and other goods to individuals in servitude so they would testify to satisfactory living conditions. In response to the repatriation to Mauritania in 2006 of 21 children who had been trafficked to the United Arab Emirates as camel jockeys, the head prosecutor spoke at donor-organized public education sessions about penalties prescribed under Mauritanian law against traffickers. The government is in the process of establishing a children's police brigade to enforce a January 2006 ordinance against child prostitution and exploitative child labor.

### Protection

Mauritania demonstrated modest efforts to protect trafficking and slavery victims during the reporting period. With financing from the African Development Bank, the government provided six months of literacy training for 5,000 women, most of them domestic servants of an ethnic group historically victimized by slavery. The government continued to contribute personnel and a building to a collaborative project with UNICEF and a private bank to provide micro-credit programs for domestic workers and former slaves. Mauritania continued to fund six centers in Nouakchott providing care for indigents, many of whom were *talibe* boys. The centers, however, are operating below capacity despite apparent need. The government also created a welcome center for 21 victims repatriated to Mauritania in 2006 after having been trafficked to the United Arab Emirates as camel jockeys. The government does not encourage victims to assist in trafficking or slavery investiga-

tions or prosecutions. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. Victims are inappropriately incarcerated, fined or penalized for unlawful acts as a direct result of being trafficked. The government places children in jail for stealing or engaging in sexual activity (including for being raped), although many of them are likely trafficking victims.



### Prevention

The Government of Mauritania made limited efforts to raise awareness about trafficking and slavery during the reporting period. The inter-ministerial working group on trafficking adopted a national action plan against trafficking during the reporting period. In March 2006, the government held a "Day of Reflection" for development partners, the media, civil society and political parties to discuss strategies for eradicating the vestiges of slavery.

## MAURITIUS (Tier 2)

Mauritius is a source country for female children trafficked within the country for the purpose of commercial sexual exploitation. This commercial sexual exploitation of children (CSEC) largely consists of school girls engaging in the practice, often with the encouragement and support of their peers or family members. Taxi drivers are known to provide transportation and introductions to both the girls and the clients.

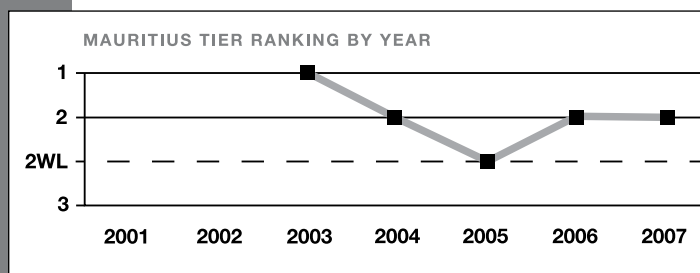
The Government of Mauritius does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government openly acknowledges that child prostitution occurs within the country and is actively working to curb the problem. To further its efforts, the government should complete the prosecution of suspected traffickers apprehended in 2006 and expand the provision of anti-trafficking training to law enforcement officials force-wide.

### Prosecution

The government vigorously investigated cases of human trafficking throughout the year. Mauritius prohibits all forms of trafficking found in the country through its Child Protection Bill of 2005, which prescribes punishment of up to



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



### Protection

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

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

### Prevention

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

## MEXICO (Tier 2 Watch List)

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

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