



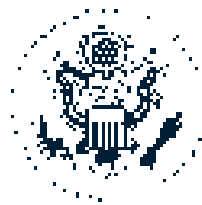
TRAFFICKING IN PERSONS REPORT

JUNE 2008





GIVE ME YOUR TIRED, YOUR POOR,
YOUR HUDDLED MASSES YEARNING
TO BREATHE FREE, THE WRETCHED
REFUSE OF YOUR TEEMING SHORE.
SEND THESE, THE HOMELESS,
TEMPEST-TOST TO ME, I LIFT MY LAMP
BESIDE THE GOLDEN DOOR!



Dear Reader:

This year, millions of men, women, and children around the globe will have their lives ruined by human traffickers. This form of modern-day slavery shocks the conscience of every civilized nation, and the United States is committed to rallying the world to defeat human trafficking.

Covering 170 countries, the eighth annual Trafficking in Persons Report is the most comprehensive to date. The report brings to account each nation's efforts to discover the perpetrators, prosecute the criminals, protect the victims, and ultimately abolish the egregious crime of human trafficking.

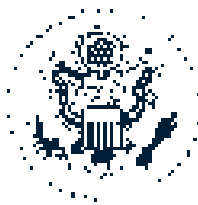
We are pleased that in the seven years since the creation of the Department of State's Office to Monitor and Combat Trafficking in Persons, the United States and our friends and allies have made important strides in confronting the reality that human beings continue to be bought and sold in the twenty-first century. It has been gratifying to witness the determined governments, human rights and women's groups, faith-based organizations, and many brave individuals who are dedicated to advancing human dignity worldwide. Trafficking and exploitation plague all nations, and no country, even ours, is immune.

The goal of this Report is to shine a light on recent accomplishments and encourage governments in their resolve to confront those who prey on the weakest and most vulnerable members of society. Together, we are confident that this modern, growing abolitionist movement will continue to rescue, rehabilitate, and restore the lives of those from whom so much has been taken.

Sincerely,

A handwritten signature in black ink, reading "Condoleezza Rice", written in a cursive style.

Condoleezza Rice



Dear Reader:

This year, America commemorates the bicentennial of its outlawing the transatlantic slave trade. In the decades following, this nation was ripped apart by a bloody civil war which sought to reconcile the words and ideas which birthed the United States and the brutal reality of a society fueled by the blood and sweat of human bondage.

The same lie which underpinned the transatlantic slave trade of the eighteenth and nineteenth centuries, namely that some people are less than human, is the very lie that fuels modern-day slavery.

Those culpable in this crime—traffickers, recruiters, factory owners, child sex tourists, and corrupt government officials—must be held to account. Those they grossly exploit and control—men, women, children, migrants, and refugees—must be accorded rights as human beings in full. Their dignity must be respected and restored. One of the central aims of U.S. foreign policy—promoting democracy and just governance—depends on meeting these imperatives.

Since taking office nearly eight years ago, President Bush has ensured U.S. global leadership on this most pressing human rights issue, from catalyzing cooperation with other countries to providing \$528 million in programmatic assistance abroad from Fiscal Years 2001 through 2007. As such, countries the world over know they have a friend in the United States as they seek not to mitigate, or regulate, but rather to eliminate human trafficking. This Report exhaustively documents the efforts of nations around the globe to confront this evil.

We remain committed to acting as a voice for the voiceless—an advocate for the prostituted woman or child, the exploited domestic worker, the trapped agricultural laborer. Their bondage demands our attention and is worthy of our efforts.

You are a welcome partner in the growing, truly global coalition, and heeding the call for abolition!

Sincerely,

A handwritten signature in black ink that reads "Mark P. Lagon".

Ambassador Mark P. Lagon

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This Report and subsequent updates are available at www.state.gov/g/tip

PROFILES

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



INTRODUCTION

THE 2008 TRAFFICKING IN PERSONS (TIP) REPORT

Purpose

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

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

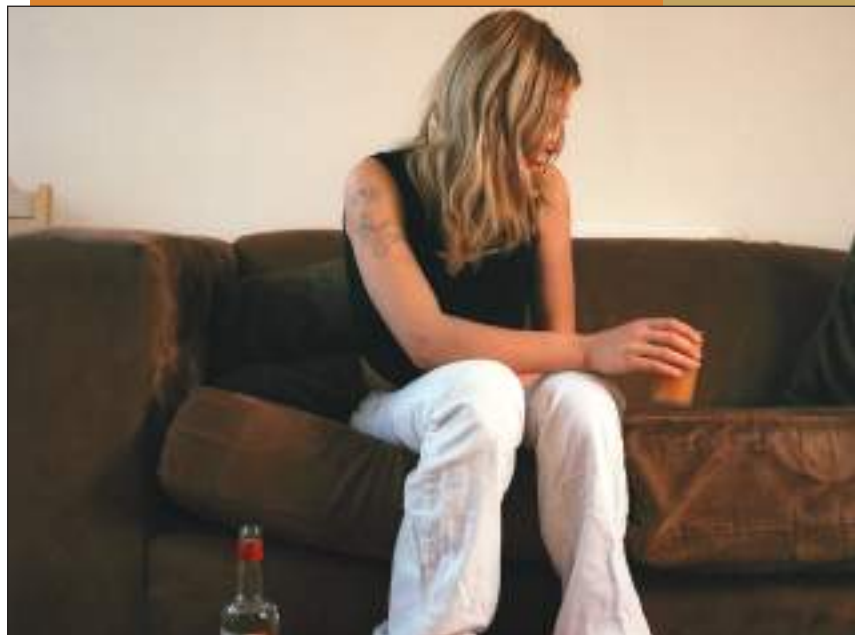
Human trafficking is a multi-dimensional threat. It deprives people of their human rights and freedoms, it increases global health risks, and it fuels the growth of organized crime.

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

There is an ever-growing community of nations making significant efforts to eliminate this atrocious crime. A country that fails to make significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking in persons, as outlined in the TVPA, receives a "Tier 3" assessment in this Report. Such an assessment could trigger the withholding by the United States of non-humanitarian, non-trade-related foreign assistance. In assessing foreign governments' efforts, the TIP

ROMANIA/UK

Lila, a 19-year-old Romanian girl who had already endured physical and sexual abuse from her alcoholic father, was introduced by an "acquaintance" to a man who offered her a job as a housekeeper/salesperson in the U.K. When she arrived in the U.K., the man sold her to a pimp and Lila was forced into prostitution. She was threatened that she would be sent home in pieces if she did not follow every order. After an attempted escape, her papers were confiscated and the beatings became more frequent and brutal. Months later, after being re-trafficked several times, Lila was freed in a police raid. She was eventually repatriated back to Romania where, after two months, she fled from a shelter where she had been staying. Her whereabouts are unknown.



At age 17, this Lithuanian was trafficked into prostitution in London having been promised a holiday trip. She escaped—after a year—but relies on alcohol to help forget.

Report highlights the "three P's"—prosecution, protection, and prevention. But a victim-centered approach to trafficking requires us also to address the "three R's"—rescue, rehabilitation, and reintegration—and to encourage learning and sharing of best practices in these areas. We must go beyond an initial rescue of victims and restore to them dignity and the hope of productive lives.



"Sexual predators who travel overseas to pursue their victims need to know that distance is not a deterrent to law enforcement."

—U.S. Attorney Patrick L. Meehan, January 2006

MEXICO/ UNITED STATES

Thirty-two year old "Sandro," from the interior of Mexico, found himself in a migrant shelter in Tijuana. A recruiter approached him in the shelter and urged him to come to the U.S.-Mexico border to "take a look." As they neared the border, the recruiter (knowledgeable of the shift change in the border patrol), pushed him over the border and instructed him to "run." Sandro was guided by Mexican traffickers to a "safe house" where he was tied to a bed and raped about 20 times. He was then transported, at gun point, to another "safe" house in San Diego and forced into domestic servitude. Eventually, he was taken to a construction site during the day. His pay check was confiscated by his traffickers. He felt he had no recourse since he lacked even basic identification papers. His abuse continued when one of his traffickers forced him at gunpoint to perform sexual acts. He was later rescued and has since received temporary residency in the United States.

Human Trafficking Defined

The TVPA defines "severe forms of trafficking" as:

- a. sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or**
- b. the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.**

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

HIGHLY VULNERABLE: NORTH KOREAN REFUGEES

Extremely poor economic and humanitarian conditions in the Democratic People's Republic of Korea (D.P.R.K.) combined with a severe shortage of jobs, a lack of basic freedoms, and a system of political repression have led many North Koreans to seek a way out. They escaped across the border into the People's Republic of China (P.R.C.) where tens of thousands of North Koreans may now reside illegally, more than half of whom are women. With conditions in their home country making North Koreans ripe for exploitation, the Tumen and Yalu River borders are "hot spots" for the trafficking of mostly North Korean women and girls.

Some North Korean women and children voluntarily cross the border into China and then in a foreign environment are captured by traffickers for both sexual exploitation and forced labor. Other times they are lured out of North Korea with the promise of a "better life" as waitresses or factory workers, then prostituted in brothels or ensnared in coercive labor arrangements. Some of the women are sold as brides to Chinese nationals, usually within the ethnically Korean border region.

Exacerbating their plight, North Koreans discovered by Chinese authorities are treated as illegal economic migrants in China and threatened with forced repatriation where they face severe punishment, or even execution, for escaping. A core principle of an effective anti-trafficking strategy is the protection of all victims, including foreign nationals. While the P.R.C. has taken some steps to address trafficking in persons across its borders with Vietnam and Burma, it has done little to address the status of vulnerable North Koreans within its borders, and does not provide North Korean trafficking victims with legal alternatives to their removal from China. The humanitarian and economic situation in the D.P.R.K. has not shown marked improvement. Neither government is doing enough to punish or prevent the trafficking of North Korean men, women, and children.

The Scope and Nature of Modern-Day Slavery

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

A wide range of estimates exists on the scope and magnitude of modern-day slavery. The International Labor Organization (ILO)—the United Nations agency charged with addressing labor standards, employment, and social protection issues—estimates that there are 12.3 million people in forced labor, bonded labor, forced child

labor, and sexual servitude at any given time; other estimates range from 4 million to 27 million.

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

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

CHINA

A man at a local train station offered 16-year old Shen, from a small Chinese farming community, a well-paying job in a nearby city which he eagerly accepted. Within hours, he and 12 others were bundled into a minivan and dumped at a brick yard where they were beaten, barely fed, and forced to perform heavy labor for 20 hours per day. Guards at the kiln would beat them with iron bars and wooden staves when they worked too slowly, at times smashing brick across a worker's head or body. Guard dogs kept Shen and the other slaves living in fear. Shen often saw local uniformed police officers visit the brickyard. "They were paid off by the owner. The whole village was his," Shen said. "It was very 'black'," he said, using the Chinese term for evil or corrupt.



Some of the over 1,000 people enslaved for over a year in a brick kiln in China's Shanxi Province and beaten by their employers.

Girls rescued from a factory in China's southern Guangdong Province in April as part of an investigation involving hundreds of children, most ages 9-16, sold over the past five years.

The nationalities of trafficked people are as diverse as the world's cultures. Some leave developing countries, seeking to improve their lives through low-skilled jobs in more prosperous countries. Others fall victim to forced or bonded labor in their own countries. Women, eager for a better future, are susceptible to promises of jobs abroad as babysitters, housekeepers, waitresses, or models—jobs that traffickers turn into the nightmare of forced prostitution without exit. Some families give children to adults, often relatives, who promise education and opportunity—but sell the children into exploitative situations for money. But poverty alone does not explain this tragedy, which is driven by fraudulent recruiters, employers, and corrupt officials who seek to reap unlawful profits from others' desperation.

Focus of the 2008 TIP Report

The TIP Report is the most comprehensive worldwide report on the efforts of governments to combat severe forms of trafficking in persons. This Report covers the period of April 2007 through March 2008. It includes those countries that have

Children 'sold like cabbages' as slave labor, China admits

April 30, 2008

BEIJING (Reuters) - Thousands of children in southwest China have been sold into slavery like "cabbages", to work as laborers in more prosperous areas such as the booming southern province of Guangdong...



BOY VICTIMS OF COMMERCIAL SEXUAL EXPLOITATION

Though they often go unreported, boys around the world also face the trauma of trafficking for commercial sexual exploitation. According to ILO and UNICEF, two percent of those forced into commercial sexual exploitation are men or boys, but the practice might be far more widespread than reported due to social stigmas associated with sex with boys.

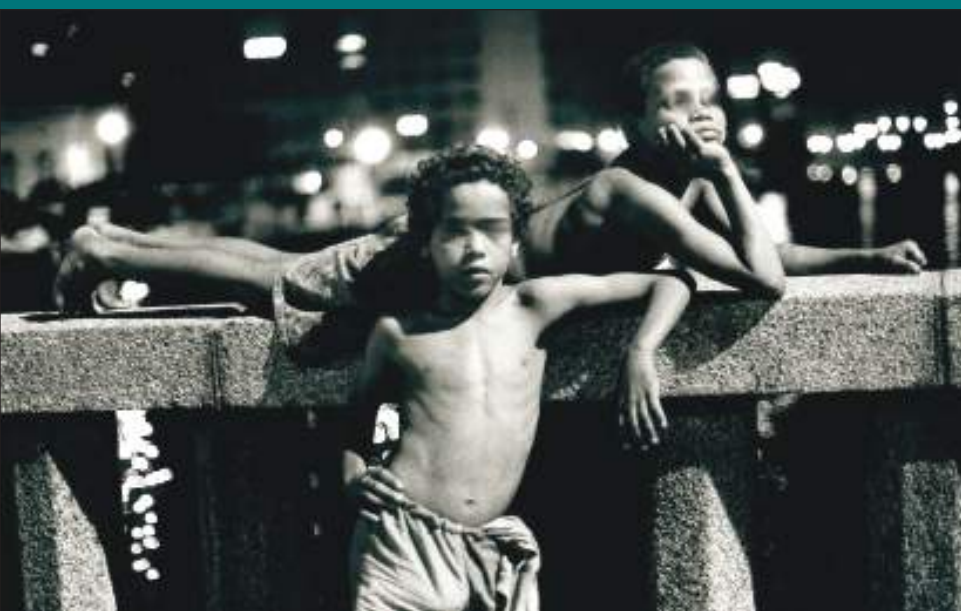
The sexual exploitation of boys may take place in informal, unorganized settings, making them both vulnerable to abuse and less likely to be identified by authorities charged with assisting them. Young street boys form relationships with older boys for protection, and are sometimes forced by these boys to have sex with older men for profit as part of the relationship. Public meeting places are often arranged, including parks, markets, bus terminals, rail stations, hotels, beaches, and movie theaters. When boys have pimps, they may endure injections with hormones to accelerate physical maturity and increase sexual performance, with painful results and long-term health consequences. Traffickers have also been known to lure boys into prostitution by making them dependent on drugs and alcohol.

Culture and stigma play a significant role in the victimization of boys in prostitution. Some researchers, for instance, believe that strict gender-segregation can foster the sexual exploitation of boys in situations when adult men do not have access to women for sex. In Afghanistan, Pakistan, and India, for example, boys are sometimes forced into prostitution behind the cultural practice of *bachabazi* or *launda* dancing—where boys dressed as girls dance at weddings and private parties for men. A different concern was highlighted by a research study on commercial sex in Costa Rica, which concluded: “Local demand for young boys arises because homosexuality is heavily stigmatized in Costa Rica, so ‘respectable’ Costa Rican men prefer to pick up boys from the street and take them somewhere discreet to use them rather than to enter into open homosexual relationships with their social and/or age equals.”

Sexual exploitation of boys is also found in tourist destinations. The beaches of Sri Lanka, Mexico, and Dominican Republic are host to men seeking sexual encounters with boys who are pimped by men or other boys. In Thailand, boys aged between 10 and 15 can earn \$280 a night having sex with foreign men. In some European cities, including in Great Britain and the Czech Republic, “rent boys,” often very young, are exploited in train stations by incoming tourists. According to NGO sources, Ghana and the Gambia face a growing problem of boys in prostitution.

The hidden nature of these boys’ trauma means they receive little or no help. Social stereotypes that presume boys cannot be exploited in prostitution often result in their exclusion from assistance, forcing many to remain silently in the sex trade.

Below: Prostituted boys in Recife, Brazil pose on a bridge. Street children are particularly vulnerable to sexual exploitation.



“One of the most fundamental things we can do to actually help vulnerable people around the world is to assist them with the intensely practical task of securing the regular enforcement of their own laws – laws that are meant to protect them as citizens, laws that are on the books currently, but that are meaningless if not enforced.”

—Gary Haugen, International Justice Mission
President, CEO

been determined to be countries of origin, transit, or destination for a significant number of victims of severe forms of trafficking. The 2008 TIP Report represents an updated, global look at the nature and scope of modern-day slavery and the broad range of actions being taken by governments around the world to confront and eliminate it.

Because trafficking likely extends to every

country in the world, the omission of a country from the Report may only indicate a lack of adequate information. The country narratives describe the scope and nature of the trafficking problem, the reasons for including the country, and the government's efforts to combat trafficking. Each narrative also contains an assessment of the government's compliance with the minimum



INDIA

Ten year-old Shanti from Ajmer, Rajasthan was trafficked to New Delhi, with seven children from her village, when she was seven years old. She was forced to beg from eight in the morning until 11 in the evening, to tear her clothes and to avoid bathing for months. She was given only one meal a day so that she would look thin and malnourished and elicit more money from the passers-by. She and 12 other children showing signs of physical abuse were rescued in a raid. The children had been beaten and were given a kind of tobacco named 'gul' to numb their senses while experiencing harsh conditions.

Men bid to buy the virginity of Nita, above left, age 14. She is from the Bedia caste in India, which encourages girls to be prostituted at the age of 13-14.

standards for the elimination of trafficking as laid out in the TVPA, and includes suggestions for additional actions to combat trafficking on the part of a country's government. The remainder of the country narrative describes each government's efforts to enforce laws against trafficking, protect victims, and prevent trafficking. Each narrative explains the basis for rating a country as Tier 1, Tier 2, Tier 2 Watch List, or Tier 3. All rankings are accompanied by an explanation, but in particular, if a country has been placed on Tier 2 Watch List, the narrative will contain a statement of explanation, using the special criteria found in the TVPA.

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

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

Methodology

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

WOMEN AS EXPLOITERS

Although men are more commonly identified by the media as traffickers and exploiters of victims in the commercial sex trade, a closer look at trafficking reveals that women are frequently culpable offenders too. Women as recruiters, brothel operators, and even “clients” of commercial sexual exploitation are more common occurrences than previously thought.

Female trafficking victims in Europe and Central and South Asia are frequently recruited and trafficked into prostitution by other women, sometimes women who were themselves previously trafficking victims. Dubbed “Happy Trafficking” in parts of Eastern Europe and Central Asia, the method minimizes risks to organizers and maximizes profits through a “layering” of trafficking that involves multiple levels of traffickers who buy and sell a victim repeatedly. Physical and psychological pressure is combined with financial incentives to turn victims into traffickers. In part to avoid detection by authorities, traffickers grant some victims limited freedom—and even reward them financially – while coercing them through other means to return to their home countries and recruit one or more women to replace them. “Happy” refers to victims-turned-traffickers’ practice of claiming to have had an ideal experience in legitimate jobs in the West or elsewhere, hiding the fact that they have been forced into prostitution themselves. Some anti-trafficking activists describe this “Happy Trafficking” as involving a type of refined psychological coercion that conveys the message that those who comply will be rewarded, while those who refuse to comply will be severely punished.

Women also serve as pimps and madams, brokering illicit commercial sexual transactions, that include trafficking. From brothels in West African countries selling children for sex to others in South Africa exploiting Thai women forced into prostitution, women may be found running the operations. Criminal organizations often employ female traffickers because governments frequently exhibit leniency toward female criminals. In many countries in Eurasia, female traffickers are released from serving prison time when they are pregnant or mothers of young children and receive lighter sentences than men, often because they are found guilty of low-level recruitment offenses.

Women are also reportedly found among the wealthier “clients” of the commercial sex trade, including international sex tourism. Women in some regions, for example, are reportedly traveling to countries in Africa, such as Kenya and The Gambia, and paying to have sex with young adult men. Like their male counterparts, women who patronize the commercial sex industry help form a demand which traffickers seek to satisfy.

INDONESIA/ MALAYSIA

“It’s like I’m out of hell,” proclaimed Indonesian worker Arum after his experience in Malaysia. He spent seven months on a rubber plantation working 13 hours a day, seven days a week without pay, until he escaped – only to be arrested, imprisoned, flogged, and deported.



An Indonesian domestic worker was beaten so badly by an employer abroad that she was blinded. Repatriated, she recovered at a clinic in Indonesia.

tions, journalists, academics, and survivors.

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

Step One: Finding Significant Numbers of Victims

First, the Department determines whether a country is “a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking,” generally on the order of 100 or more victims, the same threshold

applied in previous reports. Some countries, for which such information was not available, are not given tier ratings, but are included in the Special Case section because they exhibited indications of trafficking.

Step Two: Tier Placement

The Department places each country included on the 2008 TIP Report into one of the three lists, described here as tiers, mandated by the TVPA. This placement is based more on the extent of government action to combat trafficking, rather than the size of the problem, important though that is. The Department first evaluates whether the government fully complies with the TVPA’s minimum standards for the elimination of trafficking (detailed on p. 284). Governments that fully comply are placed in Tier 1. For other governments, the Department considers whether they are making significant efforts to bring themselves into compliance. Governments that are making significant efforts to meet the minimum standards are placed in Tier 2. Governments that do not fully comply with the minimum standards and are not making significant efforts to do so are placed in Tier 3. Finally, the Special Watch List criteria are considered and, when applicable, Tier 2 countries are placed on the Tier 2 Watch List.

The Special Watch List—Tier 2 Watch List

The TVPA created a “Special Watch List” of countries on the TIP Report that should receive special scrutiny. The list is composed of: 1) Countries listed as Tier 1 in the current Report that were listed as Tier 2 in the 2007 Report; 2) Countries listed as Tier 2 in the current Report that were listed as Tier 3 in the 2007 Report; and, 3) Countries listed as Tier 2 in the current Report, where:

- a) **The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing;**
- b) **There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from**

TRAFFICKING IN PERSONS AND NEW TECHNOLOGIES

At a recent U.S. conference on human trafficking, 17 year-old Rosita was describing the business mode of her boyfriend-trafficker. In contrast to many commonly heard stories of trafficking, Rosita was not held against her will in a back-alley brothel. Nor was she moved around on street circuit in a bad part of town. Instead, her trafficker was advertising on a popular internet list-serve where buyers and sellers are able to come together virtually to make business deals and exchanges. A description of the “service” was posted, along with the trafficker’s cell phone. Buyers called and made discrete arrangements. Following the business deal, Rosita was delivered to a home, a hotel, or other meeting place at an agreed upon time for an agreed upon price. Rosita was trafficked for prostitution in this manner when she was between the ages of 14 and 17.

This case had all the elements of common trafficking—Rosita was recruited as a child, and forced, by a violent and abusive boyfriend, to be sold for commercial sexual exploitation. What was different about the case was the trafficker’s use of new technologies to facilitate her sale. Numerous similar cases have emerged, illustrating the use of new technologies, such as cell phones, text messaging, and other phone technologies to facilitate business; chat rooms to exchange information on sex tourism sites around the world; social media and social networking to target, stalk, and land victims, as well as to convey, buy, and sell pornographic records of sex trafficking; instant messaging to communicate in real time with victims or targets; and more. In addition to phones and the Internet, traffickers may also be using new ubiquitous technologies such as chips, global positioning systems, and biometric data.

A two-pronged approach to addressing these developments is important. As a preliminary measure, countries should begin to document all cases in which new technologies are utilized by traffickers for either sex or labor trafficking. Such information is a necessary first step toward analyzing and designing interventions in cases where technology is used to facilitate trafficking.

At the same time, law enforcement should examine ways to utilize “reverse engineering” to combat sex trafficking, identifying ways to identify new victims and to obtain protection and services for them. New technologies can be harnessed for the good of identifying traffickers and customers, and to facilitate arrests, prosecutions, and convictions of the exploiters.

the previous year, including increased investigations, prosecutions, and convictions of trafficking crimes, increased assistance to victims, and decreasing evidence of complicity in severe forms of trafficking by government officials; or

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

This third category (including a, b, and c) has been termed by the Department of State “Tier 2 Watch List.” There were 32 countries placed on Tier 2 Watch List in the June 2007 Report. Along with two countries that were reassessed as Tier 2

Watch List countries in October 2007, and seven countries that met the first two categories above (moving up a tier from the 2007 to the 2008 TIP Report), these 41 countries were included in an “Interim Assessment” released by the Department of State on February 28, 2008.

Of the 34 countries on Tier 2 Watch List at the time of the Interim Assessment, 11 moved up to Tier 2 on this Report, while four fell to Tier 3 and 19 remain on Tier 2 Watch List. Countries placed on the Special Watch List in this Report will be reexamined in an interim assessment to be submitted to the U.S. Congress by February 1, 2009.

Potential Penalties for Tier 3 Countries

Governments of countries in Tier 3 may be subject to certain sanctions. The U.S. Government may

PROTECTING CHILDREN FROM CHILD SEX TOURISM

This year, in accordance with the Trafficking Victims Protection Reauthorization Act of 2005, the 2008 Trafficking in Persons Report addresses governments efforts to prevent child sex tourism (CST) by their nationals.

FACTS ON CHILD SEX TOURISM

An estimated two million children worldwide face the horrors of exploitation in the transnational sex trade. Child sex tourism involves people who travel to engage in commercial sex acts with children. The lives of such prostituted children are appalling. Studies indicate that each of these children may be victimized by 100 to 1,500 perpetrators per year. Prostituted children live in constant fear and often suffer from many physical ailments, including tuberculosis, infections, and physical injuries resulting from violence inflicted upon them.



PROTECTING CHILDREN WORLDWIDE

Several U.S. laws safeguard children from sexual predators, including the Mann Act, the Child Sexual Abuse Prevention Act of 1994, and the PROTECT Act of 2003. Federal law bars U.S. residents from engaging in sexual or pornographic activities with a child under 18 anywhere in the world. Seeking to protect children worldwide, the Department of Homeland Security/U.S. Immigration and Customs Enforcement (ICE) developed Operation Predator, an initiative to identify, investigate, and arrest child predators traveling to and from the United States. ICE is also working with law enforcement agencies and advocacy groups around the globe to investigate crimes of this nature.



INTERNATIONAL COOPERATION LEADS TO PROGRESS

The August 2007 conviction of Anthony Mark Bianchi in a U.S. Federal Court is one of 36 convictions of PROTECT Act cases over the past five years demonstrating the success that can result from international collaboration against child sex tourism. Bianchi, a New Jersey resident, committed sex crimes against minors in Moldova and Romania. In one instance, he took a young victim to a Romanian pub for his birthday, gave him wine, and after the child became intoxicated, Bianchi engaged in illicit sexual conduct with him. Eight of his victims crossed the globe to share their horrifying ordeal with a U.S. jury. Assistance from dedicated Moldovan and Romanian officials was critical to the successful prosecution of this case.

INTERNATIONAL INITIATIVES

Several governments are taking commendable steps to counter child sex tourism. Brazil has a national awareness campaign on the issue that is broadcast in several languages. State-controlled Air France shows in-flight videos highlighting the crime and penalties for committing child sex tourism offenses, and allocates a portion of in-flight toy sales to fund awareness programs on the issue. Madagascar has distributed a film on the dangers of child sex tourism to schools throughout the country.

YOU CAN HELP: REPORT SEXUAL EXPLOITATION OF CHILDREN

Report suspected incidents of child sex tourism involving American citizens to ICE by telephone or email: 1-866-DHS-2ICE or Operation.Predator@dhs.gov. Report suspected child sexual exploitation to the National Center for Missing & Exploited Children: 1-800-843-5678 or www.cybertipline.com. If overseas assistance is needed, contact the regional security officer at the local American embassy or consulate.

Above: An Asian tourist in Cambodia picks up two young female street hawkers at a tourist site. Many countries where child sex tourism is a problem profile Western tourists, however predators come from everywhere.

"On this trip, I've had sex with a 14-year-old girl in Mexico and a 15-year-old in Colombia. I'm helping them financially. If they don't have sex with me, they may not have enough food. If someone has a problem with me doing this, let UNICEF feed them."

—Retired U.S. Schoolteacher

withhold non-humanitarian, non-trade-related foreign assistance. Countries that receive no such assistance would be subject to withholding of funding for participation by officials and employees of such governments in educational and cultural exchange programs. Consistent with the TVPA, governments subject to sanctions would also face U.S. opposition to assistance (except for humanitarian, trade-related, and certain development-related assistance) from international financial institutions such as the International Monetary Fund and the World Bank. Sanctions, if imposed, will take effect October 1, 2008.

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

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

How the Report Is Used

This Report is a diplomatic tool for the U.S. Government to use as an instrument for continued dialogue and encouragement and as a guide to help focus resources on prosecution, protection, and prevention programs and policies. Specific recommendations highlighted in the



A prostituted 16-year-old Bangladeshi girl with a client in a brothel.



A boy forced to mine diamonds near Ngotto, Central African Republic.

TRAFFICKING OF MIGRANT WORKERS

A number of governments, particularly within Asia and the Middle East, have entered into bilateral agreements or Memoranda of Understanding (MOUs) in order to encourage and formally manage the flow of migrant workers from one country to another. To date, however, very few if any of such agreements contain any provisions explicitly protecting the workers in question from conditions of forced labor or other forms of trafficking in persons. At the same time, the number of cases reported to the Department of State has raised concerns that labor trafficking is occurring within the context of this otherwise legal form of transnational labor migration.

An example of this phenomenon: A worker is recruited in his home town in a South Asian country for a two-year construction contract in a Gulf state. The labor recruiting company tells the worker that he will earn \$250 a month in addition to overtime payments for more than 40 hours worked in a week, and he will receive free room, board, medical care, and one day off per week. Upon arrival, however, the worker discovers that he is to be paid \$120 per month with no paid overtime, and deductions of \$15 a month are to be taken from his paycheck for food. He was deceived by the labor recruiter, who collaborated with the worker's Gulf state employer, and now he is exploited by the employer who has confiscated the worker's passport and threatens to turn him over to immigration authorities as an undocumented migrant if he does not continue working. Through threatened abuse of the legal process (immigration laws) the employer has coerced the migrant worker to continue his labor on terms to which the laborer did not consent. This is trafficking in persons.



This is but one example of trafficking that has been reported to be occurring within the context of otherwise legal, transnational labor migration. In order to more effectively address such problems, source and destination governments are encouraged to collaborate, and where appropriate, to include in their MOUs and bilateral agreements specific measures to prevent trafficking in persons.

Governments participating in existing multilateral, regional, and sub-regional initiatives such as the Colombo Process and the Abu Dhabi Dialogue are also encouraged to collaborate with the ILO, in light of its mandate to eliminate forced or compulsory labor.

The following are some possible strategies to counter the trafficking of transnational migrant workers:

Recruitment (Source Countries): Labor source governments should prohibit and punish the exploitation of migrant workers by labor recruiters who recruit workers through fraudulent offers of work conditions, or who impose fees that lead to situations of debt bondage. Source country governments should ensure that labor recruiters are properly vetted, licensed, and monitored, and should increase efforts to raise awareness of the risks associated with labor recruitment and migration.

Recruitment (Destination Countries): Labor destination governments should consider steps to ensure that workers recruited for work in their countries are not the victims of fraudulent work offers or conditions of debt bondage. The activities and practices of local recruitment agencies should be monitored. Labor agencies should be held criminally accountable for acts of force, fraud, or coercion committed against foreign workers.



INDONESIA/ UNITED STATES

Labor Agreements (both Source and Destination Countries): Negotiation of bilateral or multilateral agreements, or MOUs, between source and destination governments should be conducted in a transparent fashion, with participation of civil society and associations representing workers and employers, as appropriate. These agreements, or MOUs, should be made publicly accessible and should explicitly protect workers from conditions of forced labor and other forms of trafficking in persons.

Victim Complaints (Destination Countries): Labor destination governments should encourage workers to report alleged cases of forced labor to law enforcement authorities with a goal of criminally investigating these alleged acts and punishing perpetrators with sufficiently stringent penalties. As part of such encouragement efforts, governments should consider incentives for workers, such as the provision of shelter, medical care, free legal aid with translation services, the ability to work while awaiting resolution of investigations, and avenues for victims to claim and obtain restitution.

Victim Identification (Destination Countries): Labor destination countries should have procedures in place to ensure that foreign workers are screened for evidence of trafficking prior to being removed for lack of legal immigration status. Training law enforcement officials and immigration officers on victim identification, or the deployment of trained victim identification specialists, are among the measures destination countries should consider in order to improve their ability to identify trafficking victims.

Preventing Abuse of the Legal System in Destination Countries: Labor destination governments should institute measures to ensure that migrant workers have the ability to leave an abusive employer and seek legal redress for complaints of forced labor or debt bondage without fear of automatic detention and deportation. To ensure that exploitative employers cannot abuse the legal status of migrant workers in such a way as to abet trafficking in persons, a destination country should take steps to make migrant workers aware of their rights and the avenues available to file complaints, and encourage workers to do so.

Mala and Kamala, came to the United States to work as domestic servants for an American family on Long Island, New York. They accepted this offer of work in a far-away country in hopes of improving the livelihood of their families back in rural Indonesia. Instead, what they encountered in an affluent community of suburban New York City was a form of modern-day slavery. The two domestic workers were subjected to beatings, threats, and confinement until, after years, they sought help and were relieved of their suffering. Their exploiters were tried and convicted on multiple criminal charges, including forced labor and “document servitude” (withholding a person’s travel documents as a means to induce them into labor or service), for which sentencing is pending.



In a Long Island mansion, this Indonesian maid and another woman were enslaved, beaten, scalded, and humiliated. Domestic servitude, or trafficking into private homes, is often difficult to detect.

STREET CHILDREN AND TRAFFICKING

Eleven-year-old Theresa ran away from her rural home in the Philippines after her uncle sexually abused her, joining other street children in a nearby city rummaging through garbage for food and sleeping under a bridge. Not long after she arrived on the streets, a pimp pushed Theresa into prostitution. Across the globe, street children like Theresa represent one of the most vulnerable groups, both for sexual exploitation and forced labor. In major cities worldwide, street children are lured into brothels, where they are also exposed to physical and sexual abuse, drug addiction, and HIV. A large number of street children are reportedly prostituted in the urban areas of the Philippines. Prostitution of street children also occurs in the United States; one study found that 90 percent of street children in Atlanta, for example, are also prostituted.

Street children are often also forced to steal or sell drugs by adult street gang members. In January 2008, British law enforcement authorities estimated that gangs forcing children to steal in London can earn the equivalent of \$200,000 annually. In Mauritania, gangs recruit street children to sell drugs, not only exploiting the children for their labor, but exposing them to harmful substances to which they frequently become addicted. Among the myriad dangers street children face, forced begging is one of the most common. In Shenzhen, China, adults force street children to beg, sometimes breaking their arms or legs so that passers-by will take pity on the maimed children and pay more money. An undercover reporter learned in 2005 that a man in Shenzhen could earn between \$30,000-\$40,000 per year by forcing children to beg.

In many countries, children living on the street are former trafficking victims who have run away from abusive employers. In Senegal, for example, NGOs that provide care to street children report that many of the girls they assist were brought by extended family members from their home villages to Dakar to be placed in jobs as maids in private homes. After being subjected to sexual and physical abuse by employers, the girls fled to Dakar's streets, oftentimes only to be re-trafficked.

narrative of each ranked country are provided to facilitate future progress. The State Department will continue to engage governments about the content of the Report in order to strengthen cooperative efforts to eradicate trafficking. In the coming year, and particularly in the months before a determination is made regarding sanctions for Tier 3 countries, the Department will use the information gathered here to more effectively target assistance programs and to work with countries that need help in combating trafficking. The Department hopes the Report will be a catalyst for government and non-government efforts to combat trafficking in persons around the world.

FORCED LABOR AND SEXUAL SERVITUDE: THE VARYING FORMS OF HUMAN TRAFFICKING

The hidden nature of trafficking in persons prevents a precise count of the number of victims around the world, but available research indicates that, when trafficking within a country's borders is included in the count, more people fall victim to labor forms of trafficking than sex trafficking. Although labor trafficking and sex trafficking are usually analyzed as separate trafficking in persons issues, victims of both forms of trafficking often share a common denominator: their trafficking ordeal started with a



A Filipina woman holds the high school ID of her missing daughter who had been recruited for domestic work abroad.

migration in search of economic alternatives.

The theme of migration is often heard in reporting on trafficking in persons and indeed the movement of victims is a common trait in many trafficking crimes. Yet servitude can also occur without the movement of a person. In analyzing trafficking in persons issues and designing effective responses, the focus should be on the exploitation and control of a person through force, fraud, or coercion – not on the movement of that person.

Neither the international definition of trafficking in persons, as defined in the 2000 UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, nor the U.S. definition of severe forms of trafficking in persons, as defined in federal law, requires the movement of the victim. Movement is not necessary, as any person who is recruited, harbored, provided, or obtained through force, fraud, or coercion for the purpose of subjecting that person to involuntary servitude, forced labor, or commercial sex qualifies as a trafficking victim.

MAJOR FORMS OF TRAFFICKING IN PERSONS

Forced Labor

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

Forced labor is a form of human trafficking that can be harder to identify and estimate than sex trafficking. It may not involve the same criminal networks profiting from transnational sex trafficking, but may instead involve individuals who subject anywhere from one to hundreds of workers to involuntary servitude, perhaps through forced or coerced household work or work at a factory.

Bonded Labor

One form of force or coercion is the use of a bond, or debt, to keep a person under subjugation. This is referred to in law and policy as “bonded labor” or “debt bondage.” It is criminalized under U.S. law and included as a form of exploitation related to trafficking in the UN TIP Protocol. Many workers around the world fall victim to debt bondage when traffickers or recruiters unlawfully exploit an initial debt the worker assumed as part of the terms of employment, or when workers inherit debt in more traditional systems of bonded



Young children crush stones using small hammers in a quarry east of Accra, Ghana.

INDIA

Madesh was only eight years old when his family sent him to work in a brick kiln. He labored every day carrying 40-pound loads of bricks on his head and engaging in other hard physical labor. After 10 years at the kiln, he moved to another facility, accepting an advance of about \$150 to meet his immediate needs. At the new kiln, the owner inflated Madesh's debt through fraudulent fees, and coerced him into servitude to pay off the insurmountable debt. "This is how they forced me to work," Madesh recalls. "I was not even sure if the debt was real." After more than 15 years in slavery, Madesh was released through the intervention of local officials in partnership with an NGO. Madesh used the rehabilitation funds provided by the Indian government to open his own brick kiln, where today he employs several relatives and community members and pays them all fair wages.



During a raid to free boys trapped in a garment factory in India, child rights activist Bhuwan Ribhu talks to a victim.

Burmese forced to labor for the Burmese junta to construct its new capital.



labor. Traditional bonded labor in South Asia enslaves huge numbers of people from generation to generation.

Debt Bondage and Involuntary Servitude Among Migrant Laborers

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

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

Involuntary Domestic Servitude

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

Forced Child Labor

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

Child Soldiers

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

Many children are abducted to be used as combatants. Others are made unlawfully to serve as porters, cooks, guards, servants, messengers, or spies. Many young girls are forced to marry or have sex with male combatants and are at high risk of unwanted pregnancies. Male and female

VICTIM TRAUMA AND RECOVERY

“I feel like they’ve taken my smile and I can never have it back,” reflects Liliana, a young woman trafficked into prostitution within Europe. The psychological and physical affects of commercial sexual exploitation are profound and remain long after a victim escapes from her trafficker. Trafficked women experience varying levels of trauma. Some victims are literally held captive, relentlessly battered and/or sexually violated. Others suffer less physical abuse, but are subjected to psychological torment and threats, living in fear of harm to themselves or their loved ones. A 2006 study found that 76 percent of 207 trafficked women interviewed were physically assaulted by their trafficker, pimp, madam, brothel and club owner, clients, or boyfriend. The same study found that 90 percent of victims reported being physically forced or intimidated into sex or other sexual acts, and 91 percent of victims reported being threatened with death, beatings, increased debt, harm to their children and families, or re-trafficking.

While physical symptoms of abuse can be treated immediately after escape or rescue and the corresponding injuries can start healing immediately, this study’s research has found that the symptoms of post-traumatic stress that the majority of sex trafficking victims report take at least 90 days to decrease significantly. The symptoms are psychological reactions to trauma similar to those seen in survivors of torture, which include depression, anxiety, hostility and irritability, recurring nightmares and memories of abuse, difficulty concentrating and sleeping, and feelings of apathy or emotional detachment.



WORKER REMITTANCES—A DARKER SIDE?

A United Nations study in late 2007 estimated that approximately 150 million migrant workers from developing countries around the world produce over \$300 billion in annual remittances to their countries of origin. According to the conclusions of the study, this represents “one of the world’s largest poverty reduction efforts” and is a major contribution to “grass-roots economic development.” Indeed, with average annual remittances of over \$2,000 per worker, the impact of these remittances is substantial. Most of these workers are unskilled or low-skilled, with annual incomes often between \$1,500 and 4,000 a year.

Study of labor trafficking patterns suggest that the phenomenon of remittances may deserve closer scrutiny. Migrant workers often depend on labor recruiters or brokers to find a job, usually on a two- or three-year contract. While many of these recruiters are legal and provide a service at a fair cost, in some of the world’s largest labor exporting countries, there are also many exploitative recruiters who fraudulently induce workers into paying excessive “commissions” to secure a job abroad. Such exorbitant commissions can be grossly disproportionate to the services rendered by a recruiter and, in some instances, may be the equivalent of six months to one year of the worker’s actual pay received once abroad. To pay such fees, workers either become indebted to the recruiter, or take out a formal or informal loan in their country of origin, with the expectation of payment based on future wages earned abroad. In many instances, worker expectations and repayment terms are based on exaggerated and false representations by recruiters as to wages they can expect to earn in their new jobs.

Once at the overseas worksite, however, such high levels of indebtedness can make workers vulnerable to further exploitation by unscrupulous employers. Such employers use this information as leverage to subject workers to terms much less favorable than promised at the time of recruitment (e.g. more hours, less pay, and harsher conditions) —including, in some instances, conditions that amount to debt bondage.

How much of that annual \$300 billion in remittances from such workers goes to pay off the debt incurred to pay unscrupulous recruiters? No one knows with precision. But research on labor recruitment practices in some countries suggests that it may be as high as 20 percent. With millions of migrant workers leaving a single source country alone, the proceeds of labor recruiters’ commissions could be in the billions of dollars. Moreover, a certain percentage of such remittances represents the wages of workers who are subjected to conditions amounting to or similar to debt bondage, unable to earn enough in their low-wage jobs to overcome and repay the high debt they have incurred, and exploited because of it.

With a significant portion of the foreign exchange remitted by migrant workers going to offset commissions charged by fraudulent recruiters, how much is truly left to reduce poverty, to develop the communities from which migrant laborers are drawn? More research needs to be conducted into the deleterious social and economic effects of labor recruiters who reap lucrative proceeds from exploiting migrant labor. But this phenomenon suggests that not only do economic underdevelopment and poverty contribute significantly to causing human trafficking, but the reverse is quite true as well.

Above: Dubai riot police surround a labor camp in the United Arab Emirates after thousands of migrant workers went on strike against harsh work conditions in October 2007.

child soldiers are often sexually abused and are at high risk of contracting sexually transmitted diseases.

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

Child soldiers are a global phenomenon. The problem is most critical in Africa and Asia, but armed groups in the Americas and the Middle East also unlawfully use children in conflict areas. All

Two young ethnic Karen boys serving as child soldiers in Burma.

nations must work together with international organizations and NGOs to take urgent action to disarm, demobilize, and reintegrate child soldiers.

Sex Trafficking and Prostitution

Sex trafficking comprises a significant portion of overall trafficking and the majority of transnational modern-day slavery. Sex trafficking would not exist without the demand for commercial sex flourishing around the world. The U.S. Government adopted a strong position against prostitution in a December 2002 policy decision, which notes that prostitution is inherently harmful and dehumanizing, and fuels trafficking in persons. Turning people into dehumanized commodities creates an enabling environment for human trafficking.



NORTH KOREA/ CHINA

Nineteen-year-old So-Young stands at less than five feet tall after being chronically malnourished in North Korea. A refugee, she crossed illegally into China with hopes of a better life, but found instead a nightmare of sexual exploitation. An “employer” offered her approximately \$1.40 per day in exchange for work—money that So-Young planned on sending back to her family. Deceived by this empty promise, So-Young spent the next several months being passed between handlers. Just days before she was to be purchased by a forty-year-old Chinese man, So-Young managed to escape with the help of a local pastor. Three years later, she was forcibly repatriated to North Korea where she was imprisoned for six months before escaping once more to China. Traffickers kidnapped her once again, repeatedly raping her prior to her sale. Her new “husband” also raped her multiple times before she was able to escape. So-Young remains in hiding today: “There are many people coming out of North Korea, but they don’t have anywhere to go and no other choice but to go that route [into China].”

The United States Government opposes prostitution and any related activities, including pimping, pandering, or maintaining brothels as contributing to the phenomenon of trafficking in persons, and maintains that these activities should not be regulated as a legitimate form of work for any human being. Those who patronize the commercial sex industry form a demand which traffickers seek to satisfy.

Children Exploited for Commercial Sex

Each year, more than two million children are exploited in the global commercial sex trade. Many of these children are trapped in prostitution. The commercial sexual exploitation of children is trafficking, regardless of circumstances. International covenants and protocols obligate criminalization of the commercial sexual exploitation of children. The use of children in the commercial sex trade is prohibited under both U.S. law and the U.N. TIP Protocol. There can be no exceptions, no cultural or socio-economic rationalizations that prevent the rescue of children from sexual servitude. Terms such as “child sex worker” are unacceptable because they falsely sanitize the brutality of this exploitation.

Child Sex Tourism

Child sex tourism (CST) involves people who travel from their own country—often a country where

“To the foreigners who come here looking for young girls, I say change your behavior.”

—President Marc Ravalomanana, Madagascar

Prostituted girls wait in line to be inspected by customers in an Indian city.





A boy works in a charcoal store in Rangoon.

THE MYTH OF THE BAD “RUNAWAY WORKER”

“Migrant worker will be imprisoned up to two years and face a \$3,205 fine if they are found to have deliberately deserted their contracted jobs when overseas,” declares the law of a government of a country that is a major source of migrant laborers. Some governments of destination countries pursue workers who have “run away” with tenacity and harsh penalties. Several are known to offer bounties for each runaway worker found by citizens who deputize themselves as immigration officers.

In some instances, migrant workers from less developed countries who runaway from employers in more developed destination countries are too quickly assumed to be law-breakers and “bad workers.” While many destination governments fail to provide foreign workers with adequate recourse for help if abused by their employers, they are often unquestioning in assuming guilt of a worker who has run away. “Anti-abscondment” laws in some countries can lead to automatic arrest, incarceration, and often summary deportation if a worker is absent from his or her employment site for more than one day.

Data collected from NGOs, diplomatic missions, and international organizations, however, reveal that many of these “runaways” are fleeing abusive employers, debt bondage, or forced labor. Denied opportunities to seek help from their host government, they take the last resort – flight. Disproportionately high rates of runaways in particular sectors or by particular nationalities may reflect underlying exploitative practices in recruitment or employment, including practices that constitute trafficking. Destination governments should offer avenues through which workers can identify themselves as trafficking victims and seek help from exploitation without fear of automatic arrest or deportation. Likewise, governments of labor source countries need to protect their citizens who travel abroad for work, not punish them for fleeing abuse. Otherwise they are doubly victimized.

child sexual exploitation is illegal or culturally abhorrent—to another country where they engage in commercial sex acts with children. CST is a shameful assault on the dignity of children and a form of violent child abuse. The commercial sexual exploitation of children has devastating consequences for minors, which may include long-lasting physical and psychological trauma, disease (including HIV/AIDS), drug addiction, unwanted pregnancy, malnutrition, social ostracism, and possibly death.

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

PUNISHING TRAFFICKING OFFENDERS ADEQUATELY

Much of the analysis of foreign governments’ anti-trafficking efforts contained in this Report focuses on the issues of punishing trafficking offenders

INVISIBLE PEOPLE: STATELESSNESS AND TRAFFICKING

Fifteen-year-old Meesu from northern Thailand responded to a job offer to work in a restaurant in Bangkok and ended up trafficked to Malaysia for commercial sexual exploitation. After months of confinement in a brothel, Meesu and other girls from northern Thailand were finally rescued by Malaysian police accompanied by a Thai NGO. The girls were taken by police to an immigration detention center. Because Meesu is a member of a hill tribe and effectively stateless, no state recognizes her as a citizen and without identity documents, she could not be repatriated easily. Meesu languished for several months in a

of their communities, whether voluntarily or by force. Without documents or citizenship status, trafficking victims who find themselves outside of their country of origin may find it impossible to return, while at the same time having no legal status in the country where they now reside. Government-sponsored public awareness, economic development programs, or employment programs often bypass these invisible populations. In addition, stateless people are often unable to access state-sponsored benefits like healthcare and education.

As Meesu's example suggests, a stateless person who becomes a trafficking victim may receive limited protection, little assistance, and be denied repatriation to his or her country of habitual residence. Measures to alleviate these vulnerabilities include: birth registration campaigns and more efficient, transparent, and accessible avenues for acquiring legal residency or citizenship. For countries or regions that share cross-border populations, similar approaches for providing documentation can be a helpful undertaking.

Returning to Romania after being prostituted in Spain, this Roma teen continues to be prostituted at home.



detention center while states argued who should be responsible for taking her back. Eventually a Thai cabinet resolution established guidelines for the return of stateless residents determined to be trafficking victims who can prove prior residence in Thailand, allowing Meesu to be returned to her family. These stateless residents can effectively be given residency status in Thailand on a case-by-case basis.

Stateless persons, which exist in every region of the world, are at high risk for trafficking due to their marginalized political status, lack of economic or educational opportunities, and poverty. In many instances, such individuals also lack identity or travel documents, putting them at risk of arrest when they travel outside

"Traffickers fish in the stream of migration. They prey on the most vulnerable section of the migrants to supply to the most exploitative, hazardous and inhuman forms of work."

—Radhika Coomaraswamy, former UN Special
Rapporteur on Violence Against Women

and protecting victims of trafficking. The following offers a look at how this analysis is conducted, based on the standards provided in the TVPA.

The minimum standards found in the Trafficking Victims Protection Act call on foreign governments to prohibit all forms of trafficking, prescribe penalties for those acts that are sufficiently stringent to deter the crime and that adequately reflect the heinous nature of the crime, and vigorously punish offenders convicted of these crimes.

Legally Prescribed Penalties: In assessing foreign governments' anti-trafficking efforts in the TIP Report, the Department of State holds that, consistent with the 2000 U.N. Convention Against Transnational Organized Crime (which is supplemented by the U.N. TIP Protocol), criminal penalties to meet this standard should include a maximum of at least four years' deprivation of liberty, or a more severe penalty.

Imposed Penalties: The Department of State holds that imposed sentences should involve significant jail time, with a majority of cases resulting in sentences on the order of one year of imprisonment or more, but taking into account the severity of an individual's involvement in trafficking, imposed sentences for other grave crimes, and the judiciary's right to hand down punishments consistent with that country's laws. Convictions obtained under other criminal laws and statutes can be counted as anti-trafficking if the government verifies that the offenses involve human trafficking.

Protecting Victims Adequately

The TVPA minimum standards' criterion on victim protection reads:

"Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or

EGYPT

Samya lived with her mother, step-father and three brothers in a small Cairo apartment. When her step-father raped her, she ran away from home and started living on the streets at the age of 14. She met a group of street kids who, like her, had fled abuse at home. After two months on the streets begging for food and avoiding harassment from police, she met Shouq, an older lady who allowed some of the street girls to stay with her. The first night Samya stayed at Shouq's apartment, Shouq told her she would have to earn her keep by having sex with male clients for the equivalent of \$16. Samya, afraid to live on the streets and fearful of returning home, had sex with several men a day for nearly one year; Shouq kept all of the money.



This Nigerian-born woman, trafficked to Paris, was beaten up the night before the photo was taken. Thousands of Nigerian women are brought to Europe then forced by traffickers to repay debts of up to \$50,000. Most are prostituted.

hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked.”

In every country narrative of the TIP Report, these three numbered elements are specifically addressed. In addition, the Department of State has decided to implement this criterion with the following guidelines:

In evaluating whether a country fully complies with this minimum standard for victim protection, the State Department considers the following to be critical factors:

- 1) **Proactive identification:** Victims should not be expected to identify themselves. They typically are afraid of coming forward and being considered criminals, irregular migrants, or disposable people by authorities. Formal screening procedures should go beyond checking a person’s papers. Some form of systematic procedure should be in place to guide law enforcement and other governmental or government-supported front-line responders in the process of victim identification.
- 2) **Shelter and temporary care:** A government should ensure that victims receive access to primary health care, counseling, and shelter that allows them to recount their trafficking experience to trained social counselors and law enforcement at a pace with minimal pressure. Shelter and assistance can be provided in cooperation with NGOs. Part of the host government’s responsibility includes funding for, and referral to, NGOs providing services. To the best extent possible, trafficking victims should not be held in immigration detention centers, or other detention.

The Department of State also gives positive consideration to two additional victim protection factors:

A. Victim/witness protection, rights and confidentiality: Governments should ensure that victims are provided with legal and other assistance and that, consistent with its domestic law, proceedings are not prejudicial to victims’ rights, dignity, or psychological well-being. Confidentiality and privacy should be respected and protected to the extent possible under domestic law. Victims should be provided with information in a language they understand.

B. Repatriation: Source and destination countries share responsibility in ensuring the safe, humane and, to the extent possible, voluntary repatriation/reintegration of victims. At a minimum, destination countries should contact a competent governmental body, NGO or international organization in the relevant source country to ensure that trafficked persons who return to their country of origin are provided with assistance and support necessary to their well-being. Trafficking victims should not be subjected to deportations or forced returns without safeguards or other measures to reduce the risk of hardship, retribution, or re-trafficking.

Prevention: Spotlight on Addressing Demand

Human trafficking is a dehumanizing crime which turns people into mere commodities. On the supply side, criminal networks, corruption, lack of education, and misinformation about employment opportunities and the degrading nature of work promised, together with poverty, make people vulnerable to the lures of trafficking—this is true of both sex trafficking and slave labor. Significant efforts are being made to address these factors that “push” victims into being trafficked,

PROSTITUTION AND TRAFFICKING: ADJUSTING POLICY TO REALITY

Several countries have experimented with national models of legalized prostitution within government-regulated sectors. These countries might argue that regulation can provide standardized protection from disease and violence, prevent the involvement of organized crime, impose government oversight on a sector that previously existed beyond the law, and even help reduce sex trafficking.

Germany and the Netherlands legalized prostitution within a government-regulated sector between 1999 and 2002. New Zealand and several states in Australia did too. Other countries—including Austria, Belgium, France, Italy, and Switzerland—also regulate prostitution.

In accordance with a December 2002 policy decision, the U.S. government opposes prostitution and any related activities, including pimping, pandering or maintaining brothels as contributing to the phenomenon of trafficking in persons. U.S. policy is that these activities are inherently harmful and dehumanizing and should not be regulated as a legitimate form of work for any human being.

Where there is legal prostitution, governments have found they have to address ways that sex trafficking continues to flourish. As Amsterdam Mayor Job Cohen told the *New York Times* earlier this year, “We realized that big crime organizations are involved here in trafficking women, drugs, killings, and other criminal activities.” Organized crime networks do not register with the government, pay taxes, or protect people in prostitution. As government policies have shifted, so have criminal methods. Mayor Cohen added, “Trafficking in women continues. Women are now moved around more, making police work more difficult.” In a worthy step to the Netherlands’ credit, the city recently closed about one-third of Amsterdam’s infamous red-light district—closing establishments that it found were engaged in illegal activities. Authorities have needed to keep moving after the traffickers because legalization and regulation have not dried up sex trafficking, which has continued apace. Meanwhile, some countries such as Bulgaria have decided not to legalize prostitution, which will avoid the added burden of regulation.

In contrast to a legal regulation model, Sweden chose in 1999 to criminalize sex buying, pimping, and brothel keeping, while also decriminalizing the act of prostitution. Since around that date, there has been a decrease in known human trafficking cases, and a shrinkage of the commercial sex industry. Subsequently, other governments such as in South Korea, Denmark, and Scotland have variously considered or implemented measures aimed at shrinking the realm of legality for buying commercial sex. These experiments bear further examination as efforts to narrow the vulnerability to sex trafficking.

The health impact of prostitution overall is another important factor. Field research published in 2003 of women in prostitution in nine countries concluded that 63 percent were raped, 71 percent were physically assaulted, and 68 percent met the criteria for post-traumatic stress disorder in the same range as treatment-seeking combat veterans, battered women seeking shelter, and rape survivors and refugees from state-organized torture. The myriad public health implications of prostitution also include HIV/AIDS and other serious diseases.



Amsterdam Mayor Job Cohen (right) announced major renovation of the red-light district based on “failure” of legalized prostitution.



At the Czech Republic border with Germany, prostituted women wait for clients behind a brothel window.

CUSTODY OF CHILD TRAFFICKING VICTIMS



Digging for copper in the Congo, children as young as eight years work in the mines under dangerous conditions.

As governments become increasingly aware of child trafficking problems, proactive efforts to rescue children from sites of commercial sexual exploitation or forced labor are on the rise. While these initiatives are both critical and commendable, a rescue is only the first step in a longer process of victim protection. Unfortunately, the removal of children from sites of exploitation is often not followed by efforts to adequately protect these vulnerable children.

Too often, child victims are subjected to additional exploitation after being entrusted to an NGO or government agency for care. Such re-exploitation often results when children are either released inappropriately on their own or released to persons who are traffickers, including family members who were complicit in the child's trafficking. In January 2007, for example, over 50 child trafficking victims in Accra were freed from a brothel by authorities. Yet, only hours after their rescue, traffickers reclaimed most of these victims by posing as boyfriends and family members at the government's shelter, according to local observers. Similarly, after brothel raids in New Delhi, Pune, and Mumbai in the past year, groups of child sex trafficking victims were reportedly released back to their traffickers after police failed to follow procedures to transfer victims to Child Welfare Committees responsible for placing them in the care of reliable NGOs. Whether due to corruption or ignorance of proper procedure, police in these cases handed the victims over to traffickers who claimed to be their families or friends. In China,

reports indicate that trafficking victims taken to protection centers in Urumqi, Xinjiang are sometimes released to individuals who claim to be relatives, but who ultimately turn out to be traffickers. In the United Kingdom, a 2007 study by ECPAT found that out of a sample of 80 child trafficking victims rescued by authorities and placed into government custody, 52 disappeared. The study indicates that the children were at risk of further abuse and exploitation.

To provide adequate protection to this highly vulnerable population, governments must train police and social welfare workers to recognize the deceptive measures traffickers use to reclaim victims. Governments should also ensure that shelters have adequate security to bar traffickers from entering and that their locations are not leaked to traffickers. ECPAT recommends providing each child victim with an assigned guardian to monitor the child's safety while in government custody. Specialized shelters for children vulnerable to being trafficked may also assist in combating this problem. For example, after a number of under-age asylum seekers in the Netherlands disappeared into the hands of traffickers, the government, in 2007, established specialized, secure shelters to better protect such minors. Victims receive close monitoring and specialists educate them about the risk of being trafficked and the deceptive measures traffickers may employ to claim them.

but they alone are not the cause. Increasingly, the movement to end human trafficking is focusing on the voracious demand which fuels this dark trade in human beings.

Demand for forced labor is created by unscrupulous employers who seek to increase profits at the expense of vulnerable workers through the unlawful use of force, fraud, or coercion. One key to addressing such demand for forced

labor is raising awareness about the existence of forced labor in the production of goods. Many consumers and businesses would be troubled to know that their purchases—including clothes, jewelry, and even food—are produced by individuals, including children, subjected to slave-like conditions. Yet, in the global marketplace for goods, ensuring that complex supply chains are untainted by forced labor is a challenge for both businesses and consumers. Denying forced labor-made products access to foreign markets will ultimately reduce the incentive to exploit slave labor and encourage ethical business behavior. Increased information on export products and production chains—drawn from a variety of sources, including other governments—makes such efforts more effective. Any successful effort to



Reports of Products Alleged to be Made with Forced Labor in the Last year:

Forced labor takes place within a variety of industries throughout the world. During the past reporting year, for example, allegations of forced labor were made with respect to producers of a wide spectrum of agricultural commodities and manufactured goods, including:

- Shrimp processed in Thailand and Bangladesh
- Cotton harvested in Uzbekistan
- Cocoa harvested in Ghana and Cote d'Ivoire
- Apparel made in Bangladesh, India, Jordan, and Malaysia
- Sugar cane harvested for ethanol production in Brazil
- Par-boiled rice made in India
- Bricks made in India, China and Pakistan
- Pig iron made in Brazil

(NOTE: Items on this list were connected to prominent allegations of forced labor on the part of one or more manufacturers that came to light during the reporting year; the veracity of all reports has not yet been fully established. This list is intended as a representative sample, and inclusion of any item on this list is not intended to suggest that the totality of any country's production of such item has been linked to forced labor.)

CAMBODIA

Kunthy and Chanda were trafficked into prostitution at ages 13 and 14. Held captive in a dilapidated structure in Phnom Penh that locals called the “Anarchy Building,” the girls were raped nightly and routinely beaten, drugged, and threatened by the brothel-keeper and pimps. The girls were released thanks to police intervention and placed in safe aftercare homes. The brothel owner and pimp were prosecuted, tried, and sentenced to 15 and 10 years in prison, respectively, for trafficking and pimping children. Today, Chanda lives in a local aftercare home where she receives excellent care; she wants to become an English translator. Kunthy’s dream is to own an Internet café and design Web sites for businesses. Right now, she works at a local NGO, attends a computer training school, and lives in a transitional housing facility that allows her both freedom and security.

combat sex trafficking must confront not only the supply of trafficked humans, but also the demand for commercial sex and labor trafficking which perpetuates it. U.S. policy draws a direct connection between prostitution and human trafficking. As noted in a December 2002 policy decision, the U.S. Government opposes prostitution and any related activities as contributing to the phenomenon of human trafficking.

In 2005, the U.N. Commission on the Status of Women adopted the U.S. resolution Eliminating Demand for Trafficked Women and Girls for All Forms of Exploitation. This was the first U.N. resolution to focus on the demand side of human trafficking—the goal being to protect women and girls by drying up the “market” for trafficking victims, including by recognizing a link to commercial sexual exploitation.

Importance of Research

Indisputably, as a new field of inquiry and activism, anti-trafficking efforts will benefit from dedicated research, especially operational research designed to inform programming.

An important example of the value of research, funded by the Office to Monitor and Combat Trafficking in Persons, is a groundbreaking study by Dr. Jay Silverman on sex trafficking and HIV within South Asia published in the *Journal of the American Medical Association* last summer. It has been estimated that half of all female sex trafficking victims in South Asia are under age eighteen at the time of exploitation. Yet, research on HIV and sexually-transmitted infections has rarely sought to identify adult or child trafficking victims. Dr. Silverman and his team partnered with major NGOs across India,



Victims of sex trafficking at an NGO in Cambodia, funded by Microsoft, receive formal education to catch up with their grade and eventually reintegrate into regular school. Microsoft has launched a regional initiative to prevent human trafficking in Asia by supporting local NGO efforts and providing basic information training to assist “at risk” populations and trafficking survivors in finding employment.

TRAFFICKING FOR FORCED BEGGING

At the age of ten, Ali needed work to support his parents and three sisters. He jumped at the chance to travel to a wealthy neighboring country for work when his uncle offered to take him. Once there, however, his uncle made him sit on the street for 16 hours a day in scorching heat without shoes or proper clothing. His job was to beg for money, and if he did not make enough, his uncle beat him and threatened to hurt his sisters back home. When his uncle left the country, he sold Ali to a friend – for a discount since Ali was getting too old to beg properly. The friend treated Ali even worse than Ali's uncle; he would beat and starve Ali and the other children. When Ali tried to run away, his owner cut off his fingers as punishment. At age 13, police arrested Ali for overstaying his visa in that country and put him in jail.

Among the myriad dangers street children face, forced begging is one of the most common. Children naturally garner sympathy from passers-by, making them prime targets for organized criminal gangs and others seeking to exploit them for profit. In some cases, as with Ali, traffickers trick children into forced begging with false promises of better opportunities in the city or in foreign countries. Street children, without the support of families or social services, are also vulnerable to trafficking for forced begging. All children forced into begging face conditions such as harsh weather, abuse by other beggars, harassment from the public and police, and physical and verbal assault by their captors. These children rarely keep any of their earnings from the money they receive from patrons.

In some countries, unscrupulous individuals exploit cultural and religious practices to facilitate forced begging. In a number of predominantly Muslim West African countries, for example, traffickers posing as Koranic teachers, known as marabout, recruit boys. Parents willingly send their children with these men due to the long-standing cultural tradition of giving children to religious instructors who will teach them fundamental Muslim values. Instead, these false marabout take children from their villages to big cities, where they force them to walk along busy highways, often without shoes on hot tarmac or dirty streets,

and weave between cars asking for money. The “teachers” force the children, some as young as four years old, to do this for up to 12 hours per day. When the children do not return with a minimum amount of money, they are sometimes severely beaten, to the point of having permanent scars.

Elsewhere, such as in China and parts of South Asia, some children have been kidnapped from their homes and forced into life as beggars on the street. Gang members who kidnap these children set daily targets for the children to steal or beg. The gangs also get children addicted to drugs and sexually harass the girls to extend their control. One child noted, “They force us to pick up coins from boiling water as part of our training to snatch things quickly. If we miss the coin, they beat us with a belt. One 11-year-old boy tried to run away, but he was caught and almost beaten to death.”

This trafficking phenomenon is also found in the United States. In 2006, for example, the Department of Justice prosecuted a Mexican father and son for enslaving deaf and hearing-impaired Mexicans on the streets and in the subways of New York, where they were forced to peddle trinkets for economic benefit of the two traffickers. After extradition facilitated by the close cooperation of Mexican authorities with the United States, the two stood trial in New York.



Religious students forced to beg for their Koranic teacher ask for change and food from cars stuck in traffic on the outskirts of Dakar, Senegal.

THE ECONOMICS OF TRAFFICKING IN PERSONS

To date, global efforts to combat trafficking in persons have focused on the criminalization of trafficking, along with measures to protect and assist victims. By comparison, relatively little attention has been given to the business of human trafficking—a worldwide criminal industry that generates billions of dollars of yearly profits for its “entrepreneurs.” By some estimates, this “industry” is not only thriving, but growing. Recent estimates of this illegal global trade are as high as \$32 billion, if both the sale of individuals and the value of their exploited labor or services are taken into account. The money generated by sex trafficking alone is conservatively estimated at \$7 billion per year, although Interpol has given a higher estimate of \$19 billion annually. In 2005, the International Labor Organization (ILO) issued a report that estimates profits from sex trafficking at \$217.8 billion a year or \$23,000 per victim. Some have suggested that this underground criminal enterprise will continue until the problem is addressed from an economic perspective.

Both governments and NGOs should consider whether additional data can be gathered or compiled to facilitate the study of the economic impact of trafficking, in addition to the law enforcement and human rights dimensions of the problem. Financial crime experts could be enlisted to review case studies and “deconstruct” the typical business plans of traffickers by following the pipeline of activity from recruiters, through transporters to receivers, and following the money trail from the first transaction to the last, including through off-shore bank activity. The goal should be to identify specific economic policies and anti-financial crime interventions that may assist in combating human trafficking. A better understanding of the business of trafficking can only assist in the efforts to eradicate this global criminal enterprise and end contemporary forms of slavery.

Nepal and Bangladesh involved in rescue and care of sex trafficking victims to examine the phenomena of sex trafficking, HIV prevalence, and trafficking-related risk factors.

Among Nepalese women and girls who were repatriated victims of sex trafficking, the Silverman study found that 38 percent were HIV positive. The majority were trafficked prior to age 18. One in seven was trafficked before age 15, and among these very young girls, over 60 percent were infected with HIV. Why? Very young girls were more frequently trafficked to multiple brothels and for longer periods of time.

Silverman concludes that the girls at greatest risk for being infected with HIV (and for transmitting HIV) are the least likely to be reached by traditional HIV prevention models. He proposes collaboration among HIV prevention and human trafficking experts to develop efforts that simultaneously reduce HIV risk and identify and assist trafficking victims—a policy prescription supported by the U.S. government’s interagency working group, the Senior Policy Operating Group.

The State Department is also currently underwriting research on male victims of human trafficking, focusing on sector-specific studies that will help guide future program funding decisions. Links to anti-trafficking research supported by the U.S. government can be found at the web site: <http://www.state.gov/g/tip/>.

Democracy and Human Trafficking

As already noted, our assessment of a country’s performance is based strictly on the trafficking-specific criteria stipulated by the TVPA.

Nevertheless, our broad study of the phenomenon of trafficking corroborates that healthy, vital democratic pluralism is the single most prevalent feature of states conducting effective anti-trafficking efforts. A vibrant democracy is the best guarantor of human dignity and respect for the human rights and fundamental freedoms of all persons, including women, children, prostituted people, and foreign migrants, who are among the vulnerable populations susceptible to trafficking.

THE TIERS

TIER 1

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

TIER 2

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

TIER 2 WATCH LIST

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

- a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; or
- b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or
- c) The determination that a country is making significant efforts to bring themselves into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year

TIER 3

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

In many countries, the disempowerment of such groups permits trafficking to flourish, because victims are reluctant to step forward to seek protection and redress under the law.

A key indicator of a vibrant democracy is the existence of an independent judiciary and the rule of law. In the context of trafficking, these are reflected in a government's ability to hold traffickers to fullest account, notably in the form of sentencing reflecting the severity of the crimes they have committed.

The absence of corruption—or at least effective government responses to corruption when it does occur—is one element of the rule of law and critical to the fight against trafficking. Too often, victims seeking protection under the law from police, judges and immigration officials, find that those who should be their advocates are in fact furthering their degradation.

A strong and independent civil society, including cooperation between governments and NGOs, is yet another element of a healthy democracy, and a vital tool to effectively combat human trafficking. NGOs have played particularly important roles in many countries in the area of victim identification and support. By contrast, in other countries, government ambivalence or even hostility to NGOs and other civil society actors has at times hindered victim identification efforts, thereby limiting the ability of the government to effectively combat human trafficking. In light of the magnitude and global reach of this problem, collaboration between governments and NGOs is of critical importance to efforts to eradicate modern-day slavery.

While democracy does not guarantee the absence of slavery, and some struggling democracies and even autocratic regimes have

KENYA/GERMANY

Mary, a young Kenyan woman, met a German tourist in his late sixties at a beach resort and he impressed her with presents and pampering. After departing Kenya, he convinced her to visit him in Germany, but immediately upon her arrival he confiscated her passport and forced her into prostitution. “He raped me, as did the men I was forced to pick at the bar.” Lucy’s health then deteriorated. “I knew it was time to escape—or risk death trying.” Fortunately, Lucy was able to gain access to a telephone and seek help from German police who then rescued her from her trafficker.

Along the Kenyan coast, child sex tourism has become rampant. Between 10,000 and 15,000 girls are being prostituted.

effectively fought trafficking, autocracy and weak or ‘emerging’ democracies are less equipped to tackle this horrific human rights challenge. Respecting the human rights, fundamental freedoms, and dignity in full of women, people in prostitution, and migrants, holding traffickers fully to account, and expunging corruption as the catalyst of human trafficking, are matters of governing justly. In particular, an independent judiciary, the rule of law, and a dynamic civil society are the markings of governments that are governing justly, and are central to the success of modern day abolition efforts.



“The victims of prostitution are human beings, who in many cases cry out for help, to be freed from slavery, because selling one’s own body on the street is usually not what they would voluntarily choose to do. Of course, each person has a different story to tell, but a common thread of violence, abuse, mistrust and low self-esteem, as well as fear and lack of opportunities, runs through them.”

—Pontifical Council for the
Pastoral Care of Migrants and
Itinerant People,
The Vatican, June 2007

GLOBAL LAW ENFORCEMENT DATA

The Trafficking Victims Reauthorization Act (TVPA) of 2003 added to the original law a new requirement that foreign governments provide the Department of State with data on trafficking investigations, prosecutions, convictions, and sentences in order to be considered in full compliance with the TVPA's minimum standards for the elimination of trafficking (Tier 1). The 2004 TIP Report collected this data for the first time. The 2007 TIP Report data shows for the first time, a breakout of the number of total prosecutions and convictions that related to labor trafficking, placed in parentheses.

YEAR	Prosecutions	Convictions	New or Amended Legislation
2003	7,992	2,815	24
2004	6,885	3,025	39
2005	6,178	4,379	40
2006	5,808	3,160	21
2007	5,682 (490)	3,427 (326)	28

The numbers in parentheses are those of labor trafficking prosecutions and convictions.

THE ILO ADDRESSING FORCED LABOR

The ILO's Special Action Program to Combat Forced Labor works to raise global awareness about the forced labor phenomena around the world, and provides technical assistance to governments, workers' organizations, and employers' organizations in developing and implementing effective strategies to prevent this serious form of labor exploitation. Over the last year, this ILO program has expanded outreach to the private sector, and has developed a suggested list of 10 promising practices to address ways in which employers might prevent forced labor in their own enterprises and cooperate with broader efforts to combat forced labor and trafficking:

- Have a clear and transparent company policy, setting out the measures taken to prevent forced labor and trafficking. Clarify that the policy applies to all enterprises involved in a company's product and supply chains;
- Train auditors, human resource and compliance officers in means to identify forced labor in practice, and seek appropriate remedies;
- Provide regular information to shareholders and potential investors, attracting them to products and services where there is clear and sustainable commitment to ethical business practice including prevention of forced labor;
- Promote agreements and codes of conduct by industrial sectors (as in agriculture, construction, and textiles), identifying the areas where there is risk of forced labor, and take appropriate remedial measures;
- Treat migrant workers fairly. Monitor carefully the agencies that provide contract labor, especially across borders, blacklisting those known to have used abusive practices and forced labor;
- Ensure that all workers have written contracts, in a language that they can easily understand, specifying their rights with regard to payment of wages, overtime, retention of identify documents, and other issues related to preventing forced labor;
- Encourage national and international events among business actors, identifying potential problem areas and sharing good practices;
- Contribute to programs and projects to assist, through vocational training and other appropriate measures, the victims of forced labor and trafficking;
- Build bridges between governments, workers, law enforcement agencies, and labor inspectorates, promoting cooperation in action against forced labor and trafficking;
- Find innovative means to reward good practice, in conjunction with the media.

COMMENDABLE INITIATIVES AROUND THE WORLD

Ethiopia: Raising Awareness to Combat Child Trafficking

Since 1989, the local NGO, Forum for Street Children (FSCE), has worked to prevent the exploitation and trafficking of Ethiopia's vulnerable population of urban children. In collaboration with international NGOs and local and regional law enforcement, FSCE helped to establish Child Protection Units (CPU) in police stations in Addis Ababa and nine other towns countrywide. Each CPU educates law enforcement officials on the rights of children and provides assistance to child victims of exploitation. Since 2000, FSCE has reunified over 1,000 trafficked and exploited street children with their families. As a result of FSCE awareness programs targeting the public transportation sector, staff at the Addis Ababa Central Bus Terminal now report possible child trafficking cases to local CPUs and free public transportation is being provided to reunify victimized children with their families in rural regions.

Panama: Pilot Program Takes Comprehensive Approach to Assist Victims

The Ministry of Social Development (MIDES), in cooperation with the International Labor Organization (ILO), initiated "Direct Action," a pilot program aimed at proactively addressing

trafficking in three neighborhoods known for problems with commercial sexual exploitation. Ninety-five adolescents who were victims of trafficking or were deemed "at risk" of becoming victims of trafficking participated in the program. In addition to medical and psychological care, participants were provided with formal education or vocational training. To alleviate economic hardship and attempt to eliminate this factor in trafficking vulnerability, MIDES provided support to adolescents and their families in the form of basic equipment to cook and sell empanadas and tamales. Phase Two of the program will monitor the progress of the participants and hopes to ensure none are victimized.

European Community: Convention Provides Far-Reaching Protection for Victims

The Council for Europe's Convention on Action against Trafficking in Human Beings with ratification from ten European member states entered into force on February 1, 2008. The Convention aims to, among other goals, establish the highest standards for the protection of trafficking victims. This includes mandates for governments to provide comprehensive support and assistance to victims, a non-punishment clause for victims, and residence permits not based on cooperation with law enforcement. The Convention also entitles victims to a minimum 30-day recovery and reflection period to escape the influence of traffickers and to make a decision regarding cooperation with authorities. These provisions extend beyond the recommendations of the UN Trafficking in Persons Protocol and the TVPA minimum standards.



Street kids learn mechanical repair at the Cambodian NGO Mith Samlahn/Friends International.



Romania: National Database Aids Rapid Response to Emerging TIP Trends

The National Agency Against Trafficking in Persons (ANITP) created a centralized national database for law enforcement personnel to input data on individual trafficking victims. This compilation of information, which includes roughly 100 data fields for each victim and is processed at ANITP headquarters in Bucharest, is crucial for identifying and quickly responding to emerging trends in trafficking. Through the use of the database, ANITP was the first to identify an increase in labor trafficking of Romanians to the Czech Republic, and disseminate the information to law enforcement and policy officials. The national database is an effective tool for targeting trafficking trends and serves as a model for other countries.

Children playing at a Cambodian outreach program for at-risk families, which gives their mothers vocational skills.



A family of dalits, India's "untouchable" caste, who were recently freed from bonded labor

2008 TIP REPORT HEROES



Honduras

Manuel Capellin leads the efforts of Casa Alianza (Covenant House) and is a passionate defender of trafficking victims, running the

only shelter in Honduras dedicated specifically to victims of human trafficking. Casa Alianza treats 80-100 underage victims a year, and also assists other street children and children with substance abuse problems in Tegucigalpa. Mr. Capellin also launched Casa Alianza's Querubines Center, a secure shelter which houses 25 victims of sexual exploitation at a time, and provides victims with food, clothing, medical attention, psychological counseling, witness and legal assistance, vocational training, and access to education. Querubines Center works closely with Honduran prosecutors on prosecuting trafficking cases in court. In conjunction with the Mayor's Office of Tegucigalpa, Mr. Capellin launched a public awareness-raising campaign about the dangers of human trafficking. His tireless efforts have increased awareness of trafficking in persons and long-term assistance to victims throughout Honduras.



Morocco

Pastor David Brown and Julie Brown of the French Protestant Church have worked tirelessly for the past three and a half years, often at great personal risk, to assist sub-Saharan

trafficking victims and clandestine migrants in Morocco. The Browns see 150-500 new migrant cases each month in Casablanca and Rabat, 25 percent of which are women, the majority of whom are believed to be trafficking victims who were forced into prostitution. Upon initial contact, the Browns assess the migrants' cases and develop a plan of assistance which can include money, emergency shelter, food, clothing, counseling, start-up

assistance for micro-enterprises, and medical help. Mrs. Brown, a certified nurse, examines each new arrival and offers free medical assistance to anyone who arrives at the church. The Browns' church is one of the few places where trafficking victims can turn for help in Morocco, since the government does not offer assistance to such victims.



Mongolia

Major D. Tumenbayar, a 10-year police veteran with the rank of Major, has worked at a local police station in Zamyn Uud, on Mongolia's southern border with China, for five

years. Major Tumenbayar, Superior Officer of the Criminal Division, is considered by a leading anti-trafficking NGO, the Mongolian Gender Equality Center (MGEC), to be a lynchpin in the battle against human trafficking in Zamyn Uud—a major transit point for trafficking victims on their way to China. According to MGEC, he has helped repatriate 26 Mongolian trafficking victims, ranging from 16 to 38 years old. He has developed a reputation as a committed professional by local anti-trafficking activists, in large part because he has gone to exceptional lengths to protect victims who are at risk of reprisals. He has also been instrumental in changing societal attitudes about trafficking at the community level.



Ghana

Anas Aremeyaw Anas, a reporter with an independent Ghanaian newspaper, was responsible for breaking two major trafficking rings in

Accra during this reporting period. He worked undercover for eight months, exposing the ring's methods of transportation and the identities of immigration officials who were accepting bribes in return for overlooking fake visas and passports. Mr. Anas made recordings of his interactions, which allowed him to collect evidence that could be used by the police to prosecute the traffickers who were sending girls

to Europe for prostitution. As a result of his undercover investigation, and his collaboration with law enforcement, NGOs and other journalists, 17 Nigerian trafficking victims were rescued. Following this success, Anas posed as a janitor in a brothel where he collected evidence of a second ring trafficking children for prostitution. His efforts guided police in planning and executing a raid to rescue minors prostituted in the brothel. His exemplary courage and innovation were instrumental in disrupting two rings that profited from severe forms of human trafficking.



Indonesia

Nirmala Bonat is an Indonesian domestic worker who has relentlessly pursued justice in Malaysian courts for nearly four years since

being brutally beaten and burned with an iron, for which her Malaysian employer faces criminal charges. Despite having to stay in Kuala Lumpur sheltered by the Indonesian Embassy to continue with court proceedings, and being humiliated in court on many occasions, she has stood her ground, refusing to return home and give up her case. In doing so, she has become an inspiration for abused trafficking victims worldwide seeking to claim their rights. A young 19-year-old woman when she arrived in Malaysia four years ago, her courage is all the more remarkable given her seemingly powerless position in society.



Philippines

Cecilia Flores-Oebanda, a longtime advocate against trafficking, and former political prisoner, continues to pave the road for NGO

and government collaboration on anti-trafficking efforts in the Philippines and around the world. As the President and Executive Director of the Visayan Forum Foundation, Ms. Flores-Oebanda works for the welfare of marginalized migrants. Seventeen years after she founded the organization to strengthen the rights of migrant women

and children from poor areas, Ms. Flores-Oebanda manages five halfway houses and four domestic centers, and will open three new halfway houses in 2008. Since 2001, Visayan Forum has rescued and provided assistance to more than 32,000 victims and potential victims of trafficking, and has helped file 66 trafficking cases on behalf of 166 victims. Ms. Flores-Oebanda is also the recipient of Anti-Slavery International's Anti-Slavery Award in 2005 and the Skoll Foundation Award for Social Entrepreneurship in 2008.



Thailand

Sompong Sakaew founded the Labor Rights Promotion Network (LPN) in 2006 to address discrimination against migrant workers in Thailand's

seafood processing center. Sompong and LPN were instrumental in a 2006 police raid of a Thai shrimp processing factory, which found 66 Burmese victims of forced labor in that factory. He also worked to highlight the plight of 60 surviving crew members from six fishing trawlers that returned to port after 39 crew members starved to death at sea. Sompong's investigative work in these cases helped shape Thailand's new anti-trafficking law of 2008, which criminalizes labor trafficking and strengthens penalties for violators. In addition to its labor rights advocacy work, LPN now provides schooling for the vulnerable children of migrant workers, as well as stateless children who are denied access to education.



France

Jean Claude Mbvoumin founded and presently runs the Association Culture Foot Solidaire (CFS or Soccer Culture Solidarity Association),

which raises awareness about the fraudulent international recruitment of young soccer players from Africa. As a former soccer player recruited from Cameroon to play in France, Mr. Mbvoumin educates European leaders about the realities facing many child players recruited to Europe

with false promises of success and riches. Often these African boys are paid a fraction of what was promised, have no legal immigration status, and are abandoned to the streets after they fail to meet recruiters' expectations. In 2007, CFS created a task force that brought together NGOs and government officials to discuss solutions for combating this situation, which leaves young African children potentially vulnerable to various forms of trafficking. Under Mr. Mbvoumin's leadership, CFS has also worked with the Federation of International Soccer Associations (FIFA) to change recruiting laws to better protect minors. Mr. Mbvoumin's innovative efforts have increased international awareness of this growing problem.



Greece

Emma Skjonsby Manousaridis is the director of the faith-based NGO New Life (Nea Zoi), affiliated with International Teams. She and her dedicated

staff and volunteers regularly visit bars, brothels, and hotels to assist trafficking victims in Athens. Armed with nothing more than thermoses of hot tea, information about how to get help, and a kind word, Emma and her team have been known to disarm madams and brothel guards to gain access to young women, mostly from Eastern Europe and Nigeria. Over the past nine years, Emma and her team have exhibited tremendous perseverance and have worked collaboratively with key NGO partners, the U.S. Embassy, the Government of Greece, and law enforcement to empower victims and influence the community. She and her staff, despite frequent threats of violence, remain unflinching in their efforts.



Mauritania

Boubacar Ould Messaoud is one of the founders of the NGO SOS *Esclaves* (SOS Slaves), the only NGO in Mauritania specifically focused

on eradicating modern-day slavery. In years past, he has been harassed and imprisoned by the

authorities for his anti-slavery activism, thereby stifling debate on the issue. In August 2007, Mr. Messaoud's NGO led the way in pushing for a new anti-slavery law, which criminalized slavery for the first time. While slavery was officially abolished in 1981, hundreds of thousands are still trapped in bonded labor. Mr. Messaoud's leadership was instrumental in the law's passage which marks the first time in Mauritania's history that slaveholders can be criminally sanctioned. He has remained a faithful advocate for proper implementation mechanisms to ensure the law's effectiveness.



Bahrain

Marietta Dias, an Indian retiree and naturalized Bahraini citizen with no formal training in social work or counseling, works tirelessly

through her NGO the Migrant Workers Protection Society (MWPS) to care for migrant laborers from any country. MWPS maintains a small shelter for trafficking victims, and works hard to influence the press to publish victims' stories and raise awareness of their plight. They assist laborers in court, facilitate mediation between workers and their sponsors, and educate workers about their rights in Bahrain. They also work with employers to improve working conditions for migrant laborers. Marietta Dias heads MWPS's action committee and functions as the face of their efforts, coordinating her work with embassies, government agencies, and welfare groups to seek justice or repatriation for workers. Between August 1, 2007 and February 1, 2008, the MWPS action committee assisted many of the almost 60,000 workers who took advantage of the government's amnesty by legitimizing their presence or returning home. She has also worked to increase international awareness of Bahrain's migrant labor force.



United States

Guy Jacobson and Adi Ezroni

Film-makers Guy Jacobson and Adi Ezroni risked their lives and overcame death threats to produce one of the best researched narrative films on child sex tourism. Ezroni, an acclaimed Israeli actress, and Jacobson, an attorney and investment banker, set aside their business careers

and devoted themselves to highlighting child sex tourism after Jacobson found himself solicited by children under the age of 7 in Cambodia. The film "Holly" set in Asia and its powerful compendium documentaries are being used as a tool for raising public awareness at screenings across the United States and around the world, and are routinely accompanied by expert discussions and used as a vehicle to raise funds for anti-trafficking NGOs. The film has not only received critical acclaim at worldwide film festivals, but also received great praise by trafficking experts when it was screened at the UN GIFT Forum in February 2008. The dynamic twosome has also founded The RedLight Children Campaign, designed to motivate individuals across the globe to urge their governments to do more to combat human trafficking.



A trafficking survivor learns traditional weaving skills in a vocational training program.



Nepal

Bhim Lama, Ganesh Shrestha, and Kumar Giri

of the Esther Benjamins Memorial Foundation Rescue Team have liberated more than 280 Nepali girls from lives of misery in Indian circuses since 2004. Amidst threats of beatings and intimidation, they have made 40 rescue missions into Indian circuses. In Nepal, they have apprehended six agents who trafficked the girls, leading to the prosecution of some of these agents and their serving terms of up to 20 years in jail.

TIER PLACEMENTS

Tier 1

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

Tier 2

AFGHANISTAN	ETHIOPIA	MALI	SENEGAL
ANGOLA	GHANA	MALTA	SERBIA
BANGLADESH	GREECE	MAURITANIA	SIERRA LEONE
BELARUS	HONDURAS	MAURITIUS	SINGAPORE
BELIZE	INDONESIA	MEXICO	SLOVAK REPUBLIC
BENIN	ISRAEL	MONGOLIA	SURINAME
BOLIVIA	IRELAND	MOROCCO	TANZANIA
BOSNIA & HERZEGOVINA	JAMAICA	NEPAL	TAIWAN
BRAZIL	JAPAN	NICARAGUA	THAILAND
BULGARIA	KAZAKHSTAN	NIGERIA	TIMOR-LESTE
BURKINA FASO	KENYA	PAKISTAN	TOGO
CAMBODIA	KYRGYZ REPUBLIC	PARAGUAY	TURKEY
CHILE	LAOS	PERU	UGANDA
	LATVIA	PHILIPPINES	UKRAINE
DJIBOUTI	LEBANON	PORTUGAL	UNITED ARAB EMIRATES
ECUADOR	LIBERIA	ROMANIA	URUGUAY
EL SALVADOR	MACAU	RWANDA	VIETNAM
ESTONIA	MALAWI		YEMEN

Tier 2 Watch List

ARGENTINA	COSTA RICA	GUINEA-BISSAU	RUSSIA
ARMENIA	CYPRUS	GUYANA	SOUTH AFRICA
AZERBAIJAN	COTE D'IVOIRE	INDIA	SRI LANKA
ALBANIA	DOMINICAN REP.	JORDAN	TAJIKISTAN
BAHRAIN	EGYPT	LIBYA	
BURUNDI	EQUATORIAL GUINEA	MALAYSIA	VENEZUELA
CAMEROON	GABON	MONTENEGRO	UZBEKISTAN
CONGO, REP. OF	THE GAMBIA	MOZAMBIQUE	ZAMBIA
CENTRAL AFRICAN REP.	GUATEMALA	NIGER	ZIMBABWE
CHAD	GUINEA	PANAMA	
CHINA (PRC)	CONGO (DRC)		

Tier 3

ALGERIA	IRAN	OMAN	SUDAN
BURMA	KUWAIT	PAPUA NEW GUINEA	SYRIA
CUBA	MOLDOVA	QATAR	
FIJI	NORTH KOREA	SAUDI ARABIA	



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	50	10	3
2004	134	29	7
2005	194	58	12
2006	170	51	3
2007	123 (28)	63 (26)	5

Tier Placements

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

The numbers in parentheses are those of labor trafficking prosecutions and convictions.



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,727	583	1
2004	438	348	3
2005	2,580	2,347	5
2006	1,321	763	3
2007	1,074 (7)	651 (7)	4

Tier Placements

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

The numbers in parentheses are those of labor trafficking prosecutions and convictions.



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,231	1,469	14
2004	3,270	993	20
2005	2,521	1,792	12
2006	2,950	1,821	7
2007	2,820 (111)	1,941 (80)	7

Tier Placements

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

The numbers in parentheses are those of labor trafficking prosecutions and convictions.



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,004	279	4
2004	134	59	1
2005	112	104	3
2006	295	187	2
2007	415 (181)	361 (179)	1

Tier Placements

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

The numbers in parentheses are those of labor trafficking prosecutions and convictions.



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,805	447	0
2004	2,764	1,541	1
2005	1,041	406	0
2006	629	275	0
2007	824 (162)	298 (33)	4

Tier Placements

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

The numbers in parentheses are those of labor trafficking prosecutions and convictions.

WESTERN HEMISPHERE*



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	175	27	2
2004	145	56	7
2005	170	59	9
2006	443	63	6
2007	426 (1)	113 (1)	7

Tier Placements

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

The numbers in parentheses is those of labor trafficking prosecutions and convictions.

* Does not included the United States

United States Government Domestic Anti-Trafficking in Persons Efforts

The United States (U.S.) is a destination country for thousands of men, women, and children trafficked largely from East Asia, Mexico, and Central America for the purposes of sexual and labor exploitation. A majority of foreign victims identified during the year were victims of trafficking for forced labor. Some men and women, responding to fraudulent offers of employment in the United States, migrate willingly—legally and illegally—but are subsequently subjected to conditions of involuntary servitude or debt bondage at work sites or in the commercial sex trade. An unknown number of American citizens and legal residents are trafficked within the country primarily for sexual servitude and, to a lesser extent, forced labor.

The U.S. Government (USG) in 2007 continued to advance the goal of eradicating human trafficking in the United States. This coordinated effort includes several federal agencies and approximately \$23 million in Fiscal Year (FY) 2007 for domestic programs to boost anti-trafficking law enforcement efforts, identify and protect victims of trafficking, and raise awareness of trafficking as a means of preventing new incidents.

Recommendations: The USG annually assesses its efforts in a separate report compiled by the Department of Justice (DOJ) [see www.usdoj.gov/olp/human_trafficking.html]. Among recommendations from the September 2007 assessment, the USG is working to increase cooperation among U.S. agencies to maximize efficiency in services and information dissemination.

Prosecution

The USG sustained anti-trafficking law enforcement efforts over the reporting period. The United States prohibits all forms of trafficking in persons through criminal statutes created or strengthened by the 2000 Trafficking Victims Protection Act (TVPA), as amended. In Fiscal Year (FY) 2007, DOJ's Civil Rights Division and U.S. Attorneys' Offices initiated 182 investigations, charged 89 individuals, and obtained 103 convictions in cases involving human trafficking. Under the TVPA, traffickers can be sentenced to up to 20 years' imprisonment. The average prison sentence imposed for trafficking crimes under the TVPA in FY 2007 was 113 months (9.4 years). The Federal Bureau of Investigation and DOJ's Criminal Division continued to combat the exploitation of children in prostitution in the United States through the Innocence Lost National Initiative; in FY 2007, this Initiative resulted in 308 arrests, 106 convictions, and 181 recovered children.

The federal government worked to bolster efforts at state and local levels. By the end of 2007, 33 states had passed criminal anti-trafficking legislation. In 2007, the Department of Health and Human Services (HHS) further strengthened the Rescue & Restore Regional Program, employing a community-based intermediary model to regionally develop civil society networks for outreach, identification, and service activities.

Protection

The USG continued to provide strong victim protection services over the year. Through FY 2007, HHS certified or issued eligibility letters to 1,379 victims of human trafficking since the TVPA was signed into law in October 2000. HHS certified 270 adult victims in FY 2007, and issued eligibility letters to 33 minors. Thirty percent of the total 303 victims were male, a significant increase from the six percent male victims certified in FY 2006. Certified victims came from over 50 countries globally and at least 63 percent of them were victims of trafficking for forced labor. Primary sources in FY 2007 of victims were Thailand (48), Mexico (42), Guatemala (25), Philippines (23), and China (21). Certification and letters of eligibility allow human trafficking survivors to access services and benefits, comparable to assistance provided by the U.S. to refugees. The HHS Per-Capita Services Contract implemented by civil society partners currently covers 125 sites across the country providing "anytime, anywhere" services to human trafficking victims.

The Department of Homeland Security (DHS) provides two principal types of immigration relief authorized by the TVPA: 1) continued presence (CP) to human trafficking victims who are potential witnesses during investigation or prosecution, and 2) T non-immigrant status or "T-visas," a special, self-petitioned visa category for trafficking victims. In FY 2007, DHS/ICE's Law Enforcement Parole Branch approved 122 requests for CP and five requests for extensions of existing CPs. DHS U.S. Citizenship and Immigration Services issued 279 T-visas to foreign survivors of human trafficking in the U. S. and 261 T-visas to their immediate family members in FY 2007. The USG continues to work towards publishing a regulation for the adjustment of status for qualified T-visa holders, creating a pathway for citizenship.

As part of the assistance provided under the TVPA, the Department of State's Bureau of Population, Refugees, and Migration funds the Return, Reintegration, and Family Reunification Program for Victims of Trafficking. In calendar year 2007, the program assisted 104 cases. Of the cases assisted, five victims of trafficking elected to return to their country of origin, and 99 family members were reunited with trafficking survivors in the United States. Since its inception in 2005, the program has assisted around 160 persons from 31 countries.

Prevention

Prevention efforts increased over the year, as HHS continued to fund the Rescue & Restore public awareness campaign and DHS/ICE produced a new public service announcement in multiple languages. HHS founded four additional Rescue & Restore coalitions. HHS restructured the National Human Trafficking Resource Center in 2007 to provide national training and technical assistance, in addition to operating a national hotline (1-888-3737-888). To improve identification and increase awareness, HHS also started: 1) a pilot program to identify trafficking among unaccompanied alien children; and 2) a domestic notification pilot program that provides suspected U.S. citizen trafficking victims with information regarding the benefits and services for which they may be eligible simply by virtue of their citizenship.