

Protection

The government's efforts to protect trafficking victims remained inadequate, affected in part by resource constraints. Child trafficking victims may be referred to shelters operating throughout the island. However, there are no shelters specifically for adult trafficking victims. Nevertheless, the government has occasionally placed adult trafficking victims in hotels and other temporary facilities. Overall victim protection efforts are ad hoc and there is no formalized referral system for victims once they are identified. Most foreign trafficking victims, when arrested for immigration offenses, are not identified as victims and are sometimes punished for unlawful acts committed as a direct result of their being trafficked. They are not provided with legal alternatives to their removal to countries where they may face hardship or retribution.

Prevention

The government continued modest prevention efforts. In August 2005, the government's anti-trafficking task force launched a year-long awareness and education campaign. High-level officials, including the Minister of National Security, attended the launch of the campaign. The government is also seeking to award a project to an organization to provide a more concrete assessment of the trafficking problem on the island. There have been a number of training sessions and sensitivity workshops for police and community representatives related to trafficking in persons.

JAPAN (TIER 2)

Japan is a destination and transit country for men, women, and children trafficked for commercial sexual exploitation. The majority of trafficking victims are foreign women who migrate to Japan seeking legal work, but are deceived or coerced into debt bondage or sexual servitude. There are also anecdotal reports of forced labor exploitation of Chinese and Thai migrants. Women and children are primarily trafficked to Japan from Thailand, the Philippines, Russia, and Eastern Europe for commercial sexual exploitation. On a smaller scale, women and children are trafficked from Colombia, Brazil, Mexico, South Korea, Malaysia, Burma, and Indonesia for sexual servitude. Internal trafficking of Japanese minor girls for sexual exploitation is an ongoing problem. There are no clear estimates on the number of trafficking victims in Japan, but most agree the number is significant and many women will not come forward for fear of reprisal by their traffickers. Japanese organized criminal syndicates (yakuza) operate internationally and are thought to be involved in trafficking.

The Government of Japan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Japan showed additional progress in advancing anti-trafficking reforms over the past year. The Japanese Government showed a more aggressive stance against trafficking and committed greater resources to victim care and protection. There has also been remarkable progress in the government's efforts to tighten the issuance of "entertainer visas" to Philippine nationals, which has resulted in a sizeable reduction in the trafficking of Philippine women to Japan. However, improved law enforcement efforts often conclude with suspended sentences against traffickers. Greater efforts to investigate and prosecute criminal syndicates thought to be involved in trafficking, legal reforms to deter such organizations from employing foreign dancers or singers, and longer sentences for those convicted of involvement in trafficking of persons would help reduce trafficking in Japan.

Prosecution

The Government of Japan's efforts to punish acts of trafficking improved over the last year. In June 2005, the government passed significant penal code reforms to specifically criminalize trafficking and provide for substantial penalties. Application of this statute, however, has been hindered by the difficulty of establishing the level of documentary evidence required for proving a trafficking crime. An amendment to the Immigration Control and Refugee Recognition Act (ICRRA) also addressed trafficking and allowed the government to issue temporary special residency status for trafficking victims. There are also a number of related criminal statutes that may be used to go after traffickers and are often used in cases of underage victims of trafficking. Future possible amendments to Japan's law against organized crime would allow for broader use by prosecutors of "conspiracy" statutes for trafficking in persons, expand punishment, and authorize asset forfeiture. The "Law on Control and Improvement of Amusement Businesses" amendments went into effect in April 2006, and mandate that adult entertainment establishments confirm and verify a worker's immigration status.

Over the past two years, there has been a steady increase in law enforcement efforts against trafficking-related crime; however, few prosecutions have resulted in the incarceration of traffickers. In 2005, the government reported 75 trafficking prosecutions; 64 of these concluded with convictions and 11 are ongoing. The government obtained one conviction (currently under appeal) under the revised penal code provisions on trafficking since this law went into effect in mid-2005. There are several ongoing investigations for trafficking under the revised penal code. Three of the 64 offenders convicted for trafficking-related offenses served prison sentences, ranging from four to five years' imprisonment and significant fines. In line with Japanese judicial practice, most other offenders were given suspended sentences, which generally entailed a fine and no jail sentence as long as the offender refrains from committing another crime during a set period of time. The government actively cooperated with a number of other countries, including Indonesia, Thailand, and Colombia, on trafficking cases throughout the year. The National Police Agency (NPA) continues to train its investigators and local police on trafficking, using a documentary film it developed with an NGO in 2003. However, establishing evidentiary links to organized crime is a major obstacle for law enforcement in the country.

Protection

The government continued significant efforts to shelter and protect victims of trafficking and allocated \$100,000 for this purpose. The Diet is also currently discussing a separate allocation for the medical care of victims. In 2005, the government reported that 109 victims were identified and received services in Japan. Victims are generally protected and aided by one of the Women's Consultative Centers (WCC), which are located in all 47 of Japan's prefectures. The WCC either provides direct services or refers victims to a private facility or, if the person is under 18 years of age, to a Child Guidance Center. Japan's 2005 budget calls for 10 million yen for victim treatment, including funds for shelters, psychological services, and medical assistance. NGO shelters in Tokyo and Kanagawa also receive local government resources to work with trafficking victims. Last year, Japan funded the IOM (\$160,000) to aid with repatriation of foreign trafficking victims and this resulted in the safe return of 66 victims. Temporary residency status was granted to 47 other foreign trafficking victims. New screening processes implemented over the year resulted in an increase of the number of trafficking victims identified, although most agree the number identified is still relatively low. Despite these gains, the government recognizes the need to provide better protection for women who agree to assist in the investigation or prosecution of a trafficking crime; many still

feel endangered and are unwilling to testify against their brokers. More coordinated referral mechanisms and a dedicated trafficking shelter would improve the services available to victims.

Prevention

The government recognizes that trafficking is a significant problem in the country, and established an Inter-ministerial Liaison Committee to coordinate anti-trafficking activities. The government is also implementing a 2004 national plan of action against trafficking in persons. There have been a number of public outreach campaigns, including the production of one million pamphlets in seven languages informing potential victims where to seek help. Japan has been very active in reaching out to source countries, and has funded programs in both Colombia and Thailand aimed at reducing trafficking in persons. Government funding has also been provided to UNICEF (\$650,000) and ILO (\$2 million) for anti-trafficking campaigns in these countries. The government began efforts to address demand for trafficking by including trafficking information in a foreign affairs magazine distributed in Japanese secondary schools and initiating a research project on how to address trafficking in schools' curricula. Although prostitution is illegal, there have been no efforts to criminalize demand.

JORDAN (TIER 2)

Jordan is a destination and transit country for women and men from South and Southeast Asia trafficked for the purpose of labor exploitation. Women from Sri Lanka, Indonesia, and the Philippines travel legally to Jordan to work as domestic servants, but are sometimes subjected to conditions of involuntary servitude, including restrictions on movement, and physical and sexual abuse. Chinese and South Asian men and women sometimes face similar conditions of restricted movement, non-payment of wages, long hours, withholding of passports, lack of access to food, water, and medical care, and physical abuse while working in factories in Jordan. Additionally, late in the reporting period credible but unverified information was received alleging lack of access to food, water, and medical care, and physical and sexual abuse of foreign workers in some textile and apparel factories. In addition, Jordan is a transit country for South Asian men who are deceived with fraudulent job offers in Jordan, but are instead trafficked to work involuntarily in Iraq.

The Government of Jordan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, the government took measures to stem the flow of trafficking victims through Jordan by banning the transit of workers unless accompanied by their sponsors. Jordan also signed separate memoranda of understanding with Sri Lanka, Indonesia, and the Philippines to streamline the process by which workers gain employment in Jordan and to guarantee their rights. Jordan should increase its trafficking prosecutions, seriously investigate allegations of trafficking of workers through Jordan to Iraq, and build a shelter for trafficking victims with adequate protective services. The government should also improve enforcement and monitoring of its labor laws in factories employing foreign guest workers and investigate allegations of involuntary servitude within these factories.

Prosecution

During the year, Jordan took minimal steps to investigate and prosecute trafficking offenses. Jordanian law prohibits the trafficking of children, but does not specifically criminalize all forms of

trafficking in persons. Although other sections of the criminal code can be used to prosecute trafficking offenses, the government failed to charge anyone with trafficking this year. Eight recruitment agencies received warnings for violations of workers' rights and another eight were closed in 2005, but five of those reopened within six months. Jordan supplied no evidence, however, that it is investigating cases of trafficking of workers through Jordan to Iraq for involuntary servitude. Jordanian police received training in identifying physical and sexual assault and anti-trafficking measures. Jordan should consider drafting a comprehensive anti-trafficking law, and should increase prosecutions of abusive employers and recruitment agencies, particularly those using fraud to traffic men into Iraq.

Protection

Jordan provided limited protection to victims of trafficking during the last year. The government neither operated a shelter for trafficking victims nor offered rehabilitative services to them. The government did, however, fund the operational expenses of the National Center for Human Rights—a quasi-independent organization—and gave in-kind support to UNIFEM and IOM for trafficking victim assistance. The government should build a shelter for trafficking victims that provides medical, psychological, and legal aid, and should ensure that victims are not detained as a result of reporting sexual assault.

Prevention

In 2005, Jordan took modest measures to prevent trafficking in persons. With help from UNIFEM, the government produced a booklet for distribution to all foreign workers enumerating their rights and offering hotline numbers to call, but few copies were distributed. The government should also consider establishing a broad public awareness campaign to educate employers and recruitment agencies of the rights of foreign workers.

KAZAKHSTAN (TIER 2)

Kazakhstan is a source, transit, and destination country for people trafficked for the purposes of forced labor and sexual exploitation. Kazakhstani men, women, and children are trafficked to the U.A.E., Turkey, Israel, South Korea, Greece, Russia, and Western Europe. Last year saw a slight decrease in the number of cases of Kazakhstani victims being trafficked abroad and an increase in the number of labor trafficking victims into and within Kazakhstan. Men, women, and children from Uzbekistan, Kyrgyzstan, Russia, and Tajikistan are trafficked through or to Kazakhstan primarily for forced labor in construction and agriculture. Women and girls are trafficked for sexual exploitation. International experts estimate that the number of trafficking victims is in the low thousands.

The Government of Kazakhstan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In March 2006, Kazakhstan enacted a comprehensive set of legislative amendments that strengthened the government's ability to investigate, prosecute, and convict traffickers. These amendments also included provisions to increase the amount of resources devoted to victim protection and prevention. In February 2006, Parliament passed legislation that will provide identified victims with temporary residence status to ensure their safe repatriation or participation in trafficking prosecutions. In April 2005, the Law on Social Assistance was passed, providing a mechanism

that allows the government to provide grants to NGOs. The government should continue its progress by developing a plan to track, analyze, and prepare regular reports on trafficking statistics. The government should also devote more resources to training for law enforcement, prosecutors and judges with the goal of increasing convictions of traffickers and imposing sentences that are actually served. The government should also increase efforts to investigate and prosecute trafficking-specific government corruption.

Prosecution

The Government of Kazakhstan demonstrated modest progress in its law enforcement efforts to combat trafficking over the last year. Police conducted 29 trafficking investigations in 2005, up from 27 in 2004. Authorities prosecuted five trafficking cases in 2005, down from 14 in 2004. Courts convicted 13 traffickers in 2005, an increase from 12 in 2004. Although penalties prescribed by the law are sufficiently stringent, convicted traffickers regularly received suspended sentences and did not serve any time in prison. The Border Guard Service trained passport control officers to screen for potential victims entering the country at Kazakhstan's 150 official points of entry. Systemic corruption remained a problem that affected anti-trafficking efforts; reports of individual border guards and migration officers accepting bribes from traffickers were common. However, there were no reports of new investigations and no reports of prosecutions for official complicity in trafficking. Furthermore, the two investigations of higher-level officials assisting trafficking rings reported in the 2005 Trafficking in Persons Report remained unresolved; the first investigation was dropped for lack of evidence while the second remained under investigation at the time of this Report.

Protection

Kazakhstan increased its efforts to provide victim protection and assistance during the reporting period. Some local governments provided in-kind assistance to NGO trafficking crisis centers and shelters; in the city of Ust-Kamenogorsk, the local government provided room, board, and protection for trafficking victims in conjunction with NGOs. Crisis centers and shelters reported effective coordination with local law enforcement. The government assisted in the repatriation of 19 Kazakhstani victims. The government worked with NGOs and international organizations to provide protection to 22 foreign citizens trafficked to or through Kazakhstan, pending their repatriation. Victims' rights were generally respected and there were no reports of victims being jailed in 2005; however, victims were sometimes punished for unlawful acts committed as a direct result of their being trafficked. While law enforcement awareness of sexual exploitation continued to increase, authorities at the local level had difficulty distinguishing illegal labor migration from labor trafficking; police identified only 25 labor trafficking victims in 2005, though international observers believe the numbers to be far greater.

Prevention

The government and IOM continued a joint anti-trafficking information campaign targeted at potential victims over the last year. The Ministry of Justice produced a short booklet entitled, "Working Overseas," which offered advice to Kazakhstanis looking to work abroad on whether their overseas employment offers were legitimate; the booklet also provided information for victims on where they could receive help and assistance, within Kazakhstan and at embassies and consulates abroad. The booklet was printed in Kazakh and Russian and was widely distributed throughout the country. In Kostanay, the local government helped fund anti-trafficking public service announcements produced by a local NGO.

KENYA (TIER 2 WATCH LIST)

Kenya is a source, transit, and destination country for men, women, and children trafficked for forced labor and sexual exploitation. Kenyan children are trafficked within the country for domestic servitude, street vending, agricultural labor, and sexual exploitation, including the coastal sex tourism industry. Kenyan men, women, and girls are trafficked to the Middle East, other African nations, Western Europe, and North America for domestic servitude, enslavement in massage parlors and brothels, and manual labor. Chinese women trafficked for sexual exploitation reportedly transit Nairobi, and Bangladeshis may transit Kenya for forced labor in other countries. Burundian and Rwandan nationals engaged in coastal sex tourism may have been trafficked for this purpose.

The Government of Kenya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Kenya is placed on Tier 2 Watch List due to a lack of evidence of increasing efforts to combat severe forms of trafficking over the last year. Despite positive steps in 2005 to assess the human trafficking threat to Kenyan nationals in the Middle East and support the establishment of a code of conduct against child sex tourism, an almost complete lack of law enforcement efforts severely impeded the government's ability to effectively combat trafficking in persons. The government should sensitize law enforcement officials throughout the country to trafficking crimes and push for greater trafficking investigations and prosecutions. It should also improve its ability to monitor and collect data on anti-trafficking interventions.

Prosecution

The Kenyan Government made weak efforts to punish acts of trafficking during the year. Its law enforcement agencies reported no investigations, prosecutions or convictions of trafficking crimes. The Ministry of Immigration developed draft legislation to criminalize the cross-border elements of human trafficking, and the Attorney General's Office collaborated with civil society and other ministries to develop draft comprehensive legislation; several procedural stages remain before presentation of the bills to parliament. Rather than investigating foreigners suspected of involvement in trafficking, law enforcement officials typically detained and deported them. Immigration officials reported several cases of suspected trafficking, but charged suspects with other offenses in the absence of specific legislation. For example, a French national found transporting Chinese nationals was convicted of harboring aliens and deported. Despite U.S. Government financial and training assistance, the Police's Human Trafficking Unit conducted no investigations into trafficking cases during the period; however, a Kenyan victim successfully filed and won a civil suit against traffickers who forced her into unpaid domestic servitude. This is the first known civil case brought against traffickers in sub-Saharan Africa. The Kenyan Police Service reportedly incorporated human trafficking awareness into its community policing training program, and 25 officials received a training-of-trainers seminar from outside partners.

Protection

The government provided minimal victim protection services during the year. Foreign trafficking victims were frequently deported without questioning and may also face immigration charges resulting in prosecution or fines. In mid-2005, Ministry of Labor officials met with employment agencies and diplomatic missions in five Middle Eastern nations, where an estimated 20-30,000 Kenyans are employed, to assess the human trafficking threat to Kenyan nationals. The government

provided consular services to one Kenyan trafficking victim seeking repatriation from Germany. The government provided an unknown number of street children victimized by trafficking with shelter and medical services. It established District Advisory Children's Centers throughout the nation that provided psycho-social services, medical and educational assistance, and foster programs for vulnerable, orphaned, or abandoned children who are at risk of trafficking. In June, the Central Bureau of Statistics began a nationwide household survey of exploitative child labor.

Prevention

The government's public acknowledgement of Kenya's sex tourism problem led to greater awareness of human trafficking; during the year, numerous national and local-level officials spoke out against trafficking and sex tourism. The Ministries of Tourism and Home Affairs were involved in the development of a code of conduct to protect children from tourism-related sexual exploitation; 30 hoteliers and caterers signed onto the code in February. The Ministries of Labor, Home Affairs, and Foreign Affairs reportedly registered additional foreign employment agencies in 2005 and continued a program of trafficking education, awareness, and inspection for all 68 agencies. The Ministry of Labor provided workers' rights counseling for an unspecified number of Kenyan nationals leaving to work abroad. In November, the government established a task team to develop a national plan of action and facilitate government and civil society anti-trafficking efforts.

REPUBLIC OF KOREA (TIER 1)

The Republic of Korea (R.O.K.) is a source, transit, and destination country for women who are trafficked for the purpose of sexual exploitation. Women from Russia, Uzbekistan, Kazakhstan, the People's Republic of China (P.R.C.), the Philippines, Thailand, and other Southeast Asian countries are trafficked for sexual exploitation to the R.O.K. Korean women are trafficked to Japan and to the United States, sometimes via Canada or Mexico, for forced prostitution.

The Government of the Republic of Korea fully complies with the minimum standards for the elimination of trafficking. During 2005, the government continued to provide substantial resources for victim care, and remains a pioneer and global leader on anti-trafficking education and demand reduction measures. The government sustained an aggressive law enforcement campaign aimed at curbing trafficking and exploitation of women. The government also continues to make significant progress to strengthen victim support mechanisms and improve the treatment of women in Korean society. The Ministry of Gender Equality and Family (MOGEF) and the Ministry of Justice (MOJ) play leading roles in the effort to curb trafficking and exploitation.

Prosecution

The Republic of Korea's 2004 "Act on the Punishment of Intermediating in the Sex Trade and Associated Acts" specifically prohibits trafficking in persons, including debt bondage, and related activities. The anti-trafficking law also carries stiff penalties, including up to 10 years' imprisonment, up to \$86,000 in fines, and seizure of assets and property acquired as a result of trafficking. There are also a number of related criminal laws that may be used to prosecute trafficking-related crime. In 2005, police arrested 28 people for trafficking-related crimes under the 2004 Act. The government prosecuted 27 suspected traffickers and convicted 26 of them. Twenty-two received prison terms of between eight months and seven years. The law sends a clear message that the government is serious about taking

action against a crime that went largely unpunished in the past. The Korean Government is cooperating with the United States on trafficking-related investigations.

Protection

The Republic of Korea showed considerable efforts to protect victims of sexual exploitation and trafficking over the last year. The government's anti-trafficking law authorized the establishment of assistance facilities, counseling centers, and shelters for victims. Additionally, the law established a solid structure of care, including social, legal, and medical assistance available to both foreign and domestic victims of trafficking. Currently, there are 23 general shelters, 16 shelters dedicated to children, two shelters dedicated to foreign victims, two rehabilitation centers, four group homes, and 29 counseling centers. In 2005, the government provided approximately \$22 million in funding for victim care, including funding for a key program for vocational training for victims. As a result of this training, 24 victims started their own businesses and another 239 found other employment or enrolled in school. The MOGEF also established a Center for Women's Human Rights to provide overall assistance to trafficking prevention facilities. The Crime Victims Support Division, which is present in 50 prosecutors' offices across the country, provided support to victims/witnesses by facilitating and guiding these individuals through the legal process with personal protection and counseling services. Foreign victims were eligible to remain in the Republic of Korea under temporary status (through G-1 visas) in order to redress harms that occurred as a result of their being trafficked and to receive benefits.

Prevention

The government acknowledges that trafficking is a problem and has undertaken a number of significant prevention measures, including efforts aimed at demand reduction. The government continues to operate a "John School," which is designed to educate men about trafficking and commercial sexual exploitation. To date, over 1,000 men have participated in this program. Also, during 2005, over 74 regional government officials were trained to detect, investigate, and prevent trafficking in persons. The government continued to work through its anti-trafficking planning unit to implement its master plan on preventing prostitution. Finally, the government continued its cooperation with United States Forces Korea (USFK) to address sexual exploitation surrounding USFK bases in the country. As a result, sources suggest a significant decline in the number of foreign women working near U.S. bases.

KUWAIT (TIER 2 WATCH LIST)

Kuwait is a destination country for men and women who migrate legally from Bangladesh, India, Pakistan, Sri Lanka, Nepal, Indonesia, and the Philippines for domestic or low-skilled labor, but are subjected to conditions of involuntary servitude by employers in Kuwait. Victims suffer conditions including physical and sexual abuse, non-payment of wages, confinement to the home, and withholding of passports to restrict their freedom of movement. Kuwait is reportedly a transit point for South and East Asian workers recruited by Kuwaiti labor recruitment agencies for low-skilled work in Iraq; some of these workers are deceived as to the true location and nature of this work, and others are subjected to conditions of involuntary servitude in Iraq. In past years, Kuwait was also a destination country for children from Bangladesh, Pakistan, Sudan, Yemen, and Eritrea exploited as camel jockeys; this form of trafficking appears to have ceased.

The Government of Kuwait does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Kuwait is placed on Tier 2 Watch List because its significant efforts, as assessed by this Report, are based largely on pledges of future efforts over the coming year. The government plans to enforce a decree for standardized contracts that provide some security for domestic workers and has publicly announced that passing a draft labor law through parliament that would criminalize the exploitation of foreign workers is a top priority. This year, the government identified the Ministry of Social Affairs and Labor as the central agency coordinating the government's anti-trafficking activities, and the inter-ministerial committee on expatriate labor issued recommendations regarding minimum wages, reducing visa trading, and establishing a standard contract for domestic workers. The government enforced compliance with a ban on child camel jockeys enacted last year and replaced children with robot jockeys. The government convicted some employers for labor rights abuses, but it is unclear whether any of these convictions resulted in prison sentences. The government also did not extend labor law protection to foreign domestic workers. Although a local employment recruitment agency took steps to build a shelter for abused foreign workers, the local municipality closed down the site of this private shelter on a zoning violation that has yet to be resolved.

Prosecution

The Government of Kuwait took inadequate measures to punish trafficking crimes over the last year. Kuwait lacks a specific anti-trafficking law, but used other sections of its criminal code to prosecute trafficking-related offenses. The government obtained 451 convictions for failure to provide official documents for the hiring of foreign workers and 258 convictions for hiring workers from abroad and then not providing them with work. However, the Government of Kuwait does not report assigning jail sentences to any of those convicted. Less scrupulous Kuwaiti labor agencies continued to recruit South and East Asian laborers, reportedly using deceptive and fraudulent offers and coercive techniques to meet demand in Iraq for cheap third-country national (TCN) labor. The government did not attempt to regulate this lucrative trade of workers through Kuwait. The government provided no specific law enforcement training on trafficking in persons, although one police station has responsibility for investigating trafficking crimes. Kuwait should increase investigations and prosecutions for foreign domestic worker abuse, including cases involving physical and sexual abuse, under its criminal laws, assign criminal penalties sufficient to deter future acts, such as jail sentences, and train its law enforcement officers and prosecutors on methods of investigating and prosecuting trafficking offenses.

Protection

During the year, Kuwait did not noticeably improve its protection of victims of trafficking and trafficking-related abuses. The Ministry of Labor and Social Affairs (MOSAL) has established a labor dispute center (for non-domestic workers) to assist workers in salary disputes. In addition, labor source countries report that the government provided increased numbers of Kuwaiti mediators to help foreign workers resolve domestic workplace disputes with their Kuwaiti employers. Moreover, the government gave a greater role to diplomats of labor source countries in advocating for workers in the dispute process. Foreign workers are permitted to file civil suits against their employers and, though cases move slowly through the courts, these suits are often settled in favor of the workers.

The Ministry of Interior suspended in the past year 163 domestic labor agencies for illegal practices, such as selling visa or residence permits or both to workers, who arrive in Kuwait to find there is no

work or even that the company does not really exist. The government does not otherwise provide medical, psychological, or legal aid to victims of trafficking, preferring to rely primarily on source country embassies to assist their nationals. Kuwait does not have a screening system to distinguish trafficking victims from illegal immigrants, again depending on embassies to perform this service. The government enforces laws that only allow incoming domestic workers to be picked up from the airport by government-licensed agencies that have already agreed to a contract with the worker. These agencies are then responsible for the workers' welfare for six months.

In July, the Ministry of Interior issued a decree requiring a tripartite contract for domestic workers to be signed by the recruitment agency, employer, and employee, outlining the rights of the domestic employee. The Ministry has set August 2006 as the implementation date for the decree in order to allow Kuwaiti embassies abroad time to establish the necessary administrative procedures. The government is in the process of issuing a license to KUDLO to establish a privately-run shelter. In early February, however, the Kuwait Municipality closed down KUDLO headquarters on a zoning violation that has yet to be resolved. The government should take immediate steps to establish and support a shelter that provides a range of protective services to trafficking victims, institute a screening mechanism to identify victims, and formally extend protection to domestic workers.

Prevention

Kuwait's efforts at preventing trafficking in persons improved. With U.S. assistance, the government is launching a public awareness campaign featuring a wallet-sized card with information on the dangers of trafficking. The cards were distributed at airports, health clinics, and in source countries targeting East and South Asian workers in Kuwait.

KYRGYZ REPUBLIC (TIER 2)

The Kyrgyz Republic is a source, transit, and growing destination country for men, women, and boys trafficked from Uzbekistan, Tajikistan, Turkmenistan, South Asia, and the Kyrgyz Republic itself for purposes of forced labor and sexual exploitation. Victims of forced labor are trafficked to Kazakhstan for work in the agricultural sector, to Russia for work in construction, and to China for bonded labor. Kyrgyz and foreign women are trafficked to the U.A.E, China, South Korea, Turkey, Greece, Cyprus, Thailand, Germany, and Syria for sexual exploitation. Kyrgyz boys are trafficked to Russia and Kazakhstan for sexual exploitation. Kyrgyzstan is a growing destination for women trafficked from Uzbekistan for the purpose of sexual exploitation.

The Government of the Kyrgyz Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In February 2006, the government took steps to prevent government complicity in trafficking by strengthening punishments for government officials that violate the rules of visa issuance to foreigners; this measure was aimed at preventing the trafficking of foreign citizens to Kyrgyzstan. The new punishment is a fine of up to 50 times the minimum monthly salary of the official or dismissal from his or her position, or both. Although the government continued to strengthen overall efforts to combat human trafficking, more remains to be done. The government should make efforts to improve its statistics and data collection system. It should also increase the number of judges and prosecutors that receive trafficking training, as well as increase funding for NGOs providing victim protection.

Prosecution

The Kyrgyz Government showed mixed progress in its law enforcement efforts to combat trafficking; although police demonstrated a clear commitment to investigate and arrest suspected traffickers, the courts handed down very few trafficking convictions. Police conducted 34 trafficking investigations and authorities conducted 15 prosecutions in 2005. There were three trafficking convictions during the reporting period, a considerable decrease from 17 convictions in 2004. There were six on-going investigations at the time this Report was written. Sentencing data was unavailable. In February 2006, the National Security Service prevented the trafficking of six women from Uzbekistan and Turkmenistan to the U.A.E. for purposes of sexual exploitation; the women reported that their traffickers deceived them by offering lucrative jobs in Dubai and did not tell them they would be forced into prostitution. Authorities arrested four traffickers in connection with this case. Forty-eight judges were trained on how to apply domestic and international trafficking laws. During the reporting period, 70 officers from the National Border Service received victim identification training. The government closed 15 unlicensed labor-recruiting companies in 2005, a significant step given traffickers' use of labor companies to recruit victims in Kyrgyzstan; last year the government closed seven such agencies.

Protection

The Kyrgyz Government showed limited progress in its protection efforts during the reporting period. Although the government passed a new law that prohibits victims from being punished for acts committed as a direct result of being trafficked, the government did not provide direct funding for victim assistance and protection. Some local governments did provide office space for anti-trafficking NGOs. One shelter was forced to close for part of 2005 due to a lack of funding. Police increased the number of victim referrals to NGOs in 2005.

Prevention

The Government of the Kyrgyz Republic demonstrated good prevention efforts during the reporting period. In fall 2005, a theatrical performance about trafficking was shown in 28 villages and towns where a high percentage of victims originate; local governments provided the performance space and provided free advertising. Throughout the year, the Ministry of Foreign Affairs, the Border Service, and NGOs distributed 5,000 copies of a brochure educating migrant workers about the dangers of trafficking and their legal rights. The government also released a booklet entitled "Information for Kyrgyz Citizens Going Abroad to Work in CIS Countries;" the information from the booklet was also published in several newspapers during 2005. State-run television and radio stations aired programs on trafficking throughout the year.

LAOS (TIER 3)

Laos is a source country for men and women trafficked for the purposes of forced labor and sexual exploitation. A significant number of men, women, and children from Laos are economic migrants who are subjected to commercial sexual exploitation or conditions of forced or bonded labor in Thailand. To a much lesser extent, Laos is a transit and destination country for women who are trafficked for sexual exploitation. A small number of victims from the People's Republic of China (P.R.C.) and Vietnam are trafficked to Laos to work as street vendors and for sexual exploitation in prostitution.

The Government of Laos does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government has not taken sufficient steps to ensure the protection of returning victims and prosecution of persons complicit in trafficking. The government's September 2004 Law on Women provides for the protection of victims and prohibits the fining of trafficking victims upon their return to Laos; however, the government has yet to fully implement these provisions. Government officials at the local level continued to punish rescued trafficking victims for unlawful acts that were a direct result of their being trafficked. The Lao Government's efforts to prosecute traffickers remained weak and uncoordinated. The government should take measures to better implement the Law on Women effectively at the local level. Government action should concentrate on prosecuting and convicting traffickers and public officials involved in trafficking, establishing an official mechanism to identify trafficking victims among returnees to the country, and taking measures to ensure that victims are not subjected to fines or re-education by local authorities.

Prosecution

There was no discernable increase in Lao Government prosecutions of trafficking-related cases during the reporting period. However, Lao law enforcement is decentralized and the central government does not keep data on efforts of local officials to prosecute traffickers. Data is limited and the Lao Government provided no data on its law enforcement efforts to combat trafficking. Laos lacks a specific anti-trafficking law but used various other laws, including kidnapping and prostitution statutes, to arrest and prosecute traffickers. In 2005, the government amended the penal code to address transnational child trafficking, with penalties of 20 years' imprisonment. The Immigration Department's anti-trafficking unit confirmed one conviction in 2005, but had no information on convictions by courts outside of Vientiane, reflecting the country's inadequate record-keeping on court cases. The Law on Women contains provisions recognizing and guaranteeing the rights of trafficking victims and prohibits authorities from punishing trafficking victims for immigration violations, but the law has not been fully disseminated and enforced. Overall, judicial and law enforcement institutions are extremely weak and corruption is widespread in Laos. There are reports that some local government officials profit from trafficking, but there were no reported investigations or prosecutions of officials for complicity in trafficking.

Protection

The Lao Government made minimal progress in improving its severely inadequate protection for victims over the last year. While the 2004 Law on Women prohibits authorities from punishing trafficking victims for immigration violations, Lao police and local officials on occasion arrested and fined Lao citizens returning from Thailand in spite of official pronouncements to end this practice. The central government made minimal efforts to distinguish trafficking victims from returning illegal migrants, although it made limited efforts to educate provincial and district-level officials on the need to protect these victims. The Lao Government continued to refer victims to NGOs and international organizations that run programs providing more thorough protection for victims of trafficking. The Ministry of Labor and Social Welfare (MLSW) also continued its program to repatriate women returning from prostitution or forced labor and operated a processing center for victims. With heavy donor assistance, the Lao Women's Union opened a shelter for victims of trafficking and domestic violence in early 2006.

Prevention

The Lao Government, in cooperation with NGOs, continued to raise awareness in the state-controlled media on the dangers of trafficking. The government does not fund any anti-trafficking

prevention measures, in part because of a lack of resources. The MLSW, with NGO funding, has run television and radio educational campaigns warning of the dangers of trafficking. The MLSW also continued to conduct a radio project designed to raise awareness of trafficking and HIV/AIDS among ethnic minorities in conjunction with an international organization. The Ministry of Education integrated some anti-trafficking information into school curricula, but the effort was not widespread or sustained.

LATVIA (TIER 2)

Latvia is a source and, to a lesser extent, a transit country for women and some children trafficked for the purpose of sexual exploitation. Latvian women are trafficked to Germany, Spain, the U.K., and Norway. Women from Lithuania are transited through Latvia to Western Europe. In one instance, seven possible trafficking victims from Somalia were intercepted en route to a Nordic country. The government acknowledged reports that the number of trafficking victims in Latvia continued to increase over the last year.

The Government of Latvia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While the government has continued to implement the provisions of its National Action Plan, a lack of political support from several ministries has constrained Latvia's overall progress in addressing trafficking. Convicted traffickers continued to receive low sentences, and assistance provided to victims by government institutions was inadequate. Latvia should train more judges and prosecutors on trafficking awareness. The government should also consider formalizing a mechanism for trafficking victims to request and receive social services and rehabilitation from government ministries.

Prosecution

Latvian law prohibits both sexual exploitation and non-sexual exploitation, although the law does not specifically criminalize labor exploitation. Internal trafficking is also criminalized. In 2005, law enforcement authorities investigated 23 trafficking cases, a decrease from 30 investigations in 2004. The Government of Latvia does not have centralized data on prosecutions separate from convictions. The courts increased trafficking convictions in 2005; one person was convicted of trafficking and 28 people were convicted of recruiting victims of trafficking for sexual exploitation abroad. Although the law provides for sufficient penalties to deter trafficking, the courts continued to administer relatively low prison sentences. During the reporting period, one person was sentenced to eight years in prison, five people were sentenced to less than five years in prison, and 14 people had property confiscated as a penalty. Approximately 160 judges and prosecutors participated in a five-part training course on trafficking to raise awareness and improve their understanding of the severe nature of human trafficking.

Protection

The government made some efforts to improve victim assistance and protection over the past year. Police and municipal social workers referred victims to NGO shelters. Although cooperation among NGOs in Riga improved during the reporting period, more should be done to encourage authorities in other cities to enhance their collaboration with NGOs, which provide the majority of victim assistance and rehabilitation. The police had no requests for witness protection from trafficking victims. The

Ministry of Interior worked closely with local NGOs and international organizations to develop and implement the anti-trafficking project "Open Labor Market for Women." In accordance with the project, the ministry monitors all government institutions involved in victim assistance in an effort to improve the victim referral process and quality of victim care. The Ministry of Welfare has allocated funding in the 2006 budget to train more than 100 government and NGO specialists in providing victim rehabilitation services.

Prevention

Although the government failed to establish an independent anti-trafficking information and education campaign, government officials supported NGOs working on trafficking prevention by attending NGO trainings and speaking at trafficking events. High school teachers participated in several trafficking prevention training sessions. The Riga City Police created a new anti-child prostitution taskforce mandated to prevent the involvement of minors in prostitution. The Border Guard is scheduled to begin a new operation in April 2006 that will trace unusual travel patterns of foreign nationals across Latvian borders; it is believed this will help detect trafficking routes and identify potential victims.

LEBANON (TIER 2)

Lebanon is a destination country for the trafficking of Asians and Africans—primarily women—for domestic servitude, and possibly for Eastern European women trafficked for sexual exploitation. Women from Sri Lanka, Malaysia, Indonesia, the Philippines, Somalia, and Ethiopia enter Lebanon legally, but often find themselves subjected to conditions of involuntary servitude as domestic servants. An undetermined number of the domestic servants suffer physical and sexual abuse, non-payment of wages, and withholding of passports that confines them to the employer's home. In 2005, the government and NGOs who work in this area reported less than 100 cases of abused foreign workers; experts, however, estimate that the true incidents of migrant worker abuse are considerably higher. Eastern European women come to Lebanon on "artiste" visas to work as adult entertainers, but may become victims of involuntary sexual servitude.

The Government of Lebanon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to refer abused domestic workers to a shelter run by a local NGO. In 2005, the government closed 10 employment recruitment agencies for violations of workers' rights, including physical abuse. Lebanon should enact a comprehensive law to specifically criminalize trafficking offenses and significantly increase criminal prosecutions of abusive employers and sex traffickers.

Prosecution

Over the last year, the Government of Lebanon did not significantly improve its inadequate record of prosecution of traffickers for domestic servitude or commercial sexual exploitation. Lebanon lacks a specific anti-trafficking law, although it can use other sections of the criminal code to prosecute traffickers. The government reported no prosecutions or convictions for trafficking offenses, despite numerous complaints of abuse of foreign workers. Expatriate workers are not encouraged to participate in trials, and often return to their countries of origin prior to completion of trials. Under administrative laws, the Ministry of Labor closed down 10 recruitment agencies for

violations of workers' rights, including physical assault. In addition to enacting a comprehensive anti-trafficking law and increasing prosecutions of traffickers, Lebanon should also better regulate employment agencies that knowingly provide false information regarding wages and conditions to prospective employees.

Protection

During the year, the Government of Lebanon took several steps to improve protection of trafficking victims. Lebanon signed a memorandum of understanding with a local NGO to operate a shelter for trafficking victims, which provides medical, psychological, and legal services. The government has also permitted social workers from this NGO to screen trafficking victims in the government holding center for illegal workers and to provide legal aid during judicial interviews. Additionally, the Ministry of Justice and Surete Generale, the Lebanese security service responsible for migrant workers, conducted a two-week course, in conjunction with the International Organization of Migration, to train 32 officers in the most effective means to combat trafficking.

Due to mistreatment of foreign workers who are unable to leave abusive employers under the sponsorship system – which makes a worker very dependent on his or her Lebanese sponsor or employer – the government began allowing workers to change their employers; this change, however, is contingent upon the worker obtaining a release paper from the current employer, a step many employers may be unwilling to take. Although the officers of Surete Generale in some cases convinced suspect employers to grant this release, Lebanon should consider reforming the system to allow migrant employees the flexibility to switch employers without this requirement. The government should also assist those migrant workers who wish to file charges against abusive employers and provide them the means to remain in Lebanon until the legal process has run its course.

Prevention

Lebanon made modest progress to prevent trafficking in persons over the year. Notably, the government signed a Protocol of Understanding with the Sri Lankan Ministry of Labor to establish education centers for domestic workers destined for Lebanon. The government also distributed booklets and brochures on workers' rights and recourses under Lebanese law, although some NGOs claim that these public awareness materials are not sufficiently disseminated. Lebanon should continue to work with IOM to expand the anti-trafficking training for law enforcement officials.

LIBYA (TIER 2 WATCH LIST)

Libya is a transit and destination country for men, women, and children from sub-Saharan Africa and Asia trafficked for forced labor and sexual exploitation. Many victims willingly migrate to Libya en route to Europe with the help of smugglers, but may be forced into prostitution or to work as laborers and beggars to pay off their \$800-\$1,200 smuggling debt. Laborers from Egypt, Sudan, and Ethiopia are also reportedly trafficked to Libya for the purpose of labor exploitation. Although precise figures are unavailable, trafficking victims are believed to be among the nearly 1.5 million illegal migrants in Libya.

The Government of Libya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Libya is placed on the Tier 2 Watch

List for its lack of evidence of increasing efforts to address trafficking in persons over the last year. Libya provided no evidence of any investigations or prosecutions for trafficking offenses. In addition, the government continues to summarily deport illegal migrants without adequate screening to determine whether any are victims of trafficking. Libya should take steps to articulate a national anti-trafficking plan of action, increase investigations and prosecutions of trafficking crimes, institute an effective screening mechanism to distinguish trafficking victims from illegal migrants, and provide protection services to victims of trafficking.

Prosecution

Over the year, Libya demonstrated limited law enforcement initiatives to combat trafficking in persons. The government provided no data on investigations, prosecutions, convictions, or sentences for trafficking offenses in 2005. In 2006, Libyan border patrol cooperated with Italian police to interdict a 33-person gang accused of trafficking and smuggling illegal immigrants, but reported no trafficking prosecutions resulting from these arrests. Authorities also prevented over 40,000 illegal migrants from entering Libya or traveling from Libya to Europe, although it is unclear how many of these men, women, and children are victims of trafficking. In August 2005, Libya reportedly signed an agreement with IOM to formulate a counter-smuggling plan of action, with future initiatives to include training of government officials and police on anti-trafficking measures. The government should take steps to enact a comprehensive anti-trafficking law, significantly increase prosecutions of traffickers, and institute a screening mechanism to adequately distinguish trafficking victims from the large population of illegal migrants deported every year.

Protection

Libya did not report providing protection to victims of trafficking this year. Trafficking victims, often intermingled with illegal migrants, are deported without receiving medical, psychological, or legal aid. Women found engaging in prostitution, including victims of sex trafficking, are imprisoned, prosecuted, and if foreign, deported. Women who file claims of sexual assault are generally taken into protective custody, which often amounts to detention; as such, victims of sex trafficking are deterred from making complaints for fear of imprisonment. Libya should refrain from punishing victims of trafficking for acts committed as a result of their being trafficked and should significantly improve the protective services offered to them, including providing repatriation aid and alternatives to deportation to countries where they may face retribution.

Prevention

During the year, Libya took minimal action to prevent trafficking in persons. The government cooperated with Italian authorities to stem the smuggling of illegal migrants into Italy and other parts of Europe, but no efforts focused specifically on preventing human trafficking. The government should consider establishing a broad public education program to raise awareness on the dangers of trafficking.

LITHUANIA (TIER 1)

Lithuania is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Commercial sexual exploitation of children is a significant problem. Official and NGO sources estimate that between 10 and 20 percent of persons working

in prostitution are under the age of 18. Data collected by Europol indicates that more than 1,200 Lithuanian women are trafficked abroad annually, although NGOs claim higher estimates. One-third of Lithuanian victims are trafficked to the United Kingdom. Lithuania also serves as a transit point and destination for victims trafficked from Belarus, Russia (Kaliningrad region), and Ukraine.

The Government of Lithuania fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government significantly increased trafficking convictions, increased financial support to NGOs, strengthened its criminal code on trafficking, and established a specialized anti-trafficking police unit. Despite government efforts, sex trafficking remains a serious problem in Lithuania. The IOM also documented an increase in child trafficking following Lithuania's accession to the European Union, based on the number of victims under the age of 18 that it assisted. To sustain and build on its anti-trafficking efforts, the government should increase the number of trainings for law enforcement officials and prosecutors so they may possess the necessary skills to successfully convict traffickers. In addition, an official victim screening and referral mechanism should be put in place to assist in the transfer of victims from the police to NGOs. Judges should also be given trafficking awareness training in order to prevent traffickers from receiving low or suspended sentences.

Prosecution

The Government of Lithuania continued to improve its law enforcement efforts. In 2005, authorities initiated 32 trafficking investigations, an increase from 22 in 2004. Authorities conducted 18 prosecutions involving 43 defendants, up from 16 prosecutions in 2004. Twenty traffickers were convicted in 2005, an increase from 14 convictions in 2004. Despite this progress, the number of convicted traffickers serving time in prison remained low; nine traffickers served time in prison, seven convicted traffickers received suspended sentences, two traffickers received amnesty, and two received fines. In 2005, law enforcement officials cooperated in 172 international trafficking investigations. Lithuania amended its criminal code to expand the definition of human trafficking and strengthen statutory penalties.

Protection

The Lithuanian Government continued to improve its efforts to protect victims of trafficking. It increased its total funding to NGOs working to provide victim assistance from \$90,000 in 2004 to \$137,000 in 2005; it provided funding to 11 NGOs that assisted more than 300 trafficking victims during the reporting period. Local municipalities provide social, psychological, and legal assistance to victims. The witness protection program assisted a small number of trafficking victims, but officials agreed that more funding for the program is needed.

Prevention

Lithuania continued to make progress in trafficking prevention. The government cooperated with NGOs and IOM on trafficking outreach and information programs directed toward at-risk groups, potential trafficking victims, and the procurers of prostitution. Posters and billboards about the dangers of trafficking were displayed in public areas and some schools conducted class discussions about trafficking. Although not part of the formal school curriculum, more than 3,800 at-risk youths attended government and NGO-organized trafficking prevention events including lectures, school discussions, and film viewings. Parliament also passed new legislation that addresses demand by criminalizing the buying of sex.

LUXEMBOURG (TIER 1)

Luxembourg is a destination country for women trafficked transnationally for the purpose of sexual exploitation. In 2005, Luxembourg officials uncovered a trafficking network moving victims from Brazil to France, Switzerland, and Luxembourg. In part due to its small size, Luxembourg has a modest trafficking challenge.

The Government of Luxembourg fully complies with the minimum standards for the elimination of trafficking. The government improved its law enforcement awareness and inter-agency cooperation in response to trafficking cases in 2005. The government should develop and institutionalize a screening mechanism to increase identification of trafficking victims among women found in prostitution in Luxembourg. The government should consider launching a demand-oriented campaign to educate potential clients about trafficking and its links to prostitution. Aggressive prosecution and sentencing is needed to deter future acts of trafficking in Luxembourg.

Prosecution

The Government of Luxembourg took steps to improve its anti-trafficking law enforcement response in 2005 and launched two new trafficking investigations. Although the government charged five suspects in 2004 for trafficking women using "artiste" visas, the case has yet to be prosecuted. In 2005, the government conducted specialized training to educate police, immigration officials, and NGOs on recognition and identification of trafficking victims. The government drafted comprehensive legislation to cover all forms of trafficking during the reporting period. In 2005, it continued to utilize laws against sexual exploitation and organized crime to investigate and charge traffickers. In 2005, the government created a police unit to address drug trafficking and potential related human trafficking among West African asylum seekers. There was no evidence of trafficking-related corruption among Luxembourg public officials.

Protection

The Government of Luxembourg increased its efforts to protect trafficking victims in 2005. The government continued to fund two local NGOs that provided shelter and assistance to vulnerable women, including trafficking victims, in 2005. During the reporting period, police identified and referred 11 victims of trafficking to the government-funded NGO shelters. Ten Brazilian women, initially arrested as illegal migrants, were later identified by police as trafficking victims and referred to an NGO for shelter and assistance. The government did not, however, develop a formal screening and referral mechanism during the reporting period. Ministry of Foreign Affairs officials reportedly considered the warning signs of trafficking when interviewing and investigating asylum seekers. The government did not punish victims of trafficking for unlawful acts that were a direct result of their being trafficked.

Prevention

In 2005, the government increased its official awareness and recognition of trafficking. Officials monitored Luxembourg's commercial sex establishments for illegal activity and trafficking during the reporting period. While the government did not have an institutionalized working group to address trafficking, relevant agencies and NGOs continued to meet on an ad-hoc basis, and a Ministry of Justice official continued to serve as principal point of contact on trafficking cases.

MACAU (TIER 2 WATCH LIST)

Macau is a transit and destination territory for women trafficked for the purpose of commercial sexual exploitation. While there have been few documented cases of trafficking in Macau in recent years, evidence suggests there may be other victims who are afraid, unable, or unwilling to come forward. Most females in Macau's sizeable sex industry come from the interior regions of the P.R.C or Mongolia, though a significant number also come from Russia, Eastern Europe, Thailand, and Vietnam. The majority of women in Macau's prostitution trade appear to have entered Macau and the sex trade voluntarily, though there is evidence that some are deceived or coerced into sexual servitude, often through the use of debt bondage. Press reports and NGOs state that some women live in poor conditions under threats of violence and coercion. The Russian Consulate in Hong Kong estimates that up to 200 Russian women are in Macau on tourist visas at any given time engaging in prostitution, and NGOs in Russia have information that some of these women are trafficking victims. Similarly, an estimated 200-300 Mongolian women are estimated to be in prostitution in Macau at any given time. Organized criminal syndicates are reportedly involved in bringing women to Macau. Fear of reprisals from these groups may prevent some women from seeking help.

Macau does not comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Macau is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to address trafficking over the past year. The government has undertaken steps to combat potential trafficking. Despite the government's belief that trafficking is not a significant problem in the territory, the presence of large numbers of prostituted women from the P.R.C., Russia, Mongolia, Eastern Europe, Thailand, and Vietnam raises concerns that a significant number of them are victims of trafficking and in need of assistance. To this end, the government should undertake greater efforts to investigate and identify trafficking victims.

Prosecution

The Macau Government's efforts to combat trafficking through law enforcement means over the past year were inadequate. Macau has no law that specifically addresses trafficking of persons into Macau, though it does have other statutes that are used to prosecute traffickers. The government convicted several people over the past year for violations of Macau's "procurement" statutes involving low-level trafficking-related crimes. However, despite press reports of trafficking during the year, law enforcement officials did not aggressively investigate accusations of trafficking in Macau's many brothels and casinos. Officials generally maintain that trafficking is not a significant problem in Macau and, therefore, do not see the need to devote greater resources to investigating the problem.

Protection

There are no separate government assistance programs for victims of trafficking and no NGOs focused specifically on trafficking-related issues. Government officials believe that existing programs are sufficient to aid potential victims given the small scope of the problem. The government operates social service programs for abused women and there are also a small number of NGOs in Macau that provide assistance to any individual in need, including trafficking victims. Macau does require labor contracts for migrant workers. Although government officials maintain that these contracts sufficiently spell out the terms and conditions of employment and they have received no complaints that these contracts have been breached, they also recognize that many may be too frightened to complain to police for fear of retribution.

Prevention

There are no prevention campaigns in place to inform women in prostitution of trafficking issues and to advise them on where to obtain help if they are victims of trafficking.

MACEDONIA (TIER 2)

Macedonia is a source, transit, and, to a lesser extent, destination country for women and children trafficked for the purpose of sexual exploitation. Some Macedonian victims are trafficked internally within the country. Victims also originated from Moldova, Albania, and to a lesser extent Romania and Bulgaria. Traffickers moved victims through the country en route to Serbia and Montenegro and Kosovo, Albania, and Western Europe.

The Government of Macedonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increasing progress in its anti-trafficking efforts in 2005. In March 2006, the government formally adopted a National Action Plan and Strategy to combat trafficking in persons and adopted important witness protection legislation. While the government took some steps to provide legal safeguards for victims and witnesses, it must fully implement the law on witness protection to reduce threats and acts of intimidation made to victims in courtroom settings. The government should increase funding and logistical support to NGOs providing protection and assistance to trafficking victims throughout the country, and ensure that traffickers receive sentences that are consistent with the heinous nature of the offense and sufficiently strong to serve as a deterrent to future crimes.

Prosecution

While the government did not vigorously enforce its anti-trafficking laws in all cases in 2005, it showed improvement in its overall prosecution record. Although the government and NGOs reported a downward trend in trafficking in 2005, the government significantly increased the number of cases prosecuted. In 2005, the courts prosecuted 35 cases involving 80 defendants, compared to 22 cases in 2004. The government secured the convictions of 22 traffickers, with sentences ranging from three to nine years; eight prosecutions ended in acquittals, although the government appealed the acquittals in several of these cases.

Notably, in 2005, the government removed the presiding judge in the case of convicted trafficker Dilaver Bojku-Leku, for failing to impose a sentence. A new judge sentenced Bojku to one year and two months for "mediation in prostitution." This, along with his original three year and eight month sentence from another case, increased his total sentence to four years and 10 months. Some trafficking suspects continued to be acquitted, despite overwhelming evidence of their involvement in trafficking. Serious concerns over instances of judicial corruption continued in 2005.

In 2005, the government imposed sanctions on some officials for trafficking-related complicity. A Macedonian court sentenced a police officer in Gostivar, previously discharged from the Ministry of Interior in 2003 after allegations of involvement in trafficking, to two months in prison for misuse of official position and "mediation in prostitution." In addition, during the reporting period, the government arrested a police chief in Gevgelija for complicity in smuggling illegal migrants,

including suspected trafficking victims. In 2005, the government created a Special Prosecutor's Office (SPO) in the Office of Organized Crime in the Ministry of Justice to improve its overall trafficking enforcement. The SPO actively assisted law enforcement counterparts to prosecute a case in Ukraine during the reporting period.

Protection

The Government of Macedonia improved protections for victims of trafficking during the reporting period. In May 2005, the government passed important witness protection legislation to provide resources and improve safeguards for victims who agree to serve as government witnesses. While it did not provide funding to NGOs providing assistance to victims, the government continued to support its shelter transit center run by IOM. A second shelter run by a local NGO also is operational and provides services to victims of Macedonian origin. Police continued to provide 24-hour protection to the IOM-run trafficking shelter; the other shelter uses private security services. Victims who did not meet IOM criteria for placement in the IOM-run transit shelter were given alternate shelter arrangements in the second shelter. The two shelters provided protection and assistance to 12 trafficking victims during 2005. The Interior Ministry provided support and protection to 15 victims who returned to Macedonia to testify in trafficking cases in 2005. The government created a centralized national referral system for trafficking victims in 2005 to coordinate the identification and assistance for victims and to create a national referral network throughout Macedonia.

Under Macedonian law, trafficking victims may be granted refugee or asylum status. The government identified eight victims in 2005, a significant decrease from the previous year. The Border Police cooperated with the government's anti-trafficking unit on trafficking cases identified at the border, informally referring victims. However, according to a 2005 report by IOM, foreign victims generally did not cross at legal border crossings, but instead crossed undetected into Macedonia. The new centralized referral system may improve identification and protection of foreign victims, but they remain vulnerable to deportation.

Prevention

While the National Commission for Combating Trafficking, established in 2001, did not provide strong leadership for the government's anti-trafficking efforts in 2005, adoption of a National Action Plan and Strategy in early 2006 provided a concrete road map to fight trafficking and demonstrated commitment to improve prevention and awareness activities. The government continued to rely on NGOs to carry out most prevention and awareness programs, providing only minimal, non-financial support. Throughout 2005, the government conducted or supported specialized training programs for judges, prosecutors, police, and social workers, many of them focusing on prevention of trafficking and identification of actual or potential victims. The Ministry of Labor and Social Policy organized a series of training sessions for social workers from all 27 social centers in the country. To date, the Ministry has trained 58 professionals.

MADAGASCAR (TIER 2)

Madagascar is a source country for children trafficked internally for sexual exploitation and forced labor. A sex tourism problem exists in the coastal cities of Tamatave and Nosy Be, with a

significant number of children, mostly girls between the ages of 13 and 18, engaged in prostitution; some were recruited in the capital under false pretenses of employment as waitresses and domestic servants before being forced into prostitution. A network also appears to traffic young girls to the capital for prostitution; cases of encouragement or facilitation by family, taxi and rickshaw drivers, friends, or traditional procurers were reported. Children may be trafficked from rural areas for forced work in salt and gemstone mining, loading fruit onto trucks, or as domestic servants.

The Government of Madagascar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Madagascar's efforts to prevent trafficking make it a leader among sub-Saharan African nations in this area. The government should improve its record keeping of criminal court cases to enable the compilation of specific anti-trafficking statistics and work toward the passage of a comprehensive anti-trafficking law.

Prosecution

The Government of Madagascar made little progress in its anti-trafficking law enforcement efforts over the last year. There were no reported prosecutions or convictions of trafficking crimes. Existing laws prohibit forced labor and slavery, but domestic statutes on the subject of child commercial sexual exploitation are inconsistent, particularly with respect to age. In September, the president announced the development of a strict law against the sexual exploitation of minors and warned foreigners with "bad intentions" not to visit Madagascar. The Ministry of Justice began drafting a comprehensive anti-trafficking bill that it intends to present to parliament in 2006. Police in the capital continued to enforce existing laws barring minors from nightclubs, sending arrested minors to special children's courts and placing some in protective care; police outside of the capital continued to lack the vehicles needed to regularly undertake such operations. With assistance from UNICEF, the government offered specialized training for 60 police officers on how to recognize, investigate, and prosecute instances of trafficking. Police used this training to apprehend a number of foreign nationals suspected of trafficking crimes, including pimping minors. Malagasy authorities worked with a foreign embassy on collecting the evidence necessary to prosecute a foreign national engaged in child sex tourism. Parents and low-level police officers are suspected of accepting bribes from foreigners to ignore instances of child sex tourism.

Protection

The government continued its significant efforts to assist trafficking victims, rescuing over 70 victims of forced child labor and commercial sexual exploitation during the year. Children under 15 years of age were enrolled in school, and older children received vocational training and employment in export processing zones. In 2005, a second welcome center — where child victims receive shelter, counseling, and training — opened in Tamatave and ground was broken on a third in Tulear. With UNICEF assistance, the Ministry of Population provided technical assistance to nine child protection networks made up of government institutions, law enforcement officials, and NGOs that provided counseling and rehabilitation to children in prostitution and forced labor. For example, 20 children in prostitution received counseling and training in hotel management in Tamatave. There is little capacity, either within the government or civil society, to provide further services.

Prevention

Awareness of human trafficking continued to increase in Madagascar through a series of aggressive information campaigns. The government continued to implement the national anti-trafficking action

plan, and systematically monitored its efforts through the President's Inter-Ministerial Anti-Trafficking Committee. The Ministry of Education conducted 181 training sessions for middle school students on combating child sexual exploitation, labor, and trafficking. The Ministry of Tourism conducted anti-trafficking information campaigns at 16 festivals and tourist events throughout the year. The government placed 22 articles in the national press and continued to present dramas on the dangers of child prostitution in local dialects. The Ministry of Population hosted eight sexual awareness programs in public schools and distributed 2,000 brochures on child rights in Tamatave province, as well as 3,000 stickers on child sexual exploitation. In 2005, the Ministry of Labor hosted workshops in Tulear and Diego Suarez to define regional strategies for combating child labor; the strategies were published in October.

MALAWI (TIER 1)

Malawi is a country of origin and transit for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Trafficking victims, both children and adults, are lured into exploitative situations by offers of lucrative jobs within Malawi or in South Africa. Children are trafficked within the country for forced agricultural labor. Women in prostitution reportedly draw underage children into prostitution. Anecdotal reports indicate that child sex tourism may be occurring along Malawi's lakeshore.

The Government of Malawi fully complies with the minimum standards for the elimination of trafficking. Despite limited resources, Malawi made significant progress in 2005, particularly in the areas of prosecuting traffickers and educating the public to recognize human trafficking. To further enhance its anti-trafficking efforts, the government should take steps toward the passage of comprehensive anti-trafficking legislation, and expand the provision of training offered to local law enforcement officials in recognizing and investigating trafficking.

Prosecution

Malawi's anti-trafficking law enforcement efforts significantly increased during the reporting period. Existing laws cover the full scope of trafficking in persons, though specific criminal statutes covering forms of trafficking are not well understood by prosecutors and judges, presenting a significant challenge to effective prosecutions. The Malawi Law Commission submitted to the Ministry of Justice a draft law that specifically criminalizes child trafficking and, in February 2006, trained judges on child trafficking and highlighted existing laws to be used to effectively prosecute such cases. During the year, the government prosecuted and convicted 13 traffickers under applicable kidnapping and labor laws. In August, a Zambian man found guilty of trafficking 10 minors to work on a tobacco farm was required to compensate the victims and cover the cost of returning them to their home villages; the lack of a stiff prison sentence generated significant public outrage. This outcry, accompanied by effective inter-ministerial cooperation, led to the September 2005 arrest, conviction, and sentencing to seven years of hard labor of three child traffickers apprehended along the Malawi-Zambia border. The Ministry of Labor reported nine additional cases in which employers, mostly farm owners, were convicted of forced child labor and required to pay fines. Labor inspectors conducted inspections and compliance certifications of tea and tobacco estates, the most common violators of child labor laws. In 2005, border patrol and police officials throughout the country received

anti-trafficking training from government and NGO trainers, based on a manual developed by the Ministry of Gender and Child Welfare.

Protection

The government made appreciable progress in caring for trafficking victims and provided assistance commensurate with its limited resources and capacity. In March 2006, the government opened a drop-in center in Lilongwe to provide victims of trafficking and sexual violence with counseling, medical care, legal assistance, shelter, food, and vocational training. During the reporting period, the government conducted district-level meetings to educate 240 child protection officers, as well as social welfare workers, law enforcement, immigration officers, prosecutors, and judges, on how best to respond to trafficking and effectively prosecute cases using existing laws. Effective inter-ministerial cooperation produced the return of internal trafficking victims to their home districts. This process involved the Ministry of Gender's community-based volunteers in providing reintegration assistance, including medical care and business training. In partnership with NGOs and UNICEF, a government center provided counseling, rehabilitation, and reintegration services for abused and exploited children, including those involved in prostitution, in the southern region.

Prevention

Malawi expanded its information campaign to prevent trafficking and raise public awareness. With support from international donors, the government produced and distributed 10,000 posters and 20,000 pamphlets to schools, district social welfare agencies, hospitals, and youth clubs to educate the public on various forms of child trafficking and abuse. The government published its new National Code of Conduct on Child Labor in newspapers and distributed it to farm owners. The government also conducted awareness campaigns to address the root causes of trafficking. During the reporting period, the Ministry of Gender launched a long-term national action plan for the protection of orphans and vulnerable children that includes elements of anti-trafficking awareness and prevention.

MALAYSIA (TIER 2 WATCH LIST)

Malaysia is a destination, and to a lesser extent, a source and transit country for men and women trafficked for the purposes of sexual exploitation and forced labor. Foreign trafficking victims, mostly women and girls from the People's Republic of China (P.R.C.), Indonesia, Thailand, the Philippines, and Vietnam are trafficked to Malaysia for commercial sexual exploitation. Some economic migrants from countries in the region who work as domestic servants and as laborers in the construction and agricultural sectors face exploitative conditions in Malaysia that meet the definition of involuntary servitude. Some Malaysian women, primarily of Chinese ethnicity, are trafficked abroad for sexual exploitation.

The Government of Malaysia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Malaysia is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking, particularly its failure to provide protection for victims of trafficking. The Malaysian Government needs to demonstrate clearer political will to tackle Malaysia's significant sex and labor trafficking problems; its leaders have yet to articulate publicly a comprehensive policy for addressing trafficking. Some

commitments made by Malaysian officials in 2004 and 2005 went unfulfilled. Although Malaysia has criminal statutes that allow it to punish elements of trafficking, Malaysia lacks comprehensive anti-trafficking legislation that would enable officials to identify and shelter victims and to prosecute traffickers under a single criminal statute. The Government did not establish a government-run shelter for foreign trafficking victims that the Minister for Women, Family and Community Development announced publicly in December 2004. The government continued to arrest, incarcerate, and deport foreign trafficking victims. A national action plan on trafficking drafted by the National Human Rights Commission (Suhakam) and published in early 2005 has not been adopted. The Malaysian Government must take measures to enact comprehensive anti-trafficking legislation, strengthen its law enforcement efforts against traffickers and any public officials who may be involved in trafficking, implement policies and practices that recognize trafficked men and women as victims, and provide protection for trafficking victims. The government should provide training to law enforcement officials who come into contact with at-risk populations — such as undocumented migrant laborers and foreign women in prostitution — to enable them to identify and care for victims of trafficking.

Prosecution

The Malaysian Government made limited efforts to investigate and prosecute trafficking cases in 2005. Malaysia does not have a law that specifically addresses trafficking in persons. The Malaysian Government uses existing laws, including the Penal Code to prosecute traffickers. Malaysian law criminalizes most of the acts involved in severe forms of trafficking and carries penalties of up to 15 years' imprisonment. During 2005, 15 individuals were convicted under the Penal Code. During the first nine months of 2005, Malaysian law enforcement arrested over 4,600 foreign females for prostitution. According to interviews conducted by Suhakam in previous years, a significant number of these are women who were probable trafficking victims; hundreds of minor girls were also found in detention. Malaysia does not have a witness protection program that would encourage victims to testify against the criminal syndicates that are responsible for much of the trafficking. There were no reported investigations or prosecutions of officials for trafficking-related corruption.

Protection

During the reporting period, the Malaysian Government provided minimal assistance to victims of trafficking. The government provides no shelter, care, counseling, or rehabilitation specifically for victims of trafficking. The government does not fund NGOs specifically to provide services to trafficking victims, although it does fund NGOs that provide services to trafficking victims as part of a broader mandate. The government has not fulfilled its December 2004 commitment to open a dedicated shelter for foreign trafficking victims. Malaysian law does not codify the difference between trafficking victims, illegal migrants, and asylum seekers. Because Malaysian law enforcement officials often lack the training and language skills required to screen trafficking victims from illegal migrants, foreign trafficking victims are often not recognized as victims and are treated as immigration offenders. Foreign trafficking victims, including those who agreed to cooperate in prosecutions, were placed in overpopulated and unsanitary conditions in immigration detention centers to await deportation. The Malaysian Government has not yet implemented a formal screening process to identify trafficking victims. The government provided training for some of its higher-ranking officials but there was no systematic training program to sensitize front-line police and immigration officers on trafficking.

Prevention

Malaysia supports some trafficking prevention programs. Efforts to prevent trafficking through public awareness or education campaigns were conducted primarily by the Malaysian Chinese Association (MCA), a political party in the governing coalition. The MCA continued to publish warnings about trafficking in its Chinese language publications, make public statements to caution potential victims about overly lucrative job offers abroad, and hold periodic press conferences highlighting the plight of returned Malaysian trafficking victims.

MALI (TIER 2)

Mali is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and sexual exploitation. Women and girls are trafficked for domestic servitude and sexual exploitation, and boys are trafficked for work in rice fields, gold mines, and for begging. The majority of victims are trafficked internally, often from central regions to southeast and urban zones. Available information indicates a recent increase in trafficking between Mali and Burkina Faso, Guinea, Senegal, and Mauritania and a decrease in trafficking from Mali to Cote d'Ivoire. Malians are also trafficked to Libya and Europe.

The Government of Mali does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its efforts to combat trafficking, Mali should expand its trafficking statute to prohibit the trafficking of adults as well as children. Mali should also increase efforts to arrest and prosecute traffickers.

Prosecution

Mali continued to make limited law enforcement efforts to combat trafficking during the reporting period. While child trafficking is punishable by five to 20 years' imprisonment under Malian law, there is no law prohibiting the trafficking of adults. The government prosecuted two trafficking cases during the reporting period. One of these cases involved the trafficking of five children by two Congolese nationals and one Malian in 2004. While one of the Congolese suspects escaped, the other received a two-year suspended sentence. Charges against the Malian suspect were dropped. Most trafficking investigations begun in 2004 still remain open. Mali signed a bilateral anti-trafficking agreement with Guinea in June 2005 and a multilateral regional agreement with eight other West African nations in July 2005.

Protection

The Government of Mali continued modest efforts to protect trafficking victims during the reporting period, despite limited resources. While the government does not operate its own victim shelters, it does provide some assistance to NGO shelters in Sikasso and Mopti. During the year, the government worked closely with international organizations and local NGOs to repatriate 17 child victims to Mali from Senegal and Cote d'Ivoire. Between 2002 and 2005, 682 rescued children received temporary care in transit centers before being returned to their families.

Prevention

Mali continued to make significant efforts to raise awareness about trafficking during the reporting period, despite limited resources. The anti-trafficking department of the Ministry of the Advancement

of Women, Children and the Family (MPFEF) conducted an assessment of the role and impact of the 286 community surveillance committees the government established in prior years. Based on the results of this assessment, the MPFEF organized workshops in Sikasso, Mopti, and Bamako to increase the capacity of these committees to identify cases of trafficking. The MPFEF also completed a project to translate the Malian Child Protection Code into seven local languages and drafted an action plan to address the sexual exploitation of minors. The Ministry of Territorial Administration and Local Collectivities organized a workshop promoting birth registration as a means of combating trafficking. The National Committee for the Fight Against Transnational Child Trafficking held its first meeting since its creation in 2000. The committee is drafting a work plan for 2006.

MALTA (TIER 2)

Malta is primarily a destination country for men and women trafficked for the purposes of sexual exploitation and forced labor. There is evidence that at least one person was trafficked to Malta from Serbia in 2005, and there were 30 to 40 victims of trafficking in 2004. Although there is not yet clear evidence that the number of identified trafficking victims exceeds 100, any number of victims is a cause for concern given Malta's relatively small size. Women are trafficked from Ukraine, Russia, and other countries in Eastern Europe to Malta for commercial sexual exploitation.

The Government of Malta does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, Malta suffered from an influx of illegal immigrants who arrive in Malta on boats intending to reach Italy; however, the vast majority of these smuggled immigrants are either economic migrants or political refugees. Most seek asylum status upon arrival in Malta. There is no concrete evidence of trafficking victims among this group; however, some of those who are granted protected status are vulnerable to forced labor and other forms of exploitation in Malta, especially in fields like construction. However, because the government does not systematically differentiate trafficking victims from illegal migrants, potential trafficking victims in Malta are not identified. The government should focus specifically on understanding better the nature of the trafficking problem and its inter-relationship with irregular migration. It should also consider taking proactive steps to train law enforcement personnel on victim identification techniques, including the key difference between trafficking and smuggling: exploitation. The misconception about force and consent, and smuggling and trafficking among government and law enforcement officials continued to hinder official recognition of the problem in Malta. The government should also take stronger measures to enforce the existing legal protections afforded protected migrants who enter the Maltese labor market.

Prosecution

The Government of Malta prosecuted two trafficking cases in 2005. In 2004 Maltese police arrested 13 Maltese men arrested for trafficking 30 to 40 women from Eastern Europe. During the reporting period, the government prosecuted all 13 traffickers. Some have been convicted and are appealing; judgment is pending on the others. Maltese law enforcement personnel conducted regular raids of commercial sexual exploitation sites in Malta, but potential trafficking victims found at these sites were not screened explicitly for trafficking. Only seven of the 239 individuals arrested on prostitution-related charges in 2005 were foreign nationals, a possible

indication that the 2004 crackdown had a deterrent effect. In 2005, the government of Malta cooperated with Russian law enforcement to investigate and arrest an agent procuring women to work in prostitution in Malta. In 2005, the government sentenced one police officer to three years in prison following a 2004 conviction for trafficking-related corruption. The government has yet to convict and sentence a former police officer in a 2004 case involving trafficking-related corruption; the investigation is ongoing.

Protection

The government of Malta did not screen for potential trafficking victims within its significant population of incoming illegal migrants in 2005. The government houses these migrants in refugee camps while addressing their asylum claims; the government's focus is primarily to provide sustenance. With regard to women in prostitution, NGOs and women's organizations which did not have actual contact with any victims reported the problem as more widespread and believe that some women in prostitution were in situations involving force, fraud, or coercion. The government did not report that it provided any assistance or protection to new trafficking victims in 2005.

Prevention

The government did not conduct any anti-trafficking awareness campaigns in 2005. However, it continued to maintain a 24-hour hotline for many types of victims, including possible victims of trafficking. Malta's NGO community reported the likelihood of trafficking within the refugee community and reported an overall lack of attention and resources to try to uncover the problem.

MAURITANIA (TIER 2 WATCH LIST)

Mauritania is a source and destination country for children trafficked for the purpose of forced labor. Mauritanian boys are trafficked within the country by religious leaders, called *marabouts*, for forced begging. These boys, called *talibes*, often work for up to 12 hours or more a day. Mauritanian girls are trafficked within Mauritania and to Mali for domestic servitude. Both adults and children are subjected to slavery-related practices rooted in ancestral master-slave relationships in isolated parts of the country where a barter economy exists.

The Government of Mauritania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Mauritania is placed on Tier 2 Watch List for its failure to show evidence of increased efforts to combat trafficking, particularly in the area of law enforcement, over the last year. Mauritania failed to adequately identify and pursue cases of child domestic servitude and apply its anti-trafficking statute to such cases. To improve its anti-trafficking response, Mauritania should strengthen efforts to investigate and prosecute trafficking cases and provide protection for victims of involuntary domestic servitude.

Prosecution

The Government of Mauritania showed minimal progress in its law enforcement efforts, with only two investigations of child domestic servitude during the year. Mauritanian law prohibits slavery and trafficking in persons. In December 2005, the Ministry of Justice created a technical commission charged with implementing these laws. The Military Council also issued a decree

reinforcing the protection of children. The government hosted two workshops to train officials on how to identify, investigate, and prosecute trafficking cases. Despite these advances, during the reporting period the government conducted a weak investigation into allegations of two girls subjected to forced domestic labor and sexual abuse. Notwithstanding several reports that the girls were restricted from going to school, were not paid, and were abused, the government failed to consider them victims under the nation's anti-trafficking law.

Protection

The Government of Mauritania's efforts to care for victims of trafficking were mixed. It continued to demonstrate a solid commitment to protecting *talibe* trafficking victims and providing economic programs for former slaves, but it demonstrated insufficient efforts to protect trafficking victims in domestic servitude. In 2005, the government continued operating six centers in Nouakchott established in 2004, providing shelter, food, limited medical care, and job training for 1,037 indigent people, many of whom were *talibes*. The government continued providing economic development programs to vulnerable communities, specifically targeting regions with high concentrations of former slaves.

Prevention

The Government of Mauritania demonstrated significant efforts to raise awareness about trafficking over the last year. The government sponsored several informational fora to increase awareness of anti-trafficking laws and the rights of women and children working in large urban households. The government created a National Commission for Human Rights tasked with coordinating government efforts to prevent trafficking and formed a migration unit to address refugee trafficking. The government hosted two workshops for government officials and civil society representatives to publicize the anti-trafficking and labor law.

MAURITIUS (TIER 2)

Mauritius is a source country for children internally trafficked for the purpose of sexual exploitation. The scope of the trafficking problem is limited to children engaged in prostitution, though numbers of these child trafficking victims are estimated to be in the hundreds. Increases in prostitution are likely the result of school girls engaging in prostitution, possibly with the support of their peers. Other children may be introduced into prostitution through older female family members. Taxi drivers are reported to provide transportation and introductions to both the girls and the clients.

The Government of Mauritius does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To enhance its anti-trafficking efforts, the government should advance comprehensive anti-trafficking legislation, provide additional police training in detecting and responding to instances of trafficking in persons, and expand public awareness-raising efforts on the dangers of children engaging in prostitution.

Prosecution

Mauritius' anti-trafficking law enforcement efforts increased dramatically over the reporting period. In December, the National Assembly passed the 2005 Child Protection Bill which contained

comprehensive anti-child trafficking provisions. Funding was granted to increase the manpower and mobility of the Minors Brigade—the police unit responsible for investigating cases of children in prostitution—from five to 25 officers and from one to five vehicles. Despite these additional resources and more vigorous investigations, law enforcement experienced difficulty arresting traffickers. Police conducted numerous raids on clubs and bungalows in Grand Baie, a tourist area where children in prostitution are rumored to be present. During the arrests of females in prostitution, no children were found to be involved. Through other efforts, though, at least six individual perpetrators of child prostitution were arrested and prosecuted during 2005. However, in the absence of an anti-trafficking law at the time of their court appearances, they were prosecuted under lesser criminal offenses; the outcomes of these prosecutions are unknown. In late 2005, a prostitution and child pornography ring was uncovered; the police were unable to find any links to child prostitution. There were no reported investigations or prosecutions of public officials for complicity in trafficking during the reporting period.

Protection

Mauritius improved the publicizing of its available victim services. Although victim protection services are readily available in Mauritius, the government has been hindered, despite increased public awareness and notable law enforcement efforts, in actually providing services to significant numbers of victims by an inability to locate children in prostitution. During the period, it assisted 19 victims of child commercial sexual exploitation by providing counseling at a government-operated child drop-in center, and referred victims in need of housing to government-funded NGO shelters for abused children. The center promoted its services through bumper stickers, a toll-free number, and community outreach. To provide even greater protection for trafficking victims, a full-time social worker was hired in mid-2005 and placed at the drop-in center. The social worker conducted outreach in the community and in schools, as well as provided counseling to troubled youth. Without a substantial number of identified trafficking victims, the government cannot justify opening a dedicated shelter.

Prevention

The government continued implementation of a national plan of action against child commercial sexual exploitation that included outreach in schools, economic programs to assist impoverished women and children, and training for law enforcement and community leaders. It also funded local NGOs to provide education and public awareness programs on the subject of child commercial sexual exploitation. For instance, one NGO launched anti-prostitution programs in schools, targeting girls who may be exploited in prostitution as a result of their desire for extra spending money rather than as a result of poverty. During the period, collaboration meetings were held between the government, civil society, and NGOs on the problem of child commercial sexual exploitation.

MEXICO (TIER 2 WATCH LIST)

Mexico is a source, transit, and destination country for persons trafficked for sexual exploitation and labor. The vast majority of trafficking in the country involves Central Americans who are trafficked along Mexico's southern border. Trafficking to Mexico also occurs from South America, the Caribbean, Eastern Europe, Africa, and Asia. Women and children are trafficked from Mexico's

poorest rural regions to urban centers and tourist areas for sexual exploitation, often through fraudulent offers of employment or through threats of physical violence. Child sex tourism in Mexico remains a problem, mainly in the border and tourist areas. Women are also trafficked into Mexico's sex trade as well as trafficked via Mexico into the United States' illegal sex trade under false pretenses by organized criminal networks. The Mexican trafficking problem is often conflated with alien smuggling, although frequently the same criminal networks are involved. Pervasive corruption among state and local law enforcement often impedes investigations.

The Government of Mexico does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Mexico remains on Tier 2 Watch List for the third consecutive year based on future commitments of the government to undertake additional efforts in prosecution, protection, and prevention of trafficking in persons. Further, the placement is due to the failure of the government to provide critical law enforcement data. Even though there were some key deficiencies in the government's efforts over the reporting period, some progress was made, and implementation will be important over the coming year. The Mexican Senate unanimously passed comprehensive anti-trafficking legislation; the Chamber of Deputies has yet to vote on the bill. Nonetheless, the Inter-institutional Working Group on Trafficking is now under the control of the Preventive Federal Police (PFP) which will dedicate 140 agents to investigating trafficking cases and it will create a database to track future cases. While Mexico does not yet have a national action plan, the Inter-institutional Working Group has established six target cities for joint investigative and victim relief operations. Mexico has established a cooperative framework with NGOs working on victim protection, and is working on its own and with NGOs on public awareness campaigns against trafficking.

Prosecution

The Government of Mexico did not keep law enforcement statistics on trafficking investigations, arrests, prosecutions, or convictions over the reporting period, in part because it does not have a trafficking specific law and many of the cases are prosecuted under other laws. It is likely that states and other local jurisdictions have some trafficking-related prosecutions and convictions, but it is difficult to keep statistics on those types of cases. Thus, it is unknown whether Mexico made progress in this area, which is critical to its evaluation. However, from January 2005-August 2005 law enforcement authorities reported criminal proceedings for trafficking-related offenses in 1,336 cases (57 federal and 1,279 state) and imposed sentences in 531 cases. The government's information was difficult to analyze, and the number of these cases that involve trafficking in persons is not clear. Two of the reported convictions were clearly for offenses that are trafficking-related. Mexican authorities provided details on a series of eight ongoing investigations that were also clearly trafficking-related; Mexican authorities have identified 126 gangs involved in trafficking.

Prostitution is essentially legal in Mexico, and pimping and prostitution are widely practiced without arrest or prosecution. Although Mexico lacks comprehensive anti-trafficking legislation, it has a number of related laws that may be used against trafficking-related crimes, including laws against organized crime, corruption of minors, and forced prostitution. Mexico's constitution prohibits slavery. Varying state-level laws also prohibit and provide criminal punishment for trafficking-related crimes. The Mexican government has cooperated with the U.S. on a number of trafficking cases, some involving prosecutions in both countries. The Mexican government has both requested

extradition of persons accused of trafficking-related offenses and surrendered such criminals requested for extradition by other countries, including the U.S.

Corruption remains endemic among Mexican security personnel. Through "Operation Secure Mexico" and other initiatives, federal authorities have sought to help local municipalities remove corrupt police officials, including over half the police in Nuevo Laredo. However, the arrest of a journalist in Puebla this year for reporting on official collusion with traffickers (she was quickly released) demonstrated that corruption of law enforcement and judicial and political figures presents a major obstacle to improved anti-trafficking efforts.

Protection

Victim protection provided by the Mexican government over the last year improved, due to new facilities, training and cooperation with NGOs, but remained inadequate. There are no shelters or related services that specifically aid trafficking victims, but the government's social welfare agency (DIF) operates shelters that assist trafficking victims along with other victims of violence. A new migrant facility opened in Chiapas in March 2006 provides office space for Central American officials to expand assistance to their nationals who may be victims of trafficking. In 2005, DIF rescued and sheltered over 270 children engaged in commercial sexual exploitation. Additionally, the government has increased efforts to work with NGOs and international organizations for the protection of trafficking victims, including working with IOM. Since June 2005, six NGOs and international organizations have offered training to governmental organizations to build capacity in victim services. Mexico's immigration authority (INM) issued a directive last year permitting trafficking victims to reside in Mexico as long as they agree to cooperate in the investigation and prosecution of traffickers; already at least four victims have taken advantage of the program. There is no formalized mechanism or protocol to refer victims of trafficking to NGOs for care once the victims have been identified. Law enforcement and migration officials from Mexico, Guatemala, and Belize met to establish mechanisms to combat a range of mutual concerns including trafficking.

Prevention

High-level government officials, including the First Lady of Mexico, the Secretary of Government, and the Foreign Secretary have stressed the need to fight trafficking. The vast majority of Mexico's prevention efforts are through its social welfare agency (DIF), which runs public awareness campaigns throughout the country, concentrating in cities considered most vulnerable to trafficking. DIF is also working with NGOs and international organizations to prevent the growing sex tourism problem in Mexico. The government recently began working with IOM on trafficking-related matters on its southern border. Other NGOs and human rights organizations are working with the government on future prevention campaigns. In August 2005, Mexico hosted an Anti-Trafficking Workshop for the media and entertainment industry in Mexico. In March 2006, Mexico hosted the Inter-American Network of Parliamentarian Women's Conference on Trafficking in Persons and Commercial Sexual Exploitation of Minors. Some NGOs have been granted limited permission to enter detention facilities to interview possible trafficking victims, although access remains a problem.

MOLDOVA (TIER 2)

Moldova is a major source country for trafficking in women and girls for the purpose of sexual exploitation. Victims are trafficked throughout Europe and the Middle East, increasingly to Turkey, Israel, the U.A.E., and Russia. To a lesser extent, Moldova serves as a transit country to European destinations for victims trafficked from other former Soviet states. Reports of internal trafficking of girls from rural areas to Chisinau continued. The small breakaway region of Transnistria in eastern Moldova is outside the central government's control and remained a significant source and transit area for trafficking in persons.

The Government of Moldova does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, the government continued to improve its law enforcement response, increasing trafficking investigations and convicting more traffickers. It passed comprehensive anti-trafficking legislation and updated and improved its National Action Plan. However, the government showed a lack of anti-trafficking leadership by depending almost exclusively on NGOs to carry out its work on prevention and protection. The government, through its National Committee on Trafficking in Persons, should implement the new National Action Plan, devote increased resources to prevention, and provide victims with protection and assistance.

Prosecution

The Government of Moldova made modest progress in its efforts to punish acts of trafficking over the last year. Although the Moldovan criminal code contains specific penalties for trafficking, some prosecutors continued to use lighter pimping charges. In December 2005, the government passed comprehensive anti-trafficking legislation, criminalizing both sexual exploitation and forced labor trafficking. However, successful implementation of the law remains unclear without a commitment of resources from the government. The government increased its law enforcement efforts, investigating 386 cases of trafficking in 2005. Of the 314 cases referred for prosecution, 58 traffickers were convicted, an increase from 23 convictions in 2004. Only 36 traffickers received actual imprisonment; the rest paid fines or were granted amnesty. Unfortunately, the government increased its use of suspended sentences in 2005. Although some suspended sentences resulted from inadequate investigations, others continued to be related to judicial corruption. During the reporting period, the government disbanded the Ministry of Interior's Anti-Trafficking Unit and replaced it with a new inter-agency Center to Combat Trafficking in Persons. Allegations of trafficking-related corruption among some law enforcement officials continued, although the government did not take action. In 2005, the government sentenced a police officer accused of collaborating with a Turkish trafficker to 10 years in prison. A former Moldovan policeman charged with trafficking women to the U.A.E. remains free on bail pending completion of his trial after deportation from the Emirates.

Protection

The Government of Moldova's efforts to protect and reintegrate trafficking victims remained weak throughout the reporting period. The government did not fund NGOs providing shelter and assistance to trafficking victims, but it continued to cooperate with them on a limited basis. In June 2005, the Moldovan Parliament amended a law on employment and social protection to allow trafficking victims and other vulnerable populations to receive government benefits; however, the government did not report providing any benefits to trafficking victims. Contrary to what was stated in last year's Report, the government did not provide space in state buildings for a rehabilitation center run by IOM. The government's witness protection law remained inadequately implemented

and thus, while in some cases police posted guards outside witnesses' homes, many victims did not feel secure enough to testify against their traffickers. No progress was made in the development of a formal referral system; however, the police informally referred 88 victims to IOM during the reporting period. Overall, IOM reported assisting 464 victims during the reporting period. In January 2006, the government, in partnership with IOM, launched a program to build the capacity of Moldovan consular officers abroad to assist potential and actual victims of trafficking.

Prevention

NGOs and international organizations continued to conduct the bulk of anti-trafficking prevention and education campaigns in 2005, with periodic participation from the government. NGO prevention efforts included outreach to potential victims of trafficking in the mass media and in rural areas as well as education efforts in schools. The National Committee on Trafficking in Persons continued to meet to review the government's anti-trafficking efforts, but met less often during the reporting period. In August 2005, the government approved a new National Action Plan based on regional best practices, developed with the active guidance of a local NGO.

MONGOLIA (TIER 2)

Mongolia is a source country for women and men trafficked for the purposes of sexual exploitation and forced labor. Mongolian women are trafficked to China, Macau, and South Korea; a small number of Mongolian women were also trafficked to Turkey and Israel. Up to 200 North Korean contract laborers in Mongolia are not free to leave their employment, raising strong concerns that their labor is compulsory. There are reports that Mongolian women have been trafficked to Hungary, Poland, and other East European countries, as well as France and Germany. Some Mongolian men working overseas face exploitative conditions that meet the definition of involuntary servitude — a severe form of trafficking. Mongolia also faces a problem of children trafficked internally for the purpose of commercial sexual exploitation. In 2005, the government documented over 150 Mongolian children exploited as prostitutes.

The Government of Mongolia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Acknowledging its trafficking problem, the Mongolian Government in November 2005 adopted a National Action Plan against trafficking and the sexual exploitation of women and children. While the government lacked the resources to combat trafficking effectively on its own, it continued to cooperate with NGOs and regional and international organizations on anti-trafficking measures. Government action should concentrate on adopting a strong and comprehensive anti-trafficking law, arresting and prosecuting traffickers, and providing victim assistance and protection measures.

Prosecution

The Government of Mongolia's anti-trafficking law enforcement efforts were modest but improving in 2005. During the reporting period, the government prosecuted five trafficking cases, leading to one conviction under an anti-trafficking statute adopted in 2002. Mongolian authorities have not developed the capacity to compile full information on trafficking-related arrests, prosecutions, and convictions. Mongolia's criminal code and criminal procedure code contain provisions against trafficking and prostitution, with penalties of up to 15 years' imprisonment for trafficking. The

Mongolian Government is currently reviewing the anti-trafficking provisions of the criminal code in an effort to strengthen the law and make it easier to prosecute traffickers. Corruption is widespread and growing in Mongolia. While there are reports that some individual local government officials reportedly profit from trafficking, there were no reported investigations or prosecutions of officials complicit in trafficking.

Protection

The Mongolian Government in 2005 provided limited protection and direct assistance to trafficking victims, given its modest resources. The government provided assistance to children in prostitution through a police program to encourage their re-entry into school or training. Because of resource constraints, the government did not fund foreign and domestic NGOs that provided support for victims.

Prevention

The Mongolian Government increased its efforts to raise awareness of trafficking, conducting an anti-trafficking campaign in late 2005. Mongolia's Ministry of Foreign Affairs distributed information on trafficking to consular officials serving overseas. The Mongolian Government also continued collaboration with travel industry representatives and UNICEF to implement a voluntary code of conduct to prevent the sexual exploitation of children in the travel and tourism industry.

MOROCCO (TIER 1)

Morocco is a source, transit, and destination country for girls, women, and men trafficked from sub-Saharan Africa and Asia. Internal trafficking involves young girls from rural areas recruited to work as child maids in major cities. Morocco is also a source country for men, women, and children trafficked to Italy, Spain, and other parts of Europe for forced labor and sexual exploitation. Moroccan women are similarly trafficked to Saudi Arabia, Syria, and the U.A.E. for the purpose of sexual exploitation. Men and women from Nigeria, India, Bangladesh, Sri Lanka, and Pakistan are increasingly trafficked through Morocco to Europe or Middle Eastern countries for forced labor. In 2005, the Government of Morocco, international organizations, and numerous NGOs claimed that the number of Moroccans trafficked into Spain, Italy, and elsewhere in Europe has increased significantly.

The Government of Morocco fully complies with the minimum standards for the elimination of trafficking. Its international anti-trafficking cooperation, including initiatives taken to discipline United Nations peacekeepers, reflects the government's strong commitment to addressing the trafficking problem. According to Ministry of Interior reports, the government disbanded more than 300 criminal rings in 2005, some of which may have included traffickers, and took steps to address official corruption. Morocco should strengthen the sentences assigned to convicted traffickers and should consider instituting a more effective system of screening trafficking victims from the numerous smuggled migrants interdicted each year.

Prosecution

The Government of Morocco made additional progress in its prosecution of traffickers and corrupt officials over the last year. Morocco's anti-trafficking statutes punish traffickers and complicit public officials with penalties ranging from six months to 20 years' imprisonment and the

forfeiture of assets. Morocco convicted two policemen for trafficking and initiated prosecution of eight members of the Force Auxiliaries, including one army officer, three policemen, and one senior police officer. The government also convicted four Moroccan soldiers serving as United Nations peacekeepers for engaging in trafficking, although their sentences were only from three months to one year. In February 2006, Moroccan officials dismantled a large international network trafficking and smuggling migrants from India, arresting 70 suspects including a police officer. The government also convicted three French citizens for engaging in child sex tourism and 10 other foreigners for trafficking in children in Morocco. According to the Ministry of Justice, Morocco works with the Governments of Spain, France, Italy, and Egypt on investigating and prosecuting traffickers. The government should continue its efforts to prosecute traffickers, but should also raise the sentences of those convicted for trafficking offenses to reflect the heinous nature of the crime. Morocco should additionally institute a mechanism to systematically distinguish between smugglers and traffickers.

Protection

The Government of Morocco made modest progress in its protection efforts over the last year, although more needs to be done to screen trafficking victims from those voluntarily smuggled into the country. The Center for Migrant Rights offers counseling to victims and the government grants modest funds to local NGOs providing shelter and other services. Morocco also works with NGOs in Spain and Italy to establish shelters and assist minor victims of trafficking. The government offers sensitivity training for its officials and has begun training diplomats in prime destination or transit countries on victim identification.

Prevention

Morocco has continued to advance in its trafficking prevention efforts. The government established an anti-trafficking task force to formulate policy and monitor progress in combating trafficking. Working with the governments of Spain and other EU countries, Morocco increased patrols along the waterway between the Western Sahara and the Canary Islands and improved monitoring of its land borders, airports, and train stations. Government officials also meet with UNICEF regularly to discuss programs aimed to keep rural children at risk of trafficking in school.

MOZAMBIQUE (TIER 2)

Mozambique is a source country for men, women, and children trafficked for forced labor and sexual exploitation. The use of forced and bonded child laborers is a common and increasing practice in rural areas, often with the complicity of family members. Women and girls are trafficked internally and to South Africa for forced labor and sexual exploitation; young men and boys are similarly trafficked for farm work or domestic servitude. Trafficked Mozambicans often labor for months in South Africa without pay before the "employer" reports them as illegal immigrants or trespassers; they are then arrested and deported. Traffickers are typically part of small networks of Mozambican and/or South African citizens; however, involvement of larger Chinese and Nigerian syndicates in the trafficking of Mozambicans has also been reported.

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

trafficking law enforcement initiatives dramatically improved over the reporting period. To further its efforts in fighting trafficking, the government should prosecute and convict arrested traffickers, demonstrate progress towards the passage of anti-trafficking legislation, launch a comprehensive public awareness campaign, and increase its assistance to trafficking victims.

Prosecution

Mozambique's law enforcement efforts increased dramatically over the previous year, though a paucity of training resources hindered greater efforts. While there is no law specifically prohibiting human trafficking, Mozambique's penal code includes at least 13 related articles under which trafficking cases can be charged; Mozambique's first trafficking case was prosecuted in March 2006, resulting in the conviction of two men for kidnapping and attempting to sell a 13-year-old boy. In March 2006, the Ministry of Justice signed an agreement with an NGO to jointly draft anti-trafficking legislation. Over the past year, Mozambican police broke up several trafficking schemes, apprehending at least nine traffickers and rescuing more than 90 victims. For example, in November 2005, a man in Manica province was arrested for selling 35 children as farm laborers; 18 of the children have been recovered and police continue to investigate the case. In February 2006, police arrested six men attempting to traffic 43 people across the South African border. The Interior Ministry conducted anti-trafficking training for almost 90 police officers in three provinces, after which the officers conducted public awareness campaigns for community police and school leaders; however, such training has not been extended force-wide. Many lower-ranking police and border control agents are suspected of accepting bribes from traffickers.

Protection

The government's efforts to protect victims of trafficking continued to suffer from a lack of resources; government officials regularly call on NGOs for assistance in the provision of shelter, food, counseling, and rehabilitation. During the reporting period, the Kulaya Healing Center in the Maputo Central Hospital assisted a small number of trafficking victims with medical care and counseling for up to three months each. In 2005, the Ministry of Interior expanded the number of Offices for Attending to Women and Child Victims of Violence from 84 to 96, and provided victims' assistance training for police officers who deal with such cases; some of these offices provided emergency shelter and food for trafficking victims. The small, beleaguered Joint Committee for the Reception and Screening of Mozambicans Repatriated from South Africa located at the Ressano Garcia border crossing is overwhelmed by the thousands of Mozambicans deported each month, and not able to adequately screen these deportees in order to identify victims of trafficking. This problem is exacerbated by indifference shown to the deportees by the national immigration authorities.

Prevention

Mozambique's prevention efforts remained weak. During the year, law enforcement officials publicized trafficking cases more widely and government-owned media outlets consistently covered such stories. The government does not have a plan of action to combat trafficking, or a single person designated to coordinate the government's anti-trafficking efforts.

NEPAL (TIER 2)

Nepal is a source country for men, women, and children trafficked for the purposes of sexual exploitation and involuntary servitude. An estimated 12,000 Nepali women and children are trafficked every year into sexual exploitation in Indian brothels, and an unspecified number are victims of internal sex trafficking. Women also migrate willingly to Malaysia, Saudi Arabia, the United Arab Emirates, and other Gulf states to work as domestic servants, but some subsequently face conditions of involuntary servitude because their passports and wages are withheld and they are physically and sexually abused by their employers. Despite the Government of Nepal's ban on traveling to Iraq for work, some Nepalis are reportedly trafficked into Iraq after being offered jobs in Jordan and Kuwait.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Nepal expanded local Women and Children Service Centers to 20 stations, but the government has not yet adequately funded and staffed the Police Women's Cell. In addition, Nepal must improve its anti-corruption efforts in order to meet the minimum standards for the elimination of trafficking. In response to allegations that Nepalis are trafficked to Iraq for involuntary servitude, the government should ensure that agencies involved in such trafficking are adequately punished and prevented from doing so again.

Prosecution

The Government of Nepal made significant efforts to prosecute trafficking offenses this year. From July 15, 2004 through July 15, 2005, the government reported prosecuting 347 cases at the district, appellate, and Supreme Court levels, and filing 73 new trafficking cases for prosecution. Of those cases, the government convicted 78 traffickers and 220 cases are still pending. Nepal failed to provide any evidence of investigations or prosecutions of corrupt government officials who may have facilitated trafficking by taking bribes at the India-Nepal border or engaging in document fraud. Although the government investigated 484 complaints against employment agencies and canceled 109 agencies' operating licenses as a result of those investigations, Nepal did not report any criminal prosecutions or jail sentences for any agencies found to be complicit in trafficking. The National Judicial Academy, an annex of the Supreme Court, provided training to judges, government attorneys, and other court staff on proper prosecution of trafficking cases. Nepal should improve its law enforcement efforts against corrupt officials, and continue and expand efforts to vigorously investigate recruitment agencies believed to be involved in trafficking.

Protection

Nepal made modest improvements in its efforts to protect victims of trafficking. The government expanded the number of Women and Children Service Centers operating throughout the country from 15 to 20, in 18 districts. It also granted limited funding to local NGOs providing victim assistance. The police reportedly provided legal aid to approximately 700 victims in 2005. Although the government budgeted funds for travel and lodging expenses for trafficking victims testifying against their traffickers, funding was rarely made available. Nepal did, however, cooperate with destination country governments to repatriate Nepali victims of trafficking, including two victims repatriated from Kuwait and Saudi Arabia in February 2006. The government should increase support given to NGOs providing victim assistance and should improve training of diplomats sent to destination countries on methods of identifying and protecting trafficking victims.

Prevention

Nepal's measures to prevent trafficking did not improve significantly since last year. The government continued to implement anti-trafficking information campaigns started in 2004 and it maintained orientation sessions for all workers traveling overseas, sensitizing them to warning indicators of possible trafficking. Nepal should improve the dissemination of information to potential victims of trafficking on the dangers of trafficking and should expand public information campaigns to prevent trafficking.

THE NETHERLANDS' (TIER 1)

The Netherlands is a destination and transit country for the trafficking of women and girls for the purpose of sexual exploitation; some trafficking for labor exploitation occurs. Victims continued to be trafficked from Central and Eastern Europe, Nigeria and Brazil. Reportedly, a significant percentage of the 25,000 individuals engaged in prostitution are trafficking victims. Internal trafficking of young, mostly foreign girls by Moroccan and Turkish pimps into sexual exploitation continued. The Netherlands Antilles, where the Netherlands exercises responsibility over visa issuance according to guidelines issued by the Netherlands Antilles, continued to be a concern as a transit region and destination for illegal migrants, some of whom may have been trafficked.

The Government of the Netherlands fully complies with the minimum standards for the elimination of trafficking. In 2005, the government significantly stepped up its law enforcement and prevention efforts to address trafficking in persons. The Dutch government investigated, prosecuted, and convicted more traffickers, and increased its outreach efforts to potential trafficking victims in regulated prostitution sectors. The Dutch government continued to provide comprehensive protection and assistance to victims and increased resources and tools available to NGOs. International scrutiny continued to focus on the legalized commercial sex industry in the Netherlands. The government should ensure its assessment of trafficking in the legalized sector includes a systematic and sensitive screening of all potential trafficking victims, including in the red light district.

Prosecution

The Government of the Netherlands vigorously investigated and prosecuted cases of trafficking during the reporting period. Dutch police investigated 220 suspects of trafficking in 2004. The government prosecuted 253 traffickers, a significant increase from 174 in 2003. Dutch courts convicted 136 traffickers; the majority of sentences ranged from three months' to four years' imprisonment. In 2005 a district court handed down a 14-year sentence for one trafficker in a case involving three African victims; four other traffickers in the case received sentences of five to 10 years. In May 2005, a national expertise center, overseen by the national trafficking prosecutor, began carrying out its mandate to bring together various Dutch investigatory bodies on trafficking cases and to serve as a national resource on investigations and prosecutions. The government, through the expertise center and other forums, continued to conduct specialized training for police, attorneys, inspectors, and other government officials. In 2005, five Dutch men were convicted in a local district court for organizing child sex tours to Tunisia for sex with minors; the men received sentences between one and three and a half years. There was no evidence of official corruption or trafficking-related complicity.

The government reported that strict controls and licensing requirements for brothels were employed as a means of combating trafficking. The Amsterdam police reported that routine checks of brothels did not show evidence of exploitation; during the reporting period these checks did not result in the identification of any trafficking victims, although there are continued reports of victims in legal red light zones. The police also reported difficulty in carrying out effective controls in the unregulated sectors, such as escort services.

Protection

The Dutch government in 2005 continued its leadership, capacity building and funding for service providers and NGOs assisting trafficking victims throughout the Netherlands. Local governments independently funded trafficking shelters and regional networks of NGOs while law enforcement officials coordinated the provision of comprehensive services and protection to victims who assisted in prosecutions. The Dutch Foundation Against Trafficking in Persons (STV), the national reporting center for registration and assistance for trafficking victims, registered 424 trafficking victims in 2005, a modest increase from the 405 registered in 2004. It launched a website and distributed a manual as a practical tool for service providers providing victims with support. The government funded training and reintegration programs implemented by NGOs to assist victims with B-9 status — temporary residency granted for trafficking victims — to develop skills needed to find employment. One program reported that 45 B-9 recipients participated in its training program; 10 have found jobs since the regulation permitting B-9 victims to work went into effect in April 2005.

Prevention

In January 2006, the Dutch government launched a national outreach campaign to reduce trafficking in the prostitution sector. The campaign, managed by the Dutch anonymous crime reporting hotline, primarily targets the clients of women in prostitution and potential victims of trafficking, as well as members of the general public. The campaign reportedly promotes awareness of the warning signs of trafficking and encourages individuals to report potential victims to police or call the hotline. In June 2005, the Justice Ministry distributed victim identification and reintegration guidelines to government officials, including to Dutch consular officers abroad, and NGOs, to encourage increased identification of and assistance to trafficking victims. In 2005, as required by the 2000 law that lifted the ban on brothels, the Ministry began its second assessment of the prostitution sector, including the number of women trafficked into prostitution. As part of the study, women in prostitution in Amsterdam's red light district and other prostitution sectors will be interviewed away from brothels and their possible traffickers. In September 2005, the Justice Ministry signed a covenant with Dutch newspaper associations committing parties to prevent advertising by unregistered escort services, an industry increasingly exploited by traffickers. The Dutch government committed \$21.3 million dollars between 2004 and 2006 to fund anti-trafficking programs in other countries, particularly source countries for trafficking victims in the Netherlands.

THE DUTCH CARRIBEAN AUTONOMOUS REGIONS

Anecdotal reporting suggests that the Netherlands Antilles and Aruba, autonomous regions within the Kingdom of the Netherlands, are transit and destination regions for trafficking of men, women, and children for sexual exploitation and domestic servitude, as well as forced labor in the construction and agriculture sectors.

Curacao, Aruba, and Saint Maarten are destination islands for women trafficked for the sex trade from Peru, Brazil, Colombia, the Dominican Republic, and Haiti, according to local observers. At least 500 foreign women reportedly are in prostitution throughout the five islands of the Antilles, some of whom have been trafficked. While in the past women in prostitution could enter the Netherlands Antilles as tourists and engage in prostitution legally for up to three months, special work visas must now be obtained prior to their arrival in the autonomous regions; these permits are not transferable. There are also reports of children being trafficked for sexual exploitation, particularly from the Dominican Republic.

Visas for Aruba and the Netherlands Antilles are issued by Dutch Embassies following review by Aruban or Netherlands Antilles' authorities. In 2005, allegations of corruption were made against Aruban and Antillean authorities in both immigration and issuance of work permits. The Antilles government, however, aggressively prosecuted general corruption. In 2005, the Netherlands and Aruba signed a protocol to restrict the admission of women traveling to work as dancers, after allegations emerged that over 400 women in prostitution were issued work permits by the Aruba government illegally. Officials conducted some awareness raising about trafficking during the reporting period. Visa controls were reportedly tightened in 2005. The Dutch government increased funding for an ongoing IOM trafficking prevention and capacity building program in the Antilles, providing \$165,000 in 2005. The governments of the Netherlands, Aruba, and the Netherlands Antilles should collaborate more effectively to detect trafficking to the Antilles and investigate and prosecute those behind this trade.

¹The Netherlands has legalized prostitution. The U.S. Government opposes prostitution and any related activities, including pimping, pandering, and/or maintaining brothels as contributing to the phenomenon of trafficking in persons. These activities are inherently harmful and dehumanizing. The U.S. Government's position is that these activities should not be regulated as a legitimate form of work for any human being.

NEW ZEALAND (TIER 1)

New Zealand has a sizable number of children engaged in prostitution who may be victims of internal trafficking; it is a destination country for women from Thailand and other countries in Asia trafficked for the purpose of sexual exploitation. There are a significant number of foreign women in the country engaged, both legally and illegally, in the commercial sex trade. Some of these women may be trafficking victims. The majority of these women are from Thailand and Southeast Asia, but over the past year there have been anecdotal reports of women coming to New Zealand from Brazil and the Czech Republic. Children are trafficked within the country for commercial sexual exploitation. Estimates of international trafficking victims are modest; there have been reports of debt bondage and confiscation of documents among women in prostitution.

The Government of New Zealand fully complies with the minimum standards for the elimination of trafficking. Law enforcement efforts were generally commensurate with the available information on the modest extent of trafficking in the country. The government continues to work on a national plan of action to combat trafficking in persons and is committed to take action to increase prevention and protection efforts among women and children in the legalized sex trade, some of whom may be trafficking victims. The government also provides substantial support to organizations working with vulnerable populations, including organizations that work with potential trafficking victims. However, law enforcement should be trained to better identify and refer trafficking victims. Efforts should also be made to measure the extent to which foreign women and children under the age of 18 may fall victim to trafficking for sexual exploitation.

Prosecution

The Government of New Zealand has laws against human smuggling and trafficking, which impose penalties of up to 20 years' imprisonment and substantial fines. New Zealand's laws also criminalize slavery and child commercial sexual exploitation. The 2003 Prostitution Reform Act legalized prostitution for those over the age of 18 and also decriminalized solicitation. Additional laws make it a crime to receive financial gain from an act involving children exploited in prostitution and prohibit sex tourism. The government reported four prosecutions and three convictions of three brothel operators and a client for employing children in prostitution under the Prostitution Reform Act. Another brothel owner is awaiting trial. There have been no convictions under New Zealand's anti-trafficking law, which requires movement across an international border. Instances of internal trafficking can be prosecuted under New Zealand's laws on forced labor, slavery, and other forms of abuse. New Zealand took steps in the reporting period to enhance the effectiveness of these laws in combating trafficking. The Police Department in Auckland – an area where there is believed to be a large number of children in prostitution – operates the country's only "Child Exploitation Team," which includes a section specifically aimed at children in prostitution.

Protection

The government provides short-term sanctuary, witness protection, access to medical services, and safe repatriation to trafficking victims. The government also supports a wide-range of NGOs that provide services to women in prostitution and some trafficking victims. The Human Rights Commission at one time operated a "safe house" program, which was set up to assist Thai women in prostitution, and resources are available to allow it to do so again should a number of trafficking victims be identified. Child victims are placed in foster care or in a child and protective unit operated by the Department of Child, Youth, and Family Services. There is strong coordination on anti-trafficking matters between NGOs and the government, and there were no reports of trafficking victims being arrested or detained during the reporting period.

Prevention

The government acknowledged that trafficking is a problem and in February 2005 developed a National Plan of Action against Trafficking in Persons, naming the Department of Labor as the coordinator of this plan. The government also operates programs to reintegrate children out of prostitution through vocational training and educational opportunities. The government also actively participates in many regional and international efforts to prevent, monitor, and control trafficking, including participation in the Bali Process on People Smuggling, Trafficking in Persons, and Related Transnational Organized Crime. The government's foreign assistance agency, NZAID, provides substantial resources to source countries and international organizations for detection, prevention, and services for trafficking victims.

NICARAGUA (TIER 2)

Nicaragua is a source country for women and children trafficked internally and across borders for the purpose of sexual exploitation. Exploitation of minors in prostitution is believed to be the most prevalent form of internal trafficking. Nicaraguan victims were detected by law enforcement in neighboring countries such as Guatemala, El Salvador, and Costa Rica, with Guatemala remaining the primary foreign destination for young women and girls trafficked for sexual exploitation. Recent reports suggest that young men from border areas in southern Nicaragua are also trafficked to Costa

Rica for the purpose of labor exploitation. The government acknowledges that trafficking and child sex tourism are significant problems.

The Government of Nicaragua does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Senior officials have expressed support for anti-trafficking efforts, and law enforcement officials stepped up efforts to prosecute traffickers and work with foreign governments and NGOs to assist victims. Despite modest progress, efforts to pursue enforcement actions against traffickers remain weak. The government should increase investigations, improve victim services, and work with the National Assembly to pass reforms that bring the penal code up to international anti-trafficking standards.

Prosecution

The Government of Nicaragua's progress in bringing traffickers to justice was uneven over the last year. Two investigations led to prosecutions; four of the five suspects prosecuted in one case were convicted and received four- to eight-year prison terms. In the second case, the defendants were acquitted, but the verdict was thrown out due to jury irregularities. An attempted retrial could not proceed, however, because the defendants had been released and remained at large. The government initiated at least seven investigations and closed down some businesses where minors were sexually exploited, but many victims were unwilling to assist in investigations or prosecutions. Border officials received training to identify trafficking situations. Widespread corruption in the court system and lack of witness protection may deter victims from seeking justice. Labor trafficking is not criminalized and laws against commercial sexual exploitation of minors do not protect all adolescents under 18 years of age. No government officials were linked to trafficking in the reporting period.

Protection

The government's protection efforts improved during the reporting period but remained inadequate. The Ministry of the Family opened a new shelter for minor victims of abuse and commercial sexual exploitation and activated a national hotline for abuse and commercial sexual exploitation victims of all ages. Twenty-four police sub-stations throughout the country assisted female victims of violent crime, including trafficking, but in general, government agencies lacked resources and relied on NGOs to shelter and assist victims. The government negotiated an agreement with a regional NGO for the NGO to assist Nicaraguan victims in neighboring countries. The Ministry of Foreign Affairs instructed missions to be proactive in assisting Nicaraguan trafficking victims, and embassies helped repatriate at least 21 victims from El Salvador and Guatemala during the reporting period.

Prevention

The government made good faith efforts to raise public awareness during the reporting period. Government agencies such as the Women's Division of the National Police and the Ministries of Government and Education worked with students, teachers, the press, and the tourism industry to reach a wider audience about potential victimization by traffickers and sex tourists.

NIGER (TIER 2)

Niger is a source, transit, and destination country for children, women, and men trafficked for forced labor and sexual exploitation. Children are trafficked within Niger for forced begging by religious

teachers, manual labor, domestic servitude, work in mines, and sexual exploitation. Internationally, children are trafficked to Niger for labor exploitation from Benin, Burkina Faso, Gabon, Ghana, Mali, Nigeria, and Togo. Women and girls are also trafficked from Niger to North Africa, the Middle East, and Europe for forced domestic labor and sexual exploitation. Men are also trafficked through Niger to North Africa for forced labor. Traditional forms of caste-based servitude, rooted in ancestral master-slave relationships, also continue in isolated areas of the country. Between 10,000 and 43,000 Nigeriens are estimated to live in conditions of traditional servitude, which range in practice from societal discrimination to outright slavery.

The Government of Niger does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Later in the reporting period, Niger demonstrated an increased willingness to acknowledge its problem with caste-based servitude. To strengthen its response to trafficking, Niger should increase efforts to educate the public about the continuing problem of caste-based servitude and the law prohibiting it, continue to enforce this legislation, draft and pass specific anti-trafficking legislation, and strengthen victim protection efforts.

Prosecution

The Government of Niger made modest efforts to punish trafficking crimes during the reporting period. Niger lacks specific anti-trafficking legislation and the government did not report any convictions during the last year. A Nigerien law enacted in 2004 prohibits slavery and related practices. The government is prosecuting two slavery cases and two additional cases are under investigation. Another slavery case was dismissed in court due to a procedural technicality. The Ministry of Justice organized a three-day seminar to launch the drafting of a trafficking statute. In partnership with NGOs, the government trained 209 law enforcement officers about trafficking. Border police barred from entry into Niger several religious leaders traveling with children but without parental consent documents. Officials also barred 32 children from leaving Niger for planned travel to Ghana without parental consent forms. Niger entered into a multi-lateral agreement to combat trafficking with eight other West African nations, and the Ministry of Justice sought and obtained UN assistance in drafting an anti-trafficking law.

Protection

The government showed modest progress in providing protection to trafficking victims, despite its limited resources. The government also collaborated with the UNFPA on a program designed in part to reduce child trafficking. In partnership with IOM, the government began the initial stage of a victim assistance project. While the government has no formal screening and referral process to transfer victims to NGOs for care, police commonly refer trafficking victims to local and international NGOs. A local anti-slavery NGO reported that police who find escaped slaves regularly bring them to the NGO for assistance.

Prevention

The government made limited efforts to raise awareness about trafficking during the reporting period. In February 2006, the government established by presidential decree a National Commission for the Control of Trafficking in Persons comprised of key government ministries and seven NGOs, including the nation's leading anti-slavery organization. The government also designated the Ministry of Justice as the lead agency on trafficking. The government collaborated with NGOs to launch a U.S. Government-funded radio soap opera about child trafficking; it also partnered with Dutch affiliates to organize a public education session on trafficking. Several times during the year the government publicly denied the problem of slavery

and related practices. It also obstructed a large-scale NGO effort to raise awareness about slavery by canceling a public celebration of the release of 7,000 slaves in March 2005. At the release of a book on slavery by an anti-slavery activist in January 2006, however, the Minister of Culture gave a televised address acknowledging the existence of slavery and praising the activist for drawing attention to it.

NIGERIA (TIER 2)

Nigeria is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Victims are trafficked for domestic servitude, street hawking, agricultural labor, and sexual exploitation. Within Nigeria, women and children are trafficked from rural areas to urban zones. Internationally, they are trafficked to the Central African Republic, Mali, Gabon, Sudan, North Africa, Saudi Arabia, Italy, Spain, the Netherlands, Belgium, Germany, and Austria. Women and children are also trafficked to Nigeria from Togo, Benin, Chad, Cameroon, the Central African Republic, Niger, and Ghana.

The Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to strengthen and institutionalize Nigeria's response to human trafficking over the last year, showing substantial commitment to the issue. To strengthen its response to trafficking, the government should increase prosecutions and convictions of traffickers and strengthen protection efforts.

Prosecution

The Government of Nigeria demonstrated increased efforts to combat trafficking through law enforcement during the last year. In December 2005, the government amended its 2003 federal statute prohibiting trafficking to allow for forfeiture and seizure of traffickers' assets. The government investigated 85 trafficking cases, opened 21 prosecutions, and convicted six traffickers. Nigeria's 60 dedicated anti-trafficking investigators continued to actively investigate cases, though coordination between these investigators and other law enforcement officials was weak. In collaboration with UNICEF, the government has established an anti-child trafficking network covering 11 states, with additional expansion planned. Throughout the year, the government conducted trafficking training sessions for investigators and prosecutors and maintained a computerized trafficking crime database. There are regular reports of trafficking-related corruption. Authorities arrested a police officer for child trafficking and are investigating the case.

Protection

The government made modest efforts to protect trafficking victims over the reporting period. The government continued to operate two shelters and established a victim rehabilitation center, though these facilities operated below capacity. Authorities also referred victims to NGO shelters for assistance through an established screening and referral system. The government provided vocational skills training to 12 victims and helped eight victims return to school. Incidents of re-trafficking, however, remain high. The government amended its trafficking law to include Victim Trust Funds through which assets seized from traffickers will fund victim reintegration. The government in the last year began to

educate Nigerian missions abroad about techniques for rescuing and counseling trafficking victims. Nigerian authorities cooperated with Beninese and Ghanaian officials to repatriate victims. Victims are not prosecuted for crimes directly related to being trafficked.

Prevention

The government continued to demonstrate strong efforts to educate the public about trafficking during the year. The Public Enlightenment Division of Nigeria's 200-employee National Agency for the Prohibition of Trafficking in Persons (NAPTIP) continued to broadcast anti-trafficking television spots and conduct awareness events in motor parks, markets, schools, and concert halls. NAPTIP also continued to host quarterly anti-trafficking stakeholder meetings. During these meetings, which were attended by government, NGO, and international organization representatives, NAPTIP shared data on government anti-trafficking efforts and worked with partners to develop anti-trafficking strategies.

NORTH KOREA (TIER 3)

The Democratic People's Republic of Korea (D.P.R.K. or North Korea) is a source country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. The D.P.R.K.'s own system of political repression includes forced labor in a network of prison camps where an estimated 150,000 to 200,000 persons are incarcerated. Many North Koreans seeking to escape the dire conditions in the country attempt to leave by crossing the border into northeast China, where an estimated tens of thousands of North Koreans may reside illegally. There are no completely reliable estimates on the number of these North Koreans, more than half of whom appear to be women victims of trafficking. The illegal status of North Koreans in China and other countries increases their vulnerability to trafficking schemes and sexual and physical abuse. In the most common form of trafficking, North Korean women and children already in China are picked up by trafficking rings and sold as brides to Korean-Chinese men or placed in forced labor. In a less common form of trafficking, some North Koreans are lured from the D.P.R.K. into China with promises of freedom and employment, only to be forced into prostitution, marriage, or exploitative labor arrangements. The scale of the problem is blurred by the operation of "professional border crossers" who help North Koreans voluntarily enter China. North Koreans forcibly returned from China may be subject to hard labor in prison camps operated by the government.

There are also reports of North Koreans sent abroad by the D.P.R.K. government as low-skilled contract laborers to countries such as Mongolia, Russia, and the Czech Republic. While such overseas work may be perceived as prestigious among impoverished North Korean workers facing extremely limited employment freedoms at home, there are reports in some of these countries that movements of North Koreans are controlled by North Korean "mindors" — giving rise to allegations that their work is forced or coerced.

The Government of North Korea does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government does not acknowledge that trafficking is occurring, either within the country or transnationally. The government also contributes to the problem through forced labor prison camps, where thousands of North Koreans live in slave-like conditions, receiving very little food and no medical assistance. Over the last year,

the government summarily executed several persons who were sentenced on charges of trafficking in persons; however, international media and NGO reports allege that the men were accused of helping refugees cross the border to China.

The D.R.P.K. regime reportedly provides workers for foreign investors operating in North Korean industrial parks. There are concerns that this labor may be exploitative, with the D.P.R.K. government keeping most or all of the foreign exchange paid and then paying workers in local, non-convertible currency.

Prosecution

Little information is available on the D.P.R.K.'s legal system and there are no known laws that specifically address trafficking in persons. It is difficult to separate the regime's clear state sponsorship of forced labor from criminal statutes it purportedly upholds on trafficking-related crimes. Furthermore, aside from the reported executions of accused traffickers, there were no reports of any law enforcement activities on trafficking during the reporting period. The Penal Code criminalizes crossing the border without permission (Article 233) and defection (Article 62). These laws are used against both traffickers and trafficking victims, as well as against voluntary border crossers and those who aid them. The Penal Code criminalizes the abduction, sale, or trafficking in children (Article 150). The Constitution prohibits exploitation of children (Article 76). There are likely other criminal statutes related to border crossing, but no information exists about such statutes at this time. Fair trials, due process, and other rights for the accused are not the norm in the D.P.R.K.; law enforcement efforts against all crimes, including trafficking, generally take place without regard to international human rights standards. Summary executions, detentions, and imprisonment are reported to have occurred without trial.

Protection

The Government of North Korea does not recognize trafficking victims and provides no reasonable care for them. North Koreans forcibly repatriated from China, some of whom may be trafficking victims, may be jailed and forced into prison labor camps, where some may face torture. The government's priority is to control all activities occurring within its borders; protecting individuals from mistreatment, exploitation, and retribution are not government priorities.

Prevention

The Government of North Korea does not acknowledge the existence of human rights problems, including trafficking in persons. Thus, it does not operate, administer, or promote any public awareness campaigns related to trafficking in the country.

NORWAY (TIER 1)

Norway is a destination country for women trafficked for the purpose of sexual exploitation, primarily from Nigeria, Albania, Russia, and the Baltic countries. There is no evidence of trafficking for other purposes. The government acknowledges that trafficking is a problem in Norway. The Government of Norway fully complies with the minimum standards for the elimination of trafficking in persons. Norway continues to take a prominent role in the international campaign

against trafficking. The government has been a leader in pressing NATO to adopt anti-trafficking policies and is active on trafficking issues at Interpol and Europol. Norway also funds NGOs working on anti-trafficking programs throughout the world. The government should continue efforts to reduce the domestic demand for sexual exploitation and should focus on increasing the number of prosecutions and convictions.

Prosecution

The government continued its law enforcement efforts. During the reporting period, police conducted four trafficking investigations. The government prosecuted eight cases of trafficking in 2005, up from two cases in 2004. One trafficker was convicted. The maximum sentence for a trafficking conviction is five years in prison. If aggravated circumstances are involved, a trafficker may be sentenced up to 10 years. A trafficker convicted of slavery faces a maximum sentence of 21 years. The Norwegian police have formalized cooperation with Europol and Interpol and cooperate with other Nordic countries. The police conduct a two-day training session for all officers working on trafficking issues.

Protection

Norway continued to provide significant protection to trafficking victims. The government funds a number of NGOs that provide medical and practical assistance to victims. In 2005, police, prosecutors, and NGOs referred 75 victims to a state-funded center dedicated to assisting trafficking victims. The center's hotline received 645 trafficking calls in 2005 and assisted 20 victims. Eighteen women were placed in long-term shelters funded by the government and run by NGOs. In June 2005, Norway implemented its second National Action Plan to combat trafficking. It focuses on improving coordination between authorities and calls for police to develop witness protection guidelines specific to victims and witnesses in trafficking cases. Norway has a 45-day reflection period during which foreign victims cannot be deported; this is meant to ensure that adequate time is provided for victims to receive assistance and counseling. One victim benefited from the reflection period. Victims may also be granted relief from deportation by applying for asylum. This is a lengthy process and may take a year or more.

Prevention

The government continued to fund NGO and regional and international organization projects in source countries that focus on public awareness and prevention campaigns to potential victims. The government also has trafficking awareness and educational programs in source countries. Norway is a significant contributor to UNODC's anti-trafficking program. The national action plan calls for specific anti-trafficking initiatives to strengthen prevention efforts and a demand reduction program that provides counseling to the buyers of sexual services, and educates them about the harm they cause. Immigration authorities actively monitor immigration patterns for trafficking and cooperate with police.

OMAN (TIER 2 WATCH LIST)

Oman is a destination country for men and women primarily from Pakistan, Bangladesh, and India who migrate willingly, but may subsequently become victims of trafficking when subjected to conditions of involuntary servitude as domestic workers and laborers. There have been

occasional reports from foreign entities that expatriate children engaged in camel racing may transit or reside in Omani territory.

The Government of Oman does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Oman is placed on Tier 2 Watch List because of a lack of evidence of increasing efforts to combat severe forms of trafficking in persons over the last year. The government does not have a national coordinator to oversee anti-trafficking efforts, although it has formed an inter-agency legal committee to review language for new trafficking in persons legislation. Oman did not develop a national plan of action to combat trafficking. Over the last year, Oman did not prosecute any trafficking cases and it failed to conduct anti-trafficking public awareness campaigns. The government lacks an adequate screening procedure to differentiate trafficking victims from the large number of foreigners it departs annually, but it has requested international assistance in developing a comprehensive screening program. Oman should make serious efforts to coordinate a national anti-trafficking policy that includes increased prosecutions, systematic screening and protection of trafficking victims, and a concerted public awareness campaign to prevent trafficking in persons.

Prosecution

The Government of Oman failed to improve its prosecution record over the last year, despite possible instances of trafficking in persons. Although Oman lacks a comprehensive anti-trafficking law, it has other criminal laws that can be used to prosecute trafficking crimes, including sections of its penal code assigning penalties of five to 15 years' imprisonment for slavery. Nonetheless, the Omani government did not report any prosecutions in the last 12 months and has taken no active measures to investigate trafficking in persons. The Ministry of Manpower is also tasked with investigating any reports of labor abuse, though it lacks authority to file criminal charges for prosecution and has not been proactive in investigating trafficking in persons. All persons who serve as camel jockeys are now required to register in person with the Omani Camel Racing Federation and submit a passport, photographs, and a birth certificate showing them to be at least 15 years of age.

Protection

During the reporting period, the Omani government did not improve its minimal efforts to provide protection to expatriate workers who may fall victim to involuntary servitude. Foreigners illegally in Oman are housed in detention facilities and immigration officials have no screening procedure to distinguish illegal migrants from trafficking victims. The government has sought assistance to learn about techniques of processing illegal immigrants, including screening trafficking victims. Although the government pays for illegal migrants' repatriation, it has not established a system of protective services for victims of trafficking. Rather, it relies primarily on foreign embassies and charitable groups to tend to foreign nationals requiring assistance. The embassies of the Philippines and Sri Lanka, for instance, manage halfway houses for domestic workers. No formal referral mechanism exists to transfer potential trafficking victims to such organizations. The Government of Oman should develop a comprehensive screening procedure and adequate protection services such as shelter and medical care, or establish a referral system to connect trafficking victims with NGOs providing such assistance.

Prevention

While the Government of Oman does not have a formal trafficking prevention program, Oman's military and police took action to patrol the borders to prevent illegal entry into the country in the last

year. The government has invested resources to improve monitoring of the maritime and land borders with modern patrol vessels, aircraft, and sensor equipment. As a preventive measure, Oman introduced special visa regimes applicable to certain countries to thwart the international sex trade. Oman has not conducted any anti-trafficking public information campaigns to raise general awareness about trafficking in persons or specific rights of migrant workers.

PAKISTAN (TIER 2)

Pakistan is a source, destination, and transit country for men, women, and children for the purposes of sexual exploitation, involuntary servitude, and servitude as child camel jockeys. Pakistani women and men migrate voluntarily to Gulf states, Iran, Turkey, and Greece for work as domestic servants or construction workers; men are recruited for work in Iraq. Some of these men and women, however, may find themselves in situations of involuntary servitude when faced with overwhelming recruitment and transportation fees, restrictions on their movement, non-payment of wages, and physical or sexual abuse. Pakistani girls are also reportedly trafficked to the Gulf for sexual exploitation and Pakistani boys are trafficked primarily to the U.A.E. and Qatar to serve as camel jockeys. Pakistan faces a significant internal trafficking problem reportedly involving thousands of women and children trafficked from rural areas and sold to settle debts and disputes or forced into sexual exploitation, domestic servitude, or marriage. Unconfirmed estimates of Pakistani victims of bonded labor in the brick, glass, carpet, and fishing industries are in the millions. Women and children from Bangladesh, India, Burma, Afghanistan, Azerbaijan, Iran, Kazakhstan, Kyrgyz Republic, Turkmenistan, Uzbekistan, and Tajikistan are also trafficked to Pakistan for sexual exploitation and involuntary servitude. In addition, Bangladeshi, Sri Lankan, Nepalese, and Burmese women are trafficked through Pakistan en route to the Gulf or Greece.

The Government of Pakistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. This year, the government established a national plan of action to combat trafficking in persons; approved a special cell within the Ministry of Interior to coordinate its anti-trafficking response; trained police officers, attorneys and judges on anti-trafficking measures; and made progress in investigating trafficking cases. The Ministry of Interior, with the assistance of IOM, also opened a shelter for trafficking victims. Nonetheless, NGOs report that local governments in Pakistan often prosecute and punish victims of trafficking for prostitution, immigration violations, and adultery under Islamic Hudood Ordinances rather than providing them with protection. The government similarly failed to curb internal trafficking for sexual exploitation and involuntary servitude. Pakistan should stop punishing trafficking victims, institute measure to address internal trafficking, and broaden public awareness campaigns to reach more at-risk populations.

Prosecution

The Government of Pakistan improved its efforts to investigate and prosecute trafficking cases this year. The government reported investigating 765 cases of trafficking, of which 448 were filed for prosecution, but some NGOs report concern that smuggling rings are confused for trafficking at the provincial level. During the year, 92 traffickers were convicted for trafficking offenses, but the majority received light sentences ranging from fines to less than six months in jail. Pakistan, in cooperation with IOM, instituted training programs for police officers, attorneys, and judges on methods of investigating and

prosecuting trafficking cases. In addition, the government introduced a bill in the National Assembly to expedite trafficking cases through the judicial system.

Despite the establishment of provincial anti-trafficking units, the government did not provide sufficient evidence of serious efforts to investigate and prosecute cases of internal trafficking, including instances of bonded and forced child labor, which are not specifically criminalized by Pakistan's Human Trafficking Ordinance of 2002. The Bonded Labor System Abolition Act outlaws bonded labor, cancels all existing bonded debts, and forbids lawsuits for the recovery of such debts. The Act establishes penalties of up to five years' imprisonment and fines of \$833 for violating its provisions. Nevertheless, this and other laws criminalizing bonded and child labor were rarely used to sentence violators to jail. Most convicted offenders received fines less than \$20. The government similarly failed to vigorously investigate and prosecute government officials facilitating trafficking, arresting only two officials for corruption this year. Sentences given to sex and labor traffickers should be increased so that they are commensurate with the severity of the crime, and law enforcement efforts against internal trafficking and corruption involving trafficking should be improved.

Protection

This year, the government took some noticeable steps to improve its protection efforts for victims of trafficking. Pakistan cooperated with IOM to open a model shelter for trafficking victims in Islamabad providing medical, psychological, and legal care. Since its opening, the Federal Investigation Agency (FIA) referred 12 trafficking victims to this shelter for protection. For victims not located in Islamabad, the government provided victim assistance in 276 temporary shelters where victims received medical treatment, limited legal representation, and vocational training. Pakistan also provided training for investigators on methods of identifying and protecting victims of trafficking, although some NGOs report the need for greater sensitivity training at the local level. In Lahore, the Child Protection Welfare Bureau assisted in the repatriation and reintegration of 325 child camel jockeys returned from the U.A.E.

Despite these improvements, the practice of punishing victims of trafficking for prostitution and other charges under Hudood Ordinances remains a problem that warrants investigation and action by the Government of Pakistan. Although data regarding the extent of the practice are unavailable, NGOs allege the frequent prosecution of trafficking victims under Pakistan's law prohibiting sex outside of marriage. According to NGOs, trafficking victims may also face prosecution for adultery or rendering false accusations if their rape cases under the Hudood Ordinances fail. The government should take immediate steps to prevent such prosecutions and punishment of trafficking victims and investigate allegations that victims of trafficking are exploited by guards and other government employees in the temporary shelters. To prevent further victimization, the Government of Pakistan should also increase its efforts to protect the privacy and identity of victims. On more than one occasion, after large trafficking arrests, police have released the names of trafficking victims to the media.

Prevention

The Government of Pakistan made some progress in its anti-trafficking prevention initiatives over the year. Following the October 2005 earthquake, the government sent federal Anti-Trafficking Units to earthquake-affected areas of the country to prevent the trafficking of orphaned or otherwise vulnerable children. The government also established an identification

system used at airports to monitor immigration patterns for signs of trafficking. Prominent radio and television appearances by the Minister of Overseas Pakistanis raised awareness of the trafficking of Pakistani nationals abroad, and the government, with assistance from IOM and foreign donors, undertook a targeted information campaign to educate people living in the rural areas affected by the earthquake on the dangers of trafficking.

PANAMA (TIER 2)

Panama is a source, transit, and destination country for women and children trafficked for the purposes of sexual and labor exploitation. Women and children are trafficked primarily within Panama for sexual exploitation. There are also credible reports of women and children trafficked from Colombia and the Dominican Republic to and through Panama for sexual exploitation. Panamanian women have been trafficked from Panama to Jamaica, Guatemala, and Mexico. Child domestic laborers who may be trafficking victims are transported from the western provinces to Panama City.

The Government of Panama does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting year, the government intensified public awareness campaigns and stepped up efforts to work with NGOs to improve services for trafficking victims. The government made some progress in its efforts to investigate and prosecute trafficking crimes, though there were no convictions reported during the reporting period. The government should allocate additional resources for law enforcement to receive training and more vigorously conduct trafficking investigations and prosecutions in the capital and other parts of the country. It should also ensure that foreign workers are informed of their rights and the services available to assist and protect trafficking victims.

Prosecution

The Government of Panama made some progress in investigating and prosecuting trafficking crimes over the reporting period. New investigations of the trafficking of women and children for sexual exploitation increased from three in 2004 to seven in 2005. Panama's 2004 anti-trafficking law focuses on commercial sexual exploitation and assigns penalties of five to 10 years in prison. This law has not yet resulted in any trafficking convictions, but three prosecutors in the Attorney General's Office have been designated to handle trafficking cases and four cases have moved to various stages of prosecution. Eight Panamanian National Police officers in Darien Province remained under investigation subsequent to their arrest in March 2005 for rape, commercial sexual exploitation, and corruption of minors. The police anti-trafficking unit in the capital operated with a staff of three officers and inadequate resources. Police officers in other parts of the country had insufficient training to conduct trafficking investigations.

Protection

The Panamanian government made modest efforts to assist trafficking victims. Most services were concentrated in or near Panama City. Anti-trafficking laws require the government to provide legal, medical, and psychological services for victims. The government operated a police hotline for victims of crime and a Ministry of Social Development hotline for reporting abuse. A unit at police headquarters in Panama City provided medical, psychological, social, legal, and translation services to assist victims of crime. The government also referred victims to NGOs and provided limited financial

support for NGOs working with at-risk children and victims of abuse and violence, including trafficking victims. The government operated shelters, but they were not designated for trafficking victims. Juvenile trafficking victims were placed with foster families or referred to a government or NGO shelter. Local businesses use the "alternadora" visa system to bring in mostly Colombian women for Panama's legalized sex trade. Panamanian authorities failed to confirm how many "alternadora" permits were issued or renewed or whether any applicants were interviewed to provide information to them about laws against trafficking for commercial sexual exploitation or to identify indications of trafficking. The National Migration Service contended that illegal migrants who were found in Panama's commercial sex trade were screened and determined not to be trafficking victims before they were deported. However, authorities were not able to confirm how many women were deported or how many of them were interviewed by officials trained to detect trafficking.

Prevention

The government made additional progress in prevention activities during the reporting period. CONAPREDES, the anti-trafficking coordinating agency, launched a poster, radio, and television campaign against commercial sexual exploitation that included some warnings directed at adult males who seek commercial sex with minors. CONAPREDES also produced and distributed handouts on commercial sexual exploitation and worked with the National Council of Reporters to educate journalists about trafficking issues and enlist their support in raising public awareness.

PARAGUAY (TIER 2)

Paraguay is a source and destination country for women and children trafficked for the purposes of sexual exploitation and forced labor. Paraguayan victims are primarily trafficked to Argentina, Spain, and Brazil. This transnational trafficking appears to be increasing; authorities in Spain have identified a growing number of Paraguayan victims exploited in prostitution and forced labor. Poor children are also trafficked within the country, from rural to urban areas for sexual exploitation and involuntary domestic servitude. Recruiters of all types of trafficking are typically Paraguayan. Trafficking of Paraguayan and Brazilian women and girls, principally for sexual exploitation, remains an ongoing problem in the tri-border area of the Brazil-Paraguay-Argentina border.

The Government of Paraguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government worked with governments of destination countries to disrupt trafficking networks, conducted local investigations related to the movement of Paraguayan victims abroad, extradited one trafficking suspect, and raised trafficking awareness. The government should increase activity focused on investigating and prosecuting traffickers, commit more resources for key agencies leading the fight against trafficking, and expand services to victims, particularly outside the capital.

Prosecution

The government made modest law enforcement progress against traffickers over the past year but needs to do more in the face of the country's growing trafficking problem. Authorities prosecuted one case resulting in the upholding of convictions against two of three traffickers convicted in 2004. Three additional first-time prosecutions were pending at the end of the reporting period. Officials

identified 20 new international trafficking cases and extradited one suspect from Spain. Several agencies tracked transnational cases, but no agency tracked actions against internal trafficking. Paraguay's basic anti-trafficking statute prescribes up to 10 years' imprisonment for trafficking offenses. Laws are adequate to address most forms of trafficking and sexual exploitation of minors, but more aggressive enforcement efforts are required. No substantiated case of officials complicit in trafficking was reported over the last year.

Protection

The government's modest investment in victim assistance remained inadequate over the reporting period, failing to assist victims outside the capital. The government provided victims with legal, medical, and psychological services in Asuncion; such assistance ended once they returned to their home communities. The government did not operate any shelters, and NGOs were the principal source of assistance outside the capital. The Secretariat for Repatriations facilitated the return of 64 Paraguayan victims of transnational trafficking, largely through identifying non-governmental funding sources. Local authorities in Asuncion and Ciudad del Este screened potential victims and referred them to NGOs.

Prevention

The government initiated national trafficking prevention activities but efforts were inadequate for a source country with a growing trafficking problem. Seminars were conducted by the Secretariat of Women's Affairs in five cities for judges, prosecutors, police, and community activists to improve victim detection. Posters distributed by government authorities also raised public awareness. The government should train more officials to identify trafficking and work with local communities to protect victims and deter their recruitment.

PERU (TIER 2 WATCH LIST)

Peru is primarily a source country for women and children trafficked internally for the purposes of sexual exploitation and forced domestic labor. Most victims are girls and young women moved internally from rural to urban areas or from city to city, and lured or coerced into prostitution in nightclubs, bars, and brothels. Peruvians have also been trafficked for sexual exploitation to Spain, Japan, the United States, and Venezuela for the purpose of labor exploitation. The government also acknowledges that sex tourism occurs, particularly in the Amazon region of the country.

The Government of Peru does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Peru is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to eliminate trafficking over the previous year. The government failed to achieve progress in key areas such as the prosecution of traffickers and the provision of protective services for trafficking victims. Despite these deficiencies, the government demonstrated progress in other areas: it trained officials and key community stakeholders regarding new laws against commercial sexual exploitation and sex tourism; conducted a demand reduction campaign to combat sex tourism in the Amazon; published a comprehensive review of its anti-trafficking efforts; and sent to Congress new anti-trafficking legislation. The government should prosecute trafficking cases more promptly and increase protection for victims.

Prosecution

The Government of Peru demonstrated no significant progress in investigating and prosecuting traffickers over the last year. The Peruvian National Police Investigative Section on Trafficking in Persons Crimes, a six-person section responsible for investigating trafficking throughout the country, opened four new investigations and continued work on two older cases. The Public Ministry, which prosecutes cases, reported that 11 individuals were under investigation or prosecution for trafficking crimes, but no traffickers were convicted. Police raids targeting clandestine brothels suspected of exploiting minors in prostitution decreased in comparison with the previous reporting year. Peru's criminal code contains a number of articles that can be used against trafficking activities, but anti-trafficking statutes only address commercial sexual exploitation. The government recognized this deficiency and sent new legislation to Congress to broaden the scope of anti-trafficking laws. There were no confirmed reports of government officials involved in trafficking. However, in light of corruption problems endemic throughout Peru, the government should investigate possible trafficking complicity among security personnel.

Protection

The government made minimal progress in its efforts to protect victims during the reporting period. Victims were not treated as criminals and could seek help at government domestic violence shelters, but these facilities lacked the long-term care and rehabilitation services trafficking victims require. The government provided modest support, usually in the form of in-kind contributions, for some NGOs providing services to victims. A government hotline for domestic violence victims was expanded to also serve trafficking victims. Authorities typically interviewed and released adult victims; underage victims were returned to their families or referred to NGOs. Legal assistance and witness protection for victims were sorely lacking.

Prevention

The government significantly expanded its own efforts to educate the public and train officials during the reporting period and worked productively with NGOs and international organizations that conducted outreach programs. The government published its first annual comprehensive review of anti-trafficking efforts in Peru in late 2005. The government also worked with the tourist industry to launch an information campaign targeting potential sex tourists visiting the Amazon, and the Ministry of Women and Social Development trained 1,350 key officials and activists throughout Peru on new laws that address trafficking and sex tourism.

THE PHILIPPINES (TIER 2)

The Philippines is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant share of the over one million Philippine men and women who go overseas each year to work as domestic servants or in the construction and garment industries are subjected to conditions of involuntary servitude. Women are often lured abroad with false promises of legitimate employment and are trafficked to destinations throughout Asia, the Middle East, Africa, Europe, and North America. A large percentage of the Philippine women who migrate legally to Japan as overseas performing artists are believed to have been trafficked for commercial sexual exploitation. To a lesser extent, the Philippines is a transit point and destination for women from the P.R.C. who are trafficked for sexual exploitation. There is substantial

internal trafficking within the Philippines, primarily from rural to urban metropolitan areas, and sexual exploitation of children. Endemic poverty, a high unemployment rate, a cultural propensity toward migration, a weak rule-of-law environment, and sex tourism all contribute to significant trafficking activity in the Philippines.

The Government of the Philippines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the Philippine Government stepped up efforts to implement its anti-trafficking law and made initial progress in implementing strategies to combat trafficking in persons, particularly in prosecuting human traffickers. Following the imposition by the Japanese government of stricter requirements for entertainer visas, the number of Japanese entertainer visas given to Philippine women has dropped by almost half in 2005 as compared to 2004. Government action should focus on prosecuting and convicting traffickers and public officials involved in trafficking.

Prosecution

The Philippine Government made discernible progress in its anti-trafficking law enforcement efforts in 2005. In particular, the government made progress in prosecuting human traffickers. During the last year, 67 cases were under preliminary investigation and another 31 cases were filed for prosecution under the 2003 anti-trafficking law. Of those, two cases resulted in the conviction of four individuals for trafficking offenses, with courts handing down life imprisonment sentences to the traffickers and awarding compensation to the victims. There were two additional cases that led to convictions under the 2003 anti-trafficking law, but the alleged traffickers pled guilty to a lesser offense under that law – an offense that does not constitute trafficking – and were sentenced to six months of community service and a fine instead of imprisonment. The Philippine Department of Justice tripled the number of prosecutors at the national level handling trafficking cases and assigned additional prosecutors at the regional level to focus on trafficking cases, resulting in a four-fold increase in the number of investigative cases presented for prosecution under the 2003 anti-trafficking law. The Philippine Secretary of Justice also issued a directive ordering all prosecutors to give preferential attention to trafficking cases and to oppose and object to any motions for dismissal due to lack of testimony by witnesses in trafficking cases or where the defendant had made a financial settlement with the victim or other family members. Corruption and a weak judiciary remain serious impediments to the effective prosecution of traffickers. Despite widespread reports of law enforcement officials' complicity in trafficking, the government prosecuted only one such official. The Philippine Government continued to sponsor training programs for police and prosecutors to help them pursue cases more effectively under the 2003 anti-trafficking law.

Protection

During the reporting period, the Philippine Government continued to sponsor impressive protection efforts for trafficking victims. The government's witness protection program, however, lacks the budget to accommodate the large number of trafficking victims. The anti-trafficking law passed in 2003 affords trafficked persons rights as victims and protects them from legal punishment. The government established arrangements with NGOs and Philippines embassies in destination countries to provide overseas workers who had been exploited with temporary shelter, counseling, and medical assistance. It also continued to provide a range of protective services to trafficking victims, including temporary residency status, relief from deportation, shelter, and access to legal, medical, and counseling services. The Philippine Government continued to promote training programs for law enforcement and immigration officials on methods of dealing with victims.

Prevention

Efforts to raise awareness of trafficking continued in the Philippines with senior government officials frequently speaking out about the dangers of trafficking. Fourteen government agencies also coordinate the Philippine Government's anti-trafficking efforts, much of which is prevention-oriented. The Philippines has a national action plan to address trafficking in persons.

POLAND (TIER 1)

Poland is a source, transit, and destination country for women and children from Ukraine, Moldova, Romania, and Bulgaria trafficked for the purpose of sexual exploitation. There were isolated reports of Vietnamese nationals trafficked to Poland for labor exploitation. Polish women are trafficked to Germany, Italy, Belgium, France, the Netherlands, Japan, and Israel for purposes of sexual exploitation. The reported number of victims forced to work in the agricultural industry, sweatshops, and begging rings continued to increase in 2005.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. Poland continued to improve its anti-trafficking efforts over the last year by enacting its second national action plan, approving its first-ever national budget allocation for foreign trafficking victims' assistance, and commendably created a two-month reflection period for foreign victims, providing them with temporary residence and assistance. The government should increase victim sensitivity training for law enforcement officers and continue to look into reports of trafficking-related government corruption.

Prosecution

The Government of Poland sustained its efforts to prosecute trafficking crimes over the last year. Police initiated 22 new trafficking investigations and continued work on 22 previous investigations. Authorities prosecuted 43 individuals for trafficking crimes, resulting in 37 convictions. Sentencing data was not available for 2005; however in 2004, of the 16 traffickers convicted, one trafficker will serve a sentence of one to two years in prison, eight traffickers will serve sentences of three years, and four traffickers will serve three to five years; three traffickers received suspended sentences and will not serve prison time. The Polish National Police participated in several bilateral task forces with other governments through which they exchanged information, tracked the movement of traffickers and victims across borders, and coordinated repatriation of victims. In 2005, Polish police trained counterparts from Ukraine, Moldova, and Belarus on how to detect, prevent, and assist trafficking victims. Although there were no reports of government involvement or complicity in trafficking, there were reports of victim harassment and other abuses by police officers. There were also unconfirmed reports that local police have taken bribes to ignore known trafficking activity.

Protection

The Government of Poland continued to make progress in protecting and assisting victims. In 2005, the government amended its Law on Aliens to include a provision that offers foreign trafficking victims a two-month reflection period during which they are given residency in Poland while they decide whether or not to participate in the prosecution of their trafficker. During this reflection period, foreign victims are provided with assistance and support

administered through an NGO. Thirty-seven foreign victims assisted law enforcement efforts in 2005. Under Polish law, foreign victims are not eligible for various state-provided services that Polish victims may receive; to remedy this, the government allocated \$80,000 to an NGO to provide assistance to foreign victims. This NGO assisted 79 foreign victims in 2005. Local governments also provided funding to other anti-trafficking NGOs and shelters. The Ministry of Foreign Affairs cooperated with NGOs and funded the repatriation of victims to Poland.

Prevention

Poland continued to improve its anti-trafficking public awareness efforts over the last year. NGOs and various ministries cooperated on four separate educational campaigns during 2005. An NGO generated educational materials, and school officials disseminated them to public secondary school pupils in four large cities. The same NGO distributed guidebooks on finding safe work abroad to state-run employment offices throughout Poland. Another NGO worked with the Border Guards on a "safe travel" campaign that distributed information, primarily in Russian, to potential victims on employment laws and included contact information for anti-trafficking NGOs and other helpful authorities. This same NGO received a grant from the Ministry of Education to produce educational leaflets to distribute to at-risk groups throughout Poland.

PORTUGAL (TIER 2)

Portugal is primarily a destination and transit country for women, men, and children trafficked from Brazil, Eastern Europe, and, to a lesser extent, Africa. Some victims are trafficked for forced labor. The majority of victims trafficked from Brazil are trafficked for the purpose of sexual exploitation.

The Government of Portugal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Portugal did not provide full statistical evidence of its law enforcement efforts, and it failed to prescribe punishment sufficiently stringent to deter trafficking in Portugal; virtually all convictions for trafficking resulted in suspended sentences in 2004. The Portuguese Government, through NGOs, provided trafficking victims with protection, support, and reintegration services. The government should aggressively prosecute trafficking cases and seek stronger penalties for traffickers that adequately reflect the heinous nature of the offense. The government should also consider additional focused and highly visible demand reduction campaigns aimed at consumers in Portugal.

Prosecution

The Government of Portugal made inadequate efforts to punish acts of trafficking in 2004, the latest period for which data was available. While the government prosecuted 45 traffickers during the reporting period, only two of 27 traffickers convicted served prison time; the remaining 25 received suspended sentences. The government reported that it actively dismantled trafficking networks in 2005, reducing their overall presence in Portugal. Increased law enforcement coordination led to well-targeted, smart anti-trafficking raids of commercial sexual exploitation sites that ensured the safety of all involved and provided post-rescue care for trafficking victims. During the reporting period, the government continued mandatory anti-trafficking training for its new immigration officers. The training includes a screening of "Lilya 4ever," a movie depicting a sex trafficking victim's ordeal, and presentation of methods of identifying trafficking victims among illegal migrants. In 2005, the

Government of Portugal drafted legislation to increase penalties for traffickers and explicitly define trafficking as a crime. The government continued to cooperate with other European law enforcement agencies in trafficking investigations. In November 2005, it signed an agreement with Spanish police to strengthen border control, which includes a joint police team to address trafficking and smuggling. There were no reports of trafficking complicity among Portuguese public officials during the reporting period.

Protection

The Portuguese Government continued to provide adequate protection to victims of trafficking over the last year. This protection included subsidies for victims to receive shelter, employment, education, and access to medical services, including family reunification. One NGO reported housing and assisting 45 trafficking victims in 2005. The government provided legal residency to many trafficking victims, though most victims in Portugal are repatriated after a three-week stay at government-sponsored shelters. Although there is no national referral mechanism in place, some NGOs have signed memoranda of understanding with the government in order to track, assist, and reintegrate trafficking victims. Victims who are initially detained are later transferred to NGOs for protection and assistance. The government continued to operate 20 National Immigrant Support Centers throughout Portugal to provide immigrants, including trafficking victims, with multi-lingual information and assistance. In 2005, the government renewed funding for an NGO to provide shelter and assistance to trafficking victims and victims of other crimes.

Prevention

The government continued to sponsor anti-trafficking information campaigns and public service announcements throughout the year. It aired various programs on state-run channels to educate and inform the general public, including potential trafficking victims and consumers. In 2005, the Portuguese Government developed and disseminated a national anti-trafficking action plan. The plan includes the establishment of a multi-disciplinary working group, which brings together all relevant stakeholders to more systematically address trafficking in Portugal. This effort also includes the establishment of a statistics-gathering unit within the Ministry of Interior, which should enable the government to more effectively monitor and adjust its approach to combating trafficking.

QATAR (TIER 2 WATCH LIST)

Qatar is a destination country for men and women from India, Pakistan, Bangladesh, Nepal, the Philippines, and Indonesia who migrate willingly, but are subsequently trafficked into involuntary servitude as domestic workers and laborers. The problem of trafficking of foreign children for camel jockey servitude in Qatar — which has been highlighted in previous Reports — was thoroughly addressed by Government of Qatar action over the last year, though independent confirmation of the problem's complete elimination is not yet available.

The Government of Qatar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Qatar has made noticeable progress in rescuing and repatriating child camel jockeys, establishing a shelter for abused domestic workers, and creating hotlines to register complaints. Nonetheless, Qatar is placed on Tier 2 Watch List for its failure to provide sufficient evidence of increasing efforts to combat trafficking in persons over the last year, particularly with regard to labor exploitation. The government did not prosecute any person on

trafficking charges despite reports of widespread exploitation of foreign domestic workers. Qatar also lacks a screening mechanism to distinguish trafficking victims from illegal immigrants housed in detention centers and should increase referrals to the victim shelter. The Government of Qatar should expand on the progress it made in the summer of 2005 by more widely advertising the existence of its shelter for abused foreign domestic workers and allowing access to that shelter without a referral from the police or certain government agencies.

Prosecution

The Government of Qatar made little progress in increasing prosecutions of trafficking offenses during the reporting period. In July 2005, Qatar banned the use of camel jockeys under the age of 18 and established a committee to monitor compliance with this law. Although it does not have a specific anti-trafficking law, other criminal laws could be applied to combat trafficking, including laws against forced labor. Despite several hundred reports of abuse against expatriate workers, there is no evidence that Qatar has used its laws banning forced labor to prosecute employers or labor recruitment agencies for trafficking. The Government of Qatar should increase investigations and prosecutions of trafficking offenses and should consider enacting a comprehensive anti-trafficking law.

Protection

The Government of Qatar made uneven improvements in its efforts to protect victims of trafficking. Qatar's population of expatriate domestic workers remains unprotected by the country's labor law. The government also lacks a comprehensive system of identifying trafficking victims among the significant number of illegal immigrants kept in detention centers. As a result, trafficking victims are often deported without receiving adequate protective services or compensation for abuse. In addition, sponsorship regulations requiring the sponsor's permission for any travel by the employee can significantly delay the employees' return home. Many expatriate workers awaiting repatriation languish in the detention center for months because they have not received permission to travel from their sponsors. Foreign workers with legal claims against their employers may not leave detention pending resolution of their cases.

Throughout the summer, the government repatriated 200 Sudanese child camel jockeys and plans to facilitate their reintegration through a local quasi-governmental organization. In July 2005, Qatar also founded a shelter that can accommodate 42 victims of domestic servitude and established three multilingual hotlines to register complaints of expatriate workers. Although the shelter is now operational, it is rarely accessed because it requires formal referrals before a victim is admitted. There is also a low level of awareness of the shelter and hotlines despite media coverage of their openings.

Prevention

Qatar's efforts to prevent abuse of foreign workers have not improved considerably over the evaluation period. Although it publicized the opening of the shelter and hotlines for trafficking victims, the government has not pursued broad information campaigns to increase the public's awareness of trafficking. The government published some pamphlets on worker's rights in English and Arabic to distribute to incoming employees and monitors immigration patterns for evidence of trafficking.

ROMANIA (TIER 2)

Romania is a source and transit country for women and girls trafficked for the purpose of sexual exploitation. Females from Moldova, Ukraine, and Russia are trafficked through Romania to Italy, Spain, Germany, Greece, France, Austria, and Canada. There were reports that Romanian boys and young men were trafficked to another Eastern European country for purposes of sexual exploitation. Romanian girls are trafficked within the country for commercial sexual exploitation, and boys are trafficked from Eastern and Northern Romania to urban cities for purposes of forced labor including forced petty theft.

The Government of Romania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Romania increased its anti-trafficking law enforcement efforts and took steps to improve government coordination of anti-trafficking efforts by creating the National Agency for the Prevention of Trafficking in late 2005; it will receive funding from the national budget and have authority to direct other agencies to act on anti-trafficking initiatives. Romania should work to improve its victim identification methods and establish a functional victim referral system; the national government should work more closely with anti-trafficking NGOs and provide them with stable funding. Police should be better instructed to inform victims about services offered by NGOs. Since many trafficking victims have elected not to enter state shelters, the government should develop other strategies for offering needed services to victims. The government should not fine or in any way penalize trafficking victims.

Prosecution

The Government of Romania significantly improved its law enforcement efforts against trafficking in persons crimes over the last year. Romanian police in 2005 conducted 231 investigations and prosecuted 124 trafficking cases, resulting in the conviction of 235 traffickers — more than a 100 percent increase over the 103 traffickers convicted in 2004. Of the 235 traffickers convicted in 2005, 137 received prison sentences while 98 received no prison time. Sixty-four traffickers received between one and five years in prison; an additional 64 traffickers were sentenced from five to 10 years' imprisonment.

Protection

Romania made modest progress in improving victim assistance and protection over the last year. Seven state-run shelters were operational during 2005. Victims were entitled to medical, legal, and social assistance, although the quality of the care and facilities provided was inconsistent among the various state-run shelters, and funding issues prompted the closure and reopening of several of the shelters during the reporting period. Further, these centers are intended for short-term use only; victims are permitted to stay in the center for 10 days, although this may be easily extended for up to three months and, in special circumstances, beyond three months based on a request by judicial officials. Police and prosecutors are required to inform victims of their right to go to a state-run shelter, but in practice most victims did not utilize the centers because of the short period of assistance offered and the lack of trust by victims in state institutions and procedures. Only 29 of the 175 victims assisted by the government used the state shelters. Victims continued to receive the greatest level of care and assistance from NGOs. Although NGOs did receive some local government funding for victim assistance, overall support was inconsistent and largely inadequate. There was evidence that police fined victims for acts that were a direct result of their having been trafficked.

Prevention

The Government of Romania demonstrated adequate efforts to prevent human trafficking. Romanian law enforcement agencies provided financial support and worked closely with NGOs to target children at high-risk of becoming trafficking victims. The Romanian National Office to Combat Human Trafficking set up seminars and a website for students to increase trafficking awareness. More than 3,000 students participated in NGO and government-organized awareness seminars and classes in public schools in 2005. The government funded a nationwide program focusing on child trafficking; the campaign disseminated anti-trafficking posters, banners, and materials within schools.

RUSSIA (TIER 2 WATCH LIST)

Russia is a source, transit, and destination country for men, women, and children trafficked for various purposes. It remains a significant source of women trafficked to over 50 countries for commercial sexual exploitation. In the Russian Far East, men and women are trafficked to China, Japan, and South Korea for both forced labor and sexual exploitation. Russia is also a transit and destination country for men and women trafficked from Central Asia, Eastern Europe including Ukraine, and North Korea, to Central and Western Europe and the Middle East for purposes of forced labor and sexual exploitation. Internal trafficking remains a problem in Russia; women are trafficked from rural areas to urban centers for commercial sexual exploitation, while forced labor in the maritime industry remains a concern in the Far East. Men are trafficked internally and from Central Asia for forced labor in the construction and agricultural industries. The ILO estimates that 20 percent of the five million illegal immigrants in Russia are victims of forced labor. Debt bondage is common among trafficking victims. Child sex tourism remains a concern.

The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Russia is placed on Tier 2 Watch List for a third consecutive year for its continued failure to show evidence of increasing efforts to combat trafficking, particularly in the area of victim protection and assistance. The government made uneven progress during the reporting period. Although Russia implemented a witness protection program that affords a mechanism to shelter and protect trafficking victims, significantly increased investigations and prosecutions, and improved local government cooperation with NGOs, much more remains to be done. Passage and implementation of comprehensive legislation on victim assistance, which has been anticipated for three years, would greatly improve the status of trafficking victims and would provide much-needed funding for shelters and victim assistance. Today, victim protection and assistance is provided on an ad-hoc basis and is highly dependent upon local and regional authorities. Moreover, the support provided by these local governments is not formalized and dependent upon relationships between NGOs and local government officials. Passage of the proposed legislation would guarantee that victims across Russia receive necessary assistance and would serve to alleviate some of the financial burden currently placed on local authorities. Local governments should work with NGOs to facilitate the establishment of more trafficking shelters in Russia.

Prosecution

Russia demonstrated improved law enforcement efforts during the reporting period. Police significantly increased the number of trafficking investigations from 26 in 2004 to 80 in 2005; 60 of these investigations were sexual exploitation cases and 20 were forced labor cases. Authorities also notably

increased criminal prosecutions five-fold, conducting 53 prosecutions in 2005, up from 11 in 2004. Courts convicted at least nine traffickers and sentenced six traffickers to time in prison. Trafficking sentences ranged between three and one-half years and eight years in prison. Russia needs to develop a system to better track convictions and sentences of traffickers.

The government conducted several joint trafficking investigations with other governments. In 2005, Russian authorities assisted in the successful prosecution and conviction of four traffickers in the United States, and provided critical assistance to the U.S. prosecution of an American citizen who allegedly sexually exploited trafficked children in St. Petersburg. The Ministry of Interior (MVD) and anti-trafficking NGOs completed a trafficking manual that has been used by several police units to assist officers in field investigations. The Ministry of Interior and NGOs also conducted three joint training seminars on investigative techniques for police instructors from regional police academies; these instructors then conducted instructional seminars for cadets at their respective MVD academies. Approximately 120 police instructors were trained in 2005 by NGO-sponsored anti-trafficking seminars. Although this progress is notable, the need for additional trainings for law enforcement and judicial officials remains.

While the Russian constitution prohibits the extradition of Russian citizens, Russia does permit the extradition of others. In 2005, Russia cooperated with Israeli authorities and extradited to Israel a man charged with trafficking women from Uzbekistan and Ukraine. Corruption remained a serious problem in Russia; corrupt police officers and border guards reportedly accepted bribes to facilitate or protect trafficking. The extent and thoroughness of investigations into trafficking corruption is unknown; however, over the last year, authorities investigated at least four trafficking cases involving corrupt government officials, including a June 2005 case involving a drug enforcement agent who beat and sold unsuspecting Uzbek migrants to slave traders for \$15 each. An NGO reported instances where several prosecutors resigned during the course of trafficking prosecutions because they were either threatened or bribed. Concern remains over the lack of vigorous punishment of trafficking-related corruption.

Protection

The Government of Russia again failed to provide adequate protection to victims of trafficking. The number of trafficking shelters in Russia remained insufficient. Although an internationally funded shelter is expected to open in Moscow in spring 2006, shelter space in the city of approximately 8.3 million people remains greatly needed. At least three Russian trafficking victims were re-trafficked in 2005, due in part to the lack of a trafficking shelter in Moscow; the victims returned to Moscow and, because they had nowhere to go, were identified by their traffickers and quickly re-trafficked. Furthermore, there are no trafficking-specific shelters east of the Ural Mountains. Although some municipalities run child shelters that assist child trafficking victims, all adult trafficking shelters are managed by NGOs and most do not receive government funding or assistance. Only one NGO-run shelter receives financial support from its local government; another shelter is provided with free office space by the local government. Local governments have expressed their support for the passage and implementation of the comprehensive legislation as it will provide much needed funding for shelters and victim assistance in local municipalities.

Assistance provided to trafficking victims remained inconsistent and inadequate. The government relied on NGOs to provide adult victims with legal, medical, and psychological assistance. Foreign trafficking victims, like all foreigners in Russia, cannot receive medical treatment unless they are able to pay for it, though at least one local government provided medical assistance to foreign trafficking victims while

another local government provided psychological counseling. Authorities used the new witness protection law in 2005 to assist four Russian trafficking victims in two cases; the victims were placed in protective housing and their identities were changed. The witness protection program guarantees social, employment, and medical benefits for all qualifying victims. Although there were no reported cases of foreign victims being deported in 2005, there is currently no formal program that grants foreign trafficking victims legal residency in Russia while a trafficking case is investigated and prosecuted. Currently, victims are permitted to stay in Russia during the investigation and prosecution of their respective case; this decision is made at the discretion of the police and prosecutors involved in the victim's case. There is currently no system in place to track the number of foreign victims identified by law enforcement. There is also no system in place to calculate the number of foreign victims that were successfully repatriated.

Authorities increased their level of coordination with NGOs over the last year. In one city, NGOs and police signed a formal victim referral agreement. Several NGOs also reported informal agreements with police for victim referral. There were no reported cases of victims being prosecuted in 2005, but there is no current legal protection to prevent authorities from prosecuting a victim for visa fraud, bribery, or border violations that directly result from their being trafficked.

Prevention

Some local governments increased their cooperation and in-kind support for NGOs working to raise public awareness in several cities; this support was often in the form of office space, utilities, and coverage in the local media. Some NGOs received financial assistance to cover operating costs while at least five received grants to conduct specific outreach and awareness raising projects. Students from a state-funded university in Smolensk worked with local authorities to conduct anti-trafficking awareness training for more than 4,000 students. In 2005, the government provided amnesty to more than 7,300 illegal migrants working in Russia; this preventative measure made those workers less vulnerable to labor exploitation, which is the principal form of trafficking in Russia.

RWANDA (TIER 2)

Rwanda is a source country for children trafficked for the purposes of sexual exploitation and child soldiering. As a result of extreme poverty, deficient education, and lack of family support, a small number of Rwandan girls resort to prostitution. There were no reports of brothels, organized sex trafficking networks, or of women or girls being lured to urban areas or sold into commercial sexual exploitation. However, there were limited reports of older women working in loose association with younger girls, an activity which may constitute trafficking in persons. While living as refugees in Democratic Republic of the Congo, some children of Rwandan background were trafficked by armed rebel groups for forced labor and child soldiering; numbers of returning child ex-combatants decreased in 2005, but more are expected to be repatriated in the future.

The Government of Rwanda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While the government continued its notable efforts to protect former child soldiers and increased the availability of information regarding its anti-trafficking efforts, it lacked specific information on

arrests, prosecutions, and convictions of traffickers. To enhance its anti-trafficking efforts, the government should consider the passage of a comprehensive anti-trafficking law, clarify which court cases, if any, involving rape and child labor constitute human trafficking, and further assess the situation of children in prostitution.

Prosecution

The government expanded its anti-trafficking law enforcement efforts over the last year. Rwanda lacks a specific anti-trafficking law, but statutes criminalizing slavery, coerced prostitution, kidnapping, and child labor could be used to prosecute traffickers. Police reportedly conducted regular counter-prostitution operations; the specifics of these investigations are unknown, as are the statistics on prosecutions of those who utilized or exploited children in prostitution. At an August 2005 meeting with the management of Kigali hotels, night clubs, and guest houses, the National Police called for adherence to the law prohibiting access by unaccompanied children to such establishments; police posted the law in businesses throughout the city. The government provided police with training on sex crimes and crimes against children during the year. Through close coordination among the military, national police, immigration, and intelligence services, the government closely monitored security checkpoints for any evidence of trafficking through an extensive system of security checkpoints and regular inspections of vehicle cargo, and by checking the identification of adult males traveling with children without an adult female. Such inspections yielded no reported cases of trafficking in persons. In early 2005, there were allegations of the involvement of the Rwandan Defense Forces in the recruitment of child soldiers from two refugee camps in Rwanda. Senior officials stated that recruitment of child soldiers was against government policy and investigated the incidents in May. There have been no further reports of any recruitment of child soldiers from refugee camps.

Protection

The government increased its efforts to protect trafficking victims during the year. The Rwandan Demobilization and Reintegration Commission (RDRC) broadcast radio programs in eastern D.R.C. reiterating the government's policy of accepting all returnees who disarm and renounce violence, and granting immunity from prosecution for war crimes to anyone who was under 14 years of age during the 1994 genocide. As a result, some Rwandan child combatants voluntarily fled the Democratic Forces for the Liberation of Rwanda, an armed rebel group operating in eastern D.R.C., and returned to Rwanda. The RDRC continued operation of a center for child ex-combatants, which provided three months of care and education to returning children; 39 children resided at the center in March 2006. The RDRC worked with local authorities and an NGO to locate the children's families, and social workers sensitized the families before their child's return. During the period, 104 former child soldiers were reunited with their families and the government followed up with 364 previously returned children to assess the success of their reintegration. The lack of child labor inspectors, combined with a dearth of vehicles and fuel, made regular inspections of child labor usage difficult; however, there were no reports of internal trafficking of children for forced labor. The Ministry of Gender worked with NGOs to provide health services, housing, and vocational training to children engaged in prostitution.

Prevention

The government focused its limited resources on addressing the root causes of the engagement of children in prostitution during the period. In February 2005, the inter-ministerial National Consultative Committee on Child Labor was established to draft a national child labor action plan; a first draft of the plan was released in August 2005, focusing on educational and vocational alternatives for girls who

head households and the final draft is scheduled for adoption in May 2006. The government developed and broadcasted radio programs, including two radio debates in June and October, to raise public awareness of child sexual exploitation and related legal reforms. The Ministry of Education's "catch-up program" provided services to 1,800 vulnerable unschooled children, including domestic workers, heads of households, and street workers, between the ages of nine and 14. In October, the Rwandan Women Parliamentary Forum organized meetings throughout the country to heighten awareness among potential trafficking victims of gender-based violence.

SAUDI ARABIA (TIER 3)

Saudi Arabia is a destination country for workers from Bangladesh, India, Sri Lanka, Nepal, Indonesia, an indeterminate number of whom are subjected to conditions that constitute involuntary servitude. There were reports that victims are subjected to physical and sexual abuse, non-payment of wages, confinement, and withholding of passports as a restriction on their movement. Domestic workers are particularly vulnerable because some are confined to the house in which they work, unable to seek help. Saudi Arabia is also a destination country for Nigerian, Yemeni, Pakistani, Afghan, Somali, Malian, and Sudanese children trafficked for forced begging and involuntary servitude as street vendors. There were also reports that some Nigerian women were trafficked into Saudi Arabia for commercial sexual exploitation.

The Government of Saudi Arabia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although the government took some steps to combat trafficking, it disputed the extent to which trafficking occurred in the Kingdom. The government identified a Ministry of Foreign Affairs official as a point of contact for anti-trafficking issues; he collects data on prosecutions, prevention, and victim assistance. The government prosecuted a few cases of abuse against expatriate workers under Saudi criminal laws during the past year. However, reports indicated that the government did not adequately protect victims, sometimes arresting, punishing, and deporting them instead. Saudi Arabia should significantly increase criminal investigations and prosecutions of abusive employers, enforce existing laws that punish employers who abuse foreign workers, and impose appropriate sentences for such crimes. The government should also take steps to ensure that trafficking victims are not detained or punished, and institute a screening mechanism to distinguish trafficking victims from among the thousands of undocumented illegal workers it deports each year for immigration violations and other crimes. In addition, the government should expand public awareness campaigns to educate employers on the rights of foreign workers and the consequences of violating those rights.

Prosecution

The Government of Saudi Arabia's efforts to punish trafficking crimes over the last year were inadequate. Effective prosecution of trafficking crimes is inhibited by weak enforcement of existing laws and regulations protecting employees from harsh treatment, a lack of judicial transparency, and a lack of a comprehensive anti-trafficking law that specifically criminalizes trafficking, provides adequate punishment, including imprisonment for serious offenders, and includes provisions for the protection of domestic workers. The penalties of fines and business restrictions in lieu of imprisonment were inadequate to deter violations. Saudi law states that sponsors and employers may not retain the passports of their employees, but the government does not actively enforce this law.

In February 2006, the government collaborated with UNICEF to sponsor a series of workshops and modules to train regional security officials to recognize and investigate trafficking in persons cases. UNICEF also trained Saudi social workers to assist street children, some of whom may be victims of trafficking, in Jeddah, Riyadh, and Dammam. The Saudi Embassy in Washington, DC is also pursuing training by the U.S. Department of Homeland Security, the FBI, and the National Center for Missing and Exploited Children, for Saudi judges, prosecutors, and investigators. The government also cooperated with Nigeria in investigating and prosecuting cases involving the trafficking of Nigerian women to Saudi Arabia for commercial sexual exploitation.

Saudi Arabia should pass a comprehensive anti-trafficking law, significantly increase criminal prosecutions, and impose sufficient penalties for such acts. The government should enforce existing Islamic laws that forbid the mistreatment of women, children, and laborers, and specifically extend protection to foreign domestic workers.

Protection

During the year, Saudi Arabia did not take adequate measures to protect victims of trafficking. Although the government and several Saudi NGOs operate shelters for abused domestic workers and trafficked children, some victims of trafficking claimed that they had to rely on the embassies of their country of origin for assistance and protection because they did not receive adequate protection from the Government of Saudi Arabia and were treated poorly. In a case that received considerable international attention in 2005, a severely injured Indonesian maid filed a complaint against her Saudi employers (husband and wife), claiming they had tortured her. The maid was subsequently sentenced to 79 lashes because she purportedly had made contradictory statements, although this decision was later reversed. Nonetheless, while the court sentenced the wife to 35 lashes for beating the maid, the husband was not punished.

Domestic workers who ran away from their sponsors claiming ill-treatment often experienced difficulty finding assistance. Victims who run away from their sponsors may be arrested, sentenced, and deported without any screening to determine whether they are trafficking victims. Some victims claim difficulty receiving consular access, accessing national and international NGO assistance, or receiving legal or social counseling in their own language. In January 2006 alone, approximately 1,000 foreign domestic workers, who had filed complaints of abuse or non-payment of wages against their employers, accepted a special government offer of monetary incentives and free repatriation, apparently in frustration with a lack of legal alternatives in Saudi Arabia. Additionally, victims filing criminal and civil complaints against their abusive employers often were reportedly denied assistance in filing claims, were interrogated without consular or legal counsel, and were prosecuted without legal representation.

Saudi Arabia cooperated with the Government of Yemen to repatriate Yemeni children trafficked into the Kingdom for begging, and provided monetary compensation to some victims prior to deportation. The Saudi Government also relied on private charitable organizations and UNICEF to assist child victims. The Government of Saudi Arabia should properly identify trafficking victims to protect them from incarceration and punishment. The government should also screen foreign workers deported every year to identify and protect victims of trafficking among them. In addition, Saudi Arabia should improve its collaboration with labor source country embassies to identify and protect trafficking victims.

Prevention

This year, Saudi Arabia's efforts to prevent trafficking in persons were insufficient. The government acknowledged a problem with the mistreatment of foreign workers, and in November, the government began distributing guidelines written by the Ministry of Labor explaining workers' rights and identifying available assistance resources to all source country embassies and to arriving workers at ports of entry. Nevertheless, serious logistical and coordination deficiencies existed among the ministries involved in implementing anti-trafficking efforts. In addition to increased media coverage of cases involving foreign workers, the government should institute a broad public awareness campaign to inform Saudi employers of their obligations towards foreign workers.

SENEGAL (TIER 2)

Senegal is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Boys are trafficked within Senegal for forced labor, particularly for begging by Koranic teachers called *marabouts*. Girls are trafficked within Senegal for domestic servitude and sexual exploitation. Boys are trafficked to Senegal from The Gambia, Guinea-Bissau, Mali, and Guinea for forced labor and begging. Women and girls are trafficked from Senegal to neighboring West African countries, the Middle East, Europe, and to a lesser extent, North America. They are also trafficked to Senegal from neighboring West African countries and from these countries through Senegal to the Middle East and Europe.

The Government of Senegal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its trafficking response, Senegal should increase efforts to enforce its anti-trafficking law, coordinate inter-ministerial anti-trafficking efforts, and educate government officials and the public about trafficking.

Prosecution

The Government of Senegal showed increased law enforcement efforts to combat trafficking during the reporting period. In April 2005, the National Assembly passed a comprehensive anti-trafficking statute. As yet, there have not been any prosecutions under the new law. Two *marabouts* were convicted for subjecting boys to forced begging under child abuse laws, however. In addition, a foreign national was convicted for sexually exploiting a 15-year-old boy he had picked up at a home for destitute children. He was sentenced to five years in prison, but on appeal his sentence was reduced to three months. The Ministry of Tourism established a tourism police unit to investigate child sex tourism, but the unit is not yet operational. Senegal entered into a multilateral agreement with nine other West African nations and cooperated with Guinean officials to arrest two Senegalese traffickers in Guinea in February 2006. The government is collaborating with UNODC to establish local and regional "Houses of Justice" to resolve child exploitation cases through mediation.

Protection

The Government of Senegal sustained a strong commitment to protect trafficking victims during the reporting period. The government continued to operate a shelter that has a 24-hour toll-free hotline for children in distress, including trafficking victims. Between June 2003 and May 2005, the shelter received 4,137 children and 150,417 calls. The government cooperated with the Government of Mali and IOM to repatriate 54 child trafficking victims from Senegal to Mali.

Under the new trafficking law, victims cannot be punished for unlawful acts that are a result of their being trafficked.

Prevention

Senegal demonstrated modest efforts to raise awareness about trafficking in persons. Senegal's President spoke publicly against human trafficking in April 2005 and the Family Minister publicly highlighted the threat of child trafficking numerous times. While the government continued to work with an NGO to assess the problem of child sex tourism, it has not yet conducted a study of the trafficking of adults for sexual exploitation. In collaboration with UNICEF, the Ministry of Education is planning a project to establish 80 modernized Koranic schools to help stop the exploitation of boys by religious leaders. Although the High Commissioner for Human Rights, as the national anti-trafficking coordinator, established an inter-ministerial technical group against trafficking in 2005, awareness of trafficking among some key government officials remains low.

SERBIA AND MONTENEGRO (TIER 2)

The union of Serbia and Montenegro (SaM) is a source, transit, and destination country for women and girls trafficked within the country and transnationally for the purpose of sexual exploitation. Victims identified in Serbia and Montenegro in 2005 came from SaM, Moldova, Ukraine, Russia, Romania, Bulgaria, and Croatia. Victims trafficked from or through the union were often trafficked through Croatia, then on to Western Europe. Roma children were trafficked internally for forced begging. IOM reported a growing trend in internal trafficking involving both Serbian and Montenegrin victims; a number of these cases involved repeated exploitation of the victims. An estimated 30-50 percent of females in prostitution in Montenegro are victims of trafficking; of that number, one-half are children.

The Governments of constituent republics Serbia and Montenegro, to which most authority has devolved, do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. The two republics do not share counter-trafficking institutions, but conduct joint counter-trafficking activities on an ad hoc basis; this Report provides a separate analysis for each. Montenegro made tangible strides in prosecution and protection; Serbia increased efforts to protect victim witnesses, but law enforcement efforts remained weak. Both republics failed to take action against public officials complicit in trafficking. The Tier 2 designation is based on the weighted aggregate for both republics which, due to the significant efforts made by Montenegro, showed evidence of increasing efforts in 2005.

The Government of the Republic of Serbia made some modest, but unbalanced progress in its law enforcement response and victim protection in 2005. During the reporting period, a few major trafficking cases proceeded quickly; however, others languished in Serbian courts. The government issued a higher number of humanitarian visas for trafficking victims and began implementing a new witness protection law. Traffickers continue to receive relatively light punishment, but maximum sentencing improved to six-to-eight years in some cases. The government should institutionalize a referral mechanism to continue the increase in identification and protection for trafficking victims in Serbia. It should ensure its witness protection law is fully applied, to prevent re-traumatizing trafficking victims who are willing to assist law

enforcement and testify against their traffickers. The government should continue to investigate and prosecute allegations of trafficking-related corruption and continue to take steps to improve the adjudication of trafficking cases.

The Republic of Montenegro made concrete progress in its overall anti-trafficking efforts in 2005. It increased its trafficking convictions, referred more victims for assistance and protection, and increased resources to assist and protect victims. Traffickers in Montenegro also continue to receive relatively light punishment. The government should institutionalize a referral mechanism to increase identification and protection for trafficking victims in Montenegro and ensure consistent funding for trafficking shelters. It should ensure its witness protection law is fully applied to prevent further harm to trafficking victims who are willing to assist law enforcement and testify against their traffickers. Some traffickers continued to escape official attention due to trafficking-related corruption. The government must vigorously address and prosecute trafficking-related complicity.

THE REPUBLIC OF SERBIA

Prosecution

A new criminal code for Serbia was adopted in July 2005 and became effective on January 1, 2006. It differentiates between trafficking and smuggling and covers all forms of trafficking. In 2005, the Serbian Government investigated 15 cases of trafficking, indicted 34 individuals for trafficking, and convicted 15 traffickers, a decrease from 25 convictions during the previous year. Sentences ranged from two to eight years' imprisonment. Most traffickers, however, are released after serving half of their sentences, following standard practice for all convicted criminals. In March 2006, the Serbian Supreme Court upheld an appeal of a 2004 Belgrade District Court conviction of the "Zarubica" case involving trafficking of women and girls from Moldova. The Supreme Court also increased the prison sentence from 3.5 to 4.5 years. These defendants, however, following standard judicial practice, remain on release, with no date yet set for serving actual imprisonment. Extensive police and border guard training yielded some significant results in 2005; police successfully interdicted two groups of traffickers at a border crossing in February 2006, one involving an international group of Serbians, Ukrainians, and Moldovans attempting to traffic Ukrainian girls into Serbia. There were no reports of trafficking-related corruption; however, there were allegations from one NGO of police complicity in a prostitution ring in Novi Pazar. Local officials from Novi Pazar have not responded to information requests from the NGO about these allegations.

Protection

The police and Agency for the Coordination of Protection to Victims of Trafficking worked together with NGOs to identify and refer 44 victims in 2005. All victims are provided shelter, medical and psychological services, and reintegration assistance; while NGOs provided most of these services, the government funded the salaries for workers in one shelter. The government increased the number of residence permits for victims of trafficking, approving 13 in 2005. The government amended a law to provide free medical services to trafficking victims in 2005; education of service providers is ongoing, as some NGOs reported cases of local hospitals refusing to provide services to victims. In January 2006, Serbia adopted a witness protection law applicable to victims of trafficking and implemented a victim witness protection unit. There were some reports of victims being poorly treated in courts outside Belgrade. Courts often require victims to testify against their traffickers repeatedly for criminal and civil proceedings, creating unnecessary trauma and travel costs. The government mandated that all municipalities establish a response team consisting of one police officer and one social welfare worker

to provide assistance to victims; only a few local teams were active and functional in 2005, others failed to be responsive or have yet to be designated. Although Serbian police are responsible for the initial identification of trafficking victims, five victims were inappropriately detained, one of whom was deported in 2005. The police subsequently identified them as victims and transferred the four remaining victims to a shelter.

Prevention

The government's anti-trafficking prevention activities remained nascent in 2005; NGOs continued to organize and fund the majority of Serbia's public information campaigns. NGOs participate in the government's anti-trafficking team and subgroups; however, the national team met only periodically throughout the reporting period and one subgroup did not meet at all. In 2005, the National Council developed and implemented a National Action Plan in consultation with NGOs. The National Council drafted an anti-trafficking strategy for 2006-2009 and submitted it to the Serbian Government for approval; the Prime Minister's office has yet to approve the strategy, but elements of the Action Plan, consistent with the proposed strategy, continue to be implemented. NGOs distributed anti-trafficking awareness pamphlets and posters to Serbian youth to warn them about becoming victims of trafficking. Consular officers sought to prevent trafficking into Serbia by refusing over 4,000 visa applications from known countries of origin.

THE REPUBLIC OF MONTENEGRO

Prosecution

The Government of the Republic of Montenegro improved its law enforcement response to trafficking and increased its investigations and convictions of traffickers during the reporting period. In 2005, the government issued five indictments against seven individuals, initiated 14 investigations of trafficking, and convicted six traffickers in three cases. Sentences ranged from six months to five years, and all convicted traffickers are currently serving their sentences. The government continued to provide training to police, prosecutors, judges, and other officials on how to recognize, investigate, and prosecute trafficking. In 2005, in cooperation with Ukrainian officials, the government convicted and sentenced four traffickers to a total of 14 years for trafficking Ukrainian victims to Montenegro for labor exploitation. There were reports that some police and customs officials facilitated trafficking and corrupt officers provided security to commercial sex establishments in 2005.

Protection

The Government of Montenegro demonstrated increased efforts to protect and assist trafficking victims in 2005. It signed a memorandum of cooperation with NGOs to reinforce cooperation to protect and assist trafficking victims; police referred 25 victims to NGOs under the memorandum. In 2005, the government issued formal guidance on the issuance of temporary residence permits to victims of trafficking. Occasionally, police pressured victims to file formal police reports in order to qualify for shelter residency. In January 2006, the Montenegrin government took over funding for a trafficking shelter in Podgorica, which reported housing 28 victims in 2005 and five potential victims as of February 2006. The Republic of Montenegro passed a witness protection law applicable to trafficking victims in 2004, but it has yet to apply it to protect a trafficking victim. Reportedly, border police screen for trafficking victims and informally monitor the border for evidence of trafficking; however, the government has yet to establish a formal referral mechanism to ensure victims are consistently and accurately identified and referred to NGO shelters. IOM reported that on rare occasions some potential trafficking victims were prematurely deported.

Prevention

In 2005, the Montenegrin Government, in cooperation with one NGO, organized workshops in many high schools and elementary schools to raise awareness and ways to recognize the potential risks of trafficking. The office of the national coordinator required monthly anti-trafficking progress reports from all relevant state agencies and the Ministry of Labor and Social Welfare organized a seminar on trafficking in children. In 2005, the government updated its 2003 National Anti-Trafficking Strategy and various ministries adopted tailored action plans as required by the strategy.

KOSOVO

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

Kosovo is a source, transit, and destination point for women and children trafficked for sexual exploitation. Some involuntary domestic servitude and forced labor occurs. Internal trafficking continued to grow into a more serious problem. Over 80 percent of identified victims assisted were minors. IOM reported 64 percent of victims from Kosovo assisted in 2005 were internally trafficked, 15 percent were trafficked into Macedonia, with 13 percent trafficked into Albania and Italy. UNMIK's Trafficking in Human Beings Unit (THBS) reported the foreign victims it assisted were trafficked mainly from Moldova, Albania, and Bulgaria. A growing number of Albanian and Kosovar victims were re-trafficked in Kosovo in 2005. The commercial sex trade continued to shift more underground and become increasingly clandestine in Kosovo, and traffickers increasingly use financial incentives to encourage victims to refuse assistance.

Prosecution

There continued to be a significant gap between the number of police raids and arrests in 2005; the THBS reported that traffickers are often tipped off to its operations. The THBS carried out 2,000 raids during the reporting period, but arrested only 33 suspects. In 2005, the THBS conducted 45 searches of private residences for trafficking victims. The THBS identified 49 victims, assisted 38, and repatriated 14. In July, three Albanian citizens were convicted of trafficking and sentenced to 10 and 12 years. In November a UNHCR official was sentenced to three years' imprisonment for exploitation of a minor. The majority of sentences for traffickers ranged from one to three years. Weak sentencing for convicted traffickers continued to be a significant obstacle, due to corruption and a cultural misperception of the key differences between trafficking and smuggling and force and consent. Prosecutors reportedly do not seek the strongest charges for traffickers due to misperception, lack of training and collusion with traffickers.

Protection

Investigation and prosecution continued to be hampered by a lack of adequate witness protection in 2005. Prosecutors continued to request the victim testify in the presence of their traffickers,

although the law stipulated otherwise. In 2005, a consortium of local and international actors involved in anti-trafficking (the international and local police services, victim advocates, the OSCE, and local NGOs) introduced a standard operating procedure (SOP) to improve the previous duplicative and inefficient process of victim assistance and referral. Under the SOP, identified victims are referred by the THBS to one of 23 victim advocates across Kosovo who provide direct assistance to victims.

Prevention

In May 2005, the PISG published an action plan to consolidate all relevant anti-trafficking actors and actions under one framework. IOM and UNMIK led several anti-trafficking awareness campaigns in 2005, one of which targeted potential clients in the sex industry and one to increase victim assistance, including opening an anonymous hotline for victims and vulnerable groups. The Ministry of Education, in collaboration with an NGO, continued to be involved in awareness campaigns in schools.

SIERRA LEONE (TIER 2)

Sierra Leone is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Within the country, women and children are trafficked from rural areas to towns and diamond mining areas for work in mining, domestic servitude, petty trading, begging, agriculture, and the fishing industry and for sexual exploitation. Women and children are trafficked from Sierra Leone to Liberia, Guinea, Cote d'Ivoire, Nigeria, Guinea-Bissau, The Gambia, the Middle East, and Europe.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Sierra Leone demonstrated increased efforts to combat trafficking through law enforcement, despite limited resources. To improve its response to trafficking, the government should strengthen protection and prevention efforts, educate law enforcement about the new anti-trafficking law, and increase regional cooperation to eradicate trafficking.

Prosecution

The Government of Sierra Leone demonstrated modest efforts to combat trafficking through law enforcement over the last year. In August 2005, the President signed into law the Anti-Human Trafficking Act. An Inter-Ministerial committee mandated by the Act held its inaugural meeting, but the committee has not yet directed the subordinate anti-trafficking Task Force to begin its work. In the interim, Sierra Leone's police continued to host meetings of an ad hoc anti-trafficking working group consisting of government officials, NGOs, and international organization representatives dedicated to fighting trafficking. The government is investigating three cases of suspected trafficking. The police Family Support Unit plans to add a specific field for trafficking to its crime database in 2006. Police and Ministry of Social Welfare officials countrywide attended NGO-sponsored anti-trafficking training, and law enforcement officials are seeking funding to implement a trafficking training module of their own. The government failed to prosecute a Ministry of Social Welfare official allegedly involved in stealing children for fraudulent adoptions. Government officials who falsified official identity documents were rarely investigated or disciplined.

Protection

The Government of Sierra Leone continued to provide inadequate protection to trafficking victims. While the government lacks the resources to operate its own shelters, it has not developed a formal victim screening and referral system, although it refers trafficking victims to NGOs or international organizations for care on an informal basis. The government trained social workers for placement in the police Family Support Units to assist victims, but many reportedly left to work for NGOs once they receive the training. Collaborating with NGOs and international organizations, the Ministry of Social Welfare agreed to host a trafficking forum for service providers to develop strategies to work together to help victims. The government works with UNICEF and NGOs to provide a service provider network for street children, some of whom may be trafficking victims.

Prevention

The Government of Sierra Leone continued to make modest efforts to prevent trafficking. Sierra Leone's new trafficking statute established a Trafficking in Persons (TIP) Task Force to oversee all aspects of government anti-trafficking efforts and an Inter-Ministerial Committee responsible for governing the activities of the TIP Task Force. While the Task Force has not yet convened, the committee had its first meeting in 2006. The police regularly use allotted radio spots to discuss the dangers of trafficking. A radio interview about trafficking with a member of the Parliamentary Human Rights Committee has been periodically re-broadcast. A parliamentarian sponsored a one-day trafficking awareness workshop in her constituency.

SINGAPORE (TIER 1)

Singapore is a destination country for women and girls trafficked for the purpose of sexual exploitation. Some women and girls from Indonesia, Thailand, Malaysia, the Philippines, Vietnam, and the People's Republic of China (P.R.C.) who travel to Singapore voluntarily for prostitution or non-sexual work are deceived or coerced into sexual servitude. A small minority of foreign domestic workers in Singapore face seriously abusive labor conditions that amount to involuntary servitude, a severe form of trafficking.

The Government of Singapore fully complies with the minimum standards for the elimination of trafficking. Over the last year, the Singaporean Government continued to address abuses of foreign domestic workers and made significant progress in its efforts to combat trafficking for sexual exploitation. In March 2006, Singapore's parliament approved legislation that, when enacted, will criminalize the offense of child sex tourism committed by Singaporean citizens in other countries and the commercial sexual exploitation of persons under the age of 18, regardless of consent. Singapore does not have a specific anti-trafficking law, but its criminal code criminalizes all forms of trafficking. Singapore's Ministry of Manpower (MOM) also implemented new regulations to address abuses of foreign domestic workers. Future government action should focus on implementing a systematic screening of at-risk populations—such as migrant workers and foreign women in prostitution—in order to identify and care for victims of trafficking.

Prosecution

The Singaporean Government made clear progress in its anti-trafficking law enforcement efforts in 2005. Although the Singaporean police investigated 28 cases of possible trafficking during the reporting

period, none led to a trafficking-specific prosecution. The police used other statutes, however, to prosecute and convict 18 persons involved in crimes of trafficking related to some of the 28 cases. The government increased its efforts to curb abuses of foreign domestic workers. The government, through the MOM, implemented new regulations for employment agencies, including higher penalties for holding an employee's passport, a new licensing scheme that requires a background check on potential employers, an exam on laws related to employment agencies for agency directors, and a demerit system used to track agencies' infractions and revoke licenses. A small number of Singapore's estimated 140,000 foreign domestic workers continued to experience abusive employment conditions that amount to involuntary servitude, but MOM increased enforcement against abusive employers and resolved many other cases through mediation. Laws against forced or coerced prostitution carry sentences of up to 10 years' imprisonment, a fine, and caning; laws against rape, which have been used against traffickers, carry a penalty of up to 20 years' imprisonment, a fine, and caning. The government tracks the number of trafficking-related prosecutions, repatriations of foreign women and girls who are suspected sex workers, and complaints from foreign domestic workers. In 2005, the Singaporean Government reported 76 prosecutions for violations of national prostitution laws; eight of these involved the commercial sexual exploitation of minors. There is no evidence that government officials are complicit in trafficking.

Protection

The government provided adequate assistance to trafficking victims in the last year. The government generally tolerates consensual prostitution, but outlaws any form of third-party involvement, such as pimping, and actively works to eliminate organized crime in the vice trade. Through increased law enforcement efforts in red-light and entertainment districts, Singaporean police were able to identify a larger number of trafficking victims among the 3,220 foreign women in prostitution detained in 2005 – a total of 83 victims, including 48 minor girls. The Singaporean Government did not generally provide government shelter for trafficking victims, but through its Ministry of Community Development, Youth, and Sports (MCYS), the government funded the provision of shelter at local NGO facilities, and provided counseling, health care, physical security, and skills development programs for abused foreign domestic workers and victims of sexual exploitation. Some victims may be referred to shelters run by their embassies. There are no NGOs in Singapore that focus exclusively on trafficking, but there are several that are working against sexual exploitation and abuse of women and children, as well as a number exclusively focused on assisting foreign workers and seeking the enactment of enhanced labor protections.

Prevention

The Singaporean Government substantially improved efforts to raise awareness of trafficking in 2005. Aware of the trafficking potential in the growing marriage-brokering of Vietnamese women, the government in 2005 formed an inter-agency task force to examine this phenomenon with a focus on ways of regulating it more closely in order to prevent trafficking and exploitation. The MOM launched an information campaign to raise awareness among foreign workers, including domestic workers, of their rights and the resources available to them by printing such information and hotline numbers on prepaid phone cards. MCYS has launched, in cooperation with local NGOs, a public awareness campaign aimed at stopping child sex tourism. There were no specific anti-trafficking campaigns directed at the use of fraud or coercion to recruit foreign women as prostitutes. Singapore has no national action plan to address trafficking.

SLOVAK REPUBLIC (TIER 2)

The Slovak Republic is a transit and, to a lesser extent, a source country for women trafficked for the purpose of sexual exploitation. Victims from Moldova, Ukraine, and the Balkans are trafficked through Slovakia to the Czech Republic, Germany, Switzerland, France, Italy, Austria, the Netherlands, and Japan. Some women are exploited in Slovakia while in transit to their final destinations in Western Europe. In one case, a man was trafficked to Japan for purposes of forced labor; evidence suggests recruitment of additional men may be ongoing. The Roma within Slovakia continued to be a vulnerable group targeted by traffickers.

The Government of the Slovak Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has shown greater commitment to combat human trafficking. In April 2005, the government created a national working group on trafficking in persons that meets monthly. In October, a national coordinator was appointed to head the working group and was given a budget of \$60,000 for 2006 to implement an increased network of victim services and awareness campaigns. In January 2006, the government adopted its first national action plan on trafficking in persons. The government should ensure that the action plan is adequately funded and the National Coordinator is given adequate institutional resources to implement the plan. Slovakia should also ensure that border police, customs officials, and social workers at refugee camps and asylum centers receive more trafficking-specific training.

Prosecution

The Government of the Slovak Republic made notable efforts to increase its law enforcement activities over the last year. Police increased trafficking investigations to 47 in 2005, up from 27 in 2004. The government also increased its prosecutions from 19 in 2004 to 30 in 2005. The courts convicted four traffickers in 2005. Prison sentences for convicted traffickers ranged from three to 10 years; in January 2006, eight traffickers were given sentences ranging from three to eight years in prison for trafficking 12 women to the Czech Republic. There were no reported cases of government involvement or complicity in trafficking activity. During the reporting period, police worked with NGOs to receive training on victim identification and assistance.

Protection

The Slovak Government took additional steps to improve victim assistance and protection in the last year, although more remains to be done. A new law passed in 2005 requires police to inform victims about how and where to find local support services. NGOs reported that police began to contact them directly and referred victims for assistance. There are no dedicated trafficking shelters in Slovakia, although NGOs reported working with several municipalities to create specialized shelter facilities for trafficking victims. Authorities repatriated 24 Slovak victims in 2005. The IOM estimates there are between 100 and 200 victims trafficked from and through Slovakia annually.

Prevention

The government improved prevention efforts during the reporting period. The Ministry of Labor provided small grants to local NGOs seeking to raise public awareness, although the IOM reported that it did not receive government funding for a proposed awareness program targeting the Roma community. Slovak military personnel assigned abroad to multinational peacekeeping missions received training to identify and report potential victims. The new national action plan on trafficking financed

the upgrade of an anonymous police hotline for victims of trafficking that has been successful in identifying both current and former victims who wish to warn others about their experiences.

SLOVENIA (TIER 2)

Slovenia is primarily a transit and, to a lesser extent, a source and destination country for women and girls trafficked from Ukraine, Slovakia, Romania, Moldova, and Bulgaria for the purpose of sexual exploitation. Some of these victims are trafficked onward to Italy, the Netherlands, and other Western European countries.

The Government of Slovenia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, the Parliament adopted a witness protection law and took steps to improve its ability to track trafficking statistics by establishing a standard methodology for the collection of data from the Ministry of Labor, police, prosecution, and NGO databases. In addition to these efforts, Slovenia should take the necessary steps to convict traffickers. The government should also improve support for public awareness efforts and provide consistent budget funding for designated NGO-run trafficking shelters.

Prosecution

The government demonstrated modest progress in its law enforcement efforts over the reporting period. Police investigated seven new trafficking cases in 2005. Authorities prosecuted two cases. The government again failed to convict any traffickers in 2005; Slovenia has not convicted a trafficker since 2002. Consequently, no traffickers were sentenced to prison sentences in 2005. Police were active on the Interpol Working Group on trafficking. The working group cooperated on "Red Routes," a project that shares trafficking data, trafficking methods, and investigative techniques. More than 800 police officers and prosecutors participated in an NGO's anti-trafficking training program. Police and prosecutors also participated in several three-day workshops on victim reintegration sponsored by IOM.

Protection

The Government of Slovenia's efforts to provide victim protection and assistance diminished considerably during the reporting period. The government temporarily withheld funding from the one anti-trafficking NGO shelter operating in Slovenia until the end of 2005. Victim assistance in Slovenia was provided primarily by this NGO. Parliament adopted a witness protection law in November 2005, though it has not yet been implemented.

Prevention

The Government of Slovenia demonstrated adequate prevention efforts during the reporting period. Specifically, the government tightly controlled its borders and regularly detained persons attempting to enter Slovenia illegally. The government, in cooperation with an NGO, continued the program "Vijolica" and "Caps," which provided trafficking awareness classes for 1,000 students in elementary and secondary schools around Slovenia in 2005. The government funded a project focused on preventing asylum seekers from becoming trafficking victims and established a web page with contact information for victim assistance organizations. Ministry of Defense officials received preventative training from IOM to assist officers in their peacekeeping missions in the Balkans.

SOUTH AFRICA (TIER 2 WATCH LIST)

South Africa is a source, transit, and destination country for men, women, and children trafficked for forced labor and sexual exploitation. South African women and girls are trafficked internally and occasionally by organized crime syndicates to European and Asian countries for sexual exploitation. Women from other African countries are trafficked to South Africa and, less frequently, onward to Europe for sexual exploitation. Men and boys are trafficked from neighboring countries for forced agricultural labor. Thai, Chinese, and Eastern European women are trafficked to South Africa for debt-bonded sexual exploitation.

The Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. South Africa is placed on Tier 2 Watch List for its failure to show increasing efforts to address trafficking over the last year. The government did not provide comprehensive data on trafficking crimes investigated or prosecuted, or on resulting convictions or sentences during the year. The government should demonstrate continued progress toward the passage of comprehensive anti-trafficking legislation and develop national procedures for victim protection, including the screening of undocumented immigrants for signs of victimization before deportation. As it does for other types of crimes, the government should also regularly compile national statistics on the number of trafficking cases prosecuted and victims assisted.

Prosecution

The Government of South Africa's anti-trafficking law enforcement efforts did not improve significantly over the last year, but officials showed greater awareness of the issue. However, the government did not supply full data on anti-trafficking investigations, prosecutions, or convictions during the reporting period. Anecdotal information indicates there were at least two convictions. The lack of specific anti-trafficking legislation continued to hamper South African law enforcement efforts; however, relevant bills moved through the legislative process during the reporting period. In 2005, the National Assembly and the National Council of Provinces passed the Children's Bill which specifically prohibits child trafficking; the bill must be signed by the President to take effect. The South African Law Reform Commission's "Discussion Paper" on trafficking in persons, which includes draft comprehensive legislation, was released for public comment in early 2006. The National Prosecuting Authority's (NPA) Committee on Justice debated the Sexual Offenses Bill, which prohibits some forms of sex trafficking, and referred the draft to the Department of Justice for review. In the absence of specific legislation, law enforcement officials continued to investigate and prosecute traffickers under existing laws. In early 2006, the government successfully convicted a South African woman of kidnapping and operating a brothel for the purpose of exploiting three girls in prostitution. The prosecution of 79 Nigerian nationals for prostituting children is pending while the victims undergo drug rehabilitation. The trial of alleged trafficker Amien Andrew concluded with convictions on several charges, including operating a brothel of under-aged children for profit, resulting in a 51-year prison sentence. Police in Johannesburg arrested a school bus driver supplying minors for prostitution. He was charged with abduction, but the case was dropped after the victims recanted their original statements. Nineteen Iraqi trafficking victims were placed in the witness protection program to await the capture of their Jordanian trafficker. In March 2006, police removed four Thai women from forced prostitution and turned them over to IOM for protection. In May 2005, NPA signed a memorandum of understanding with IOM to share information about trafficking crimes. During the year, SAPS, NPA, and the Department of Home Affairs enrolled more than 800 staff in anti-trafficking training programs that enabled some law enforcement officials to identify and properly question trafficking victims, particularly at the international airport.

Protection

Government protections for trafficking victims during the reporting period remained inadequate. Although the government does not have programs designed to specifically assist only trafficking victims, it provides an array of social services through facilities that are accessible to such victims. Police officers referred an unknown number of victims to local shelters during the reporting period. The Sexual Offenses and Community Affairs' (SOCA) eight "Thuthuzela" reception centers assist victims of sexual violence with medical and psychological care, as well as legal and social assistance; it is unknown whether trafficking victims utilized these centers during the reporting period. Immigration officials do not always screen undocumented foreigners for signs of victimization before deportation. For example, in December 2005, South African authorities deported 940 Mozambican illegal immigrants without first screening them to identify potential trafficking victims.

Prevention

Government efforts to raise public awareness increased during the period. The government enlisted a local NGO to incorporate information on the trafficking of women and children into the government's annual "Violence against Women and Children Campaign." A youth-oriented talk show on government-owned television twice aired a program on human trafficking. SOCA coordinated the work of the Human Trafficking Inter-Sectoral Task Team that adopted a preliminary National Plan of Action in March 2005; the plan remains unimplemented without a mandate from the Department of Justice to act. In late 2005, NPA advertised a position for a national coordinator to lead a national anti-trafficking office. In June, the NPA and the EU delegation to South Africa held a national workshop to validate the European Union's anti-trafficking project proposal. In early 2006, SOCA's "Sexual Offenses and Community Affairs Bulletin" highlighted provisions of the new child trafficking legislation.

SPAIN (TIER 1)

Spain is a destination and transit country for women trafficked for the purposes of sexual exploitation and forced labor. These victims are trafficked from Eastern Europe, the former Soviet Union, South and Central America, and Africa. The most prominent source countries for these victims are Romania, Russia, Brazil, Colombia, and Nigeria. Spain continued to serve as a transit country for victims destined for Portugal, France, and Germany. Romanian trafficking networks continued to expand their operations in Spain.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. The government aggressively investigated and prosecuted trafficking in 2005, securing 150 convictions. During the reporting period, Spanish law enforcement officials actively coordinated with counterparts in source countries to investigate and arrest traffickers. The government continued to provide trafficking victims with comprehensive assistance and protection. The cities of Madrid and Barcelona increased their demand reduction initiatives with an emphasis on the responsibility of the clients and the rights of the victims. The government should promote a multidisciplinary approach to trafficking by including NGOs and relevant agencies in each case. It should keep information on numbers of victims assisted and the types of assistance provided to victims.

Prosecution

In 2005, the Spanish National Police continued to aggressively investigate trafficking networks and reportedly dismantled 205 networks for sexual exploitation and arrested 910 traffickers. The government prosecuted 92 cases of trafficking, resulting in 150 convictions with an average sentence of 4.5 years. In 2005, the government continued to cooperate with law enforcement counterparts in countries of origin investigating 131 cases, arresting 280 traffickers, and dismantling 131 human trafficking networks. Commendably, the Spanish National Police drew a clear distinction between trafficking crimes and migrant smuggling. The government also continued to provide specialized training to all new law enforcement officers on both recognition of trafficking victims and victim assistance. There were no reports or evidence of public officials complicit in trafficking.

Protection

In 2005, the government increased its funding of NGOs providing comprehensive services to trafficking victims in Spain. During the reporting period, one NGO reported providing 95 victims of trafficking with legal, medical, and psychological assistance. The police reported identifying 1,337 victims of sexual exploitation and 681 victims of forced labor trafficking in 2005. The Spanish Government encourages trafficking victims to testify against their traffickers, and informs victims in writing of their right to seek legal action and restitution from traffickers. Trafficking victims who agree to testify in criminal cases are eligible for short-term legal residency in Spain; otherwise, they must be repatriated within 40 days. Although the government did not have a formal screening and referral mechanism, Spanish police continued to refer trafficking victims directly to NGOs providing shelter and assistance. The government did not punish victims for unlawful acts that were a direct result of their being trafficked.

Prevention

Spain's Ministry of Interior continued to coordinate and evaluate the government's response to trafficking over the last year, and regional police units reviewed anti-trafficking enforcement efforts on a quarterly basis. In 2005, a parliamentary committee requested that the government draft a National Action Plan, expected to be completed in 2006. In 2005, the Madrid city government increased its enforcement of its anti-prostitution and anti-trafficking campaign through elevated police presence in targeted zones. In addition, the city of Madrid continued its extensive publicity campaign to prevent trafficking and discourage potential clients with posters and advertisements in the media and on city buses. In Catalonia, the Interior Minister continued to make anti-trafficking a priority and often accompanied police to areas with prostitution to assess conditions and discourage client solicitation.

SRI LANKA (TIER 2)

Sri Lanka is a source and destination country for men, women, and children trafficked for sexual exploitation, and domestic labor, especially to the Middle East, China, and South Korea. Internal trafficking of women, girls, and boys for commercial sexual exploitation also occurs. An unsubstantiated number of women from Thailand, China, Russia, and other former Soviet Union countries are trafficked to Sri Lanka for commercial sexual exploitation. Sri Lanka is also considered a popular destination for child sex tourists. In areas controlled by the Liberation Tigers of Tamil Eelam, children have been forced to become child soldiers.

The Government of Sri Lanka does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the Government of Sri Lanka passed an amendment to the criminal code to bring its laws in line with international standards for the prevention of trafficking in persons. The government also dedicated human resources to the Anti-Human Smuggling Investigation Bureau and the Ministry of Foreign Affairs continued to assign Welfare Officers to Sri Lanka missions abroad to aid and assist women who are victims of trafficking. Officials remained vigilant toward the potential of increased child trafficking in the wake of the December 2004 tsunami, and there was no significant increase in reports of trafficking following the tsunami. Nonetheless, Sri Lanka should increase prosecutions of traffickers and improve its protection services for internal trafficking victims. The government should also improve its law enforcement efforts against travel agencies facilitating child sex tourism.

Prosecution

Sri Lanka made some progress in its law enforcement efforts this year. In February 2006, Parliament passed an amendment to the Criminal Code that brings its legislation in line with the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. In particular, the amendment criminalizes the "kidnapping, abduction, procurement, sexual exploitation of children, trafficking, debt bondage, serfdom, forced or compulsory labor, slavery, compulsory recruitment of children for use in armed conflict, offenses related to adoption, and soliciting a child." The government investigated and arrested some people for cases involving trafficking during the past year, but did not distinguish these cases from prosecutions and convictions of people involved in migrant smuggling, pedophilia, and prostitution. The government does not provide centralized training to law enforcement officers, though individual divisions of the police such as the Anti-Human Smuggling Unit and Women's and Children's Bureau conduct annual anti-trafficking trainings for their staff. The government should improve its data collection system to disaggregate trafficking prosecutions and convictions from other crimes and institute anti-trafficking training programs for law enforcement officers in government-controlled areas of the country.

Protection

The Government of Sri Lanka's efforts to provide protection for trafficking victims improved slightly over the year. Although the government operates rehabilitation camps and community centers that offer some medical and psychological services to internal trafficking victims, it relies primarily on international organizations and NGOs to provide victim protection services. Furthermore, some suspected victims who may have been trafficked into Sri Lanka have been arrested and released after paying a fine. The Bureau of Foreign Employment appoints labor attachés to Sri Lankan missions abroad to assist Sri Lankan victims of trafficking. Sri Lanka should allocate more resources to victim protection, particularly for child victims of trafficking and repatriated Sri Lankans exploited abroad. The government should also ensure that foreign victims of trafficking are not jailed or fined.

Prevention

During the course of the year, Sri Lanka improved its trafficking prevention efforts. The National Child Protection Authority, as part of its overall efforts to address child welfare, included child trafficking as part of its educational campaigns. Most public awareness programs, however, are initiated by IOM and ILO, such as dance-drama troupes and information workshops to educate the public on the dangers of trafficking.

SUDAN' (TIER 3)

Sudan is a source country for men, women, and children trafficked for the purposes of forced labor and, at times, sexual exploitation. Sudan may also be a transit and destination country for Ethiopian women trafficked for domestic servitude. Young Sudanese boys from the country's eastern Rashaida tribe are trafficked to the Middle East, particularly Qatar and the United Arab Emirates, for use as camel jockeys. Small numbers of Sudanese girls are reportedly trafficked within Sudan for domestic servitude, as well as for commercial sexual exploitation in small brothels in internally displaced persons (IDP) camps. The terrorist rebel organization "Lord's Resistance Army" (LRA) continues to abduct and forcibly conscript small numbers of children in Southern Sudan for use as cooks, porters, and combatants in its ongoing war against the Government of Uganda; some of these children are then trafficked across borders into Uganda or possibly the Democratic Republic of the Congo. Sudanese children are utilized by rebel groups in Sudan's ongoing conflict in Darfur; the Sudanese Armed Forces and associated militias reportedly continue to utilize children in this region. Vulnerable boys often perceive that voluntarily attaching themselves to an armed group, whether a rebel militia or the Sudanese Armed Forces (SAF), is their best option for survival. Forcible recruitment of adults and particularly children by virtually all armed groups involved in Sudan's recently ended North-South civil war was commonplace; thousands of children now require demobilization and reintegration into their communities of origin.

During the decades of civil war, thousands of Dinka women and children were abducted and subsequently enslaved by members of two Baggara tribes (Missiriya and Rezeigat). An unknown number of children from the Nuba tribe were similarly abducted and enslaved during the same time period. Motivations behind this form of warfare were complex, but the end result was capture through raiding and abduction; rapid transport of victims from Bahr el Ghazal to locations in northern Sudan; and subjection of abductees to various forms of forced labor without remuneration, as well as, at times, physical and sexual abuse. Often, a complete cultural reorientation accompanied such enslavement, involving such practices as renaming, involuntary female circumcision, forced religious conversion, and forbidding the use of native languages. Many of those who were abducted and enslaved remained with their abductors in South Darfur and West Kordofan; some were married into the abductor's family; others were sold or given to third parties, including in other regions of the country; and some ultimately escaped from their captors. Due to the cessation of the North-South conflict and the ongoing peace process, there were no known new abductions of Dinka by members of Baggara tribes during the year. However, inter-tribal abductions of a different nature, as are historically common among East African tribes, continue in Southern Sudan and warrant further investigation.

The Government of National Unity (GNU) of Sudan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. While Sudan demonstrated initial progress on a number of fronts, most of these efforts were not sustained. In addition, protective efforts did not extend to all types of trafficking victims and the Committee for the Eradication of Abduction of Women and Children's (CEAWC) efforts to return victims of slavery were stalled for part of the year by a lack of funding. To improve its anti-trafficking efforts, the government should take steps to provide protective services to all types of trafficking victims found within the country; demobilize all child soldiers from its ranks, as well as those of allied militias; publicly acknowledge the link between abductions and slavery, and denounce the continuation of this practice in the country; establish a comprehensive policy framework for identifying, verifying, retrieving, and

reintegrating abductees that is developed and agreed to by all affected parties in the north and the south; strengthen the leadership, professional management, and accountability of CEAWC at the state and local levels; and continue, as was demonstrated during the January/February returns, to work closely and transparently with the international community to adequately verify and document cases of enslavement of individuals from all affected tribes.

Prosecution

The national government's anti-trafficking law enforcement efforts were almost non-existent over the reporting period. The Sudanese Criminal Code neither specifically outlaws trafficking nor covers all of the worst forms of trafficking in persons, though Articles 162 through 164 of the Sudan Criminal Code outlaw abduction, luring, and forced labor. No trafficker has ever been prosecuted under these articles. In November 2005, the GNU reported that Emirati agents attempted to recruit 100 Sudanese children to race camels in the United Arab Emirates, but the Ministry of Interior denied the children's applications for exit visas. In October 2005, the Government of Uganda and the GNU expanded their agreement permitting Ugandan military operations on Sudanese territory. The revised agreement allows Ugandan forces to use air support and operate north of the "red line" that previously limited Ugandan pursuit of LRA rebels. During the year, the LRA reportedly continued to receive support through the continued presence of the Sudan Armed Forces' military garrison and intelligence agents in Juba. During the reporting period, the Government of Southern Sudan (GoSS), through both the President and the Vice President, publicly delivered several ultimatums to the LRA to leave Southern Sudan.

During the reporting period, the GoSS drafted a comprehensive Children's Act that prohibits the sale or exchange of children, as well as the recruitment and use of child soldiers under the age of 18.

Additional draft legislation, entitled the Children in Armed Forces Act, creates a legal framework to criminalize the act of recruitment of children and allow for the civilian prosecution of perpetrators; the bills are slated for presentation to the GoSS Assembly in April 2006.

Protection

The national government's victim protection efforts were extremely limited over the reporting period, producing mixed results. Protective efforts did not extend to all types of trafficking victims found within the country. Disagreements remain between the government and NGOs over the application of international legal standards for returning trafficked individuals to their areas of origin, as well as the definition of a child.

Child Camel Jockeys

The GNU, through the National Council of Child Welfare (NCCW), signed an agreement with a Qatari NGO that enabled the repatriation of 212 Sudanese child camel jockeys from Qatar, most through informal traditional channels. While the NCCW's efforts to repatriate children from the U.A.E. are ongoing, governmental procedures and policies, such as income generation projects, that would protect children and prevent re-victimization were lacking during the reporting period; 285 children were repatriated in mid-to-late 2005. During the year, an NCCW-NGO team conducted three field visits to follow-up with reintegrated children. In March 2006, the NCCW signed an agreement with UNICEF that established a plan of action for repatriating additional child camel jockeys from the U.A.E. Under the agreement, the NCCW is tasked with coordinating the return of victimized children, advocating locally against the use of child camel jockeys, and initiating legal reform; the recent enactment of this agreement renders an evaluation of its impact impossible.

Child Soldiers

In December, the North Sudan Disarmament, Demobilization, and Reintegration (DDR) Interim Authority and UNICEF jointly held a child advocacy meeting with commanders of 15 militias and other armed groups (OAGs) to familiarize them with the Comprehensive Peace Agreement's (CPA) guidelines for the removal of child soldiers and prepare them for the upcoming survey of child soldiers within their ranks. According to the United Nations Mission in Sudan, the OAGs agreed to fully support the removal of children. In February 2006, the GNU established, as mandated by the CPA, the inter-ministerial National DDR Coordination Council, a body with responsibility for policy formation, as well as oversight, coordination, and evaluation of the plans and processes of the Northern and Southern Sudan sub-commissions. In February 2006, President Bashir issued a Presidential Decree that established the Northern Sudan DDR Commission and mandated it with design, implementation, and management of the DDR process at the northern sub-national level. To date, the national government has made no concrete progress in demobilizing or caring for child soldiers because it denies their existence in the Sudanese Armed Forces.

The Southern Sudan DDR Commission has not yet been established to replace the South Sudan DDR Interim Authority; the GoSS had not paid the salaries of the DDR Interim Authority staff to enable a full commencement of operations. Nevertheless, during the period, the SPLA continued to cooperate with the international community to demobilize associated children, some of whom had been used as soldiers; in August 2005, 205 children were released in Western Upper Nile. In conjunction with UNICEF, the SPLA has informally released thousands of children from its ranks since 2001. In December 2005, SPLA commanders from Western Upper Nile and Nuba Mountains attended a training session to prepare for the first official demobilization of children associated with the armed forces under the CPA. In February 2006, the SPLA commenced the formal removal and demobilization of children from its ranks (which include other recently incorporated armed groups) in Unity State with the technical support of UNICEF. To date, the South Sudan DDR Interim Authority has demobilized and reunified 142 children through the formal process.

Because of an agreement between the GNU and the Government of Uganda, Ugandan children who escape or are captured from LRA forces are delivered by the SPLA to Department of Social Welfare offices in Juba or Torit for repatriation by an international organization. The same agreement applies to Sudanese children captured in Uganda; in late-2005, three Sudanese children formerly abducted by the LRA were returned to southern Sudan through this mechanism.

Abduction and Slavery

According to CEAWC, approximately 694 victims of abduction and slavery were collected from the northern states of South Darfur and South Kordofan and returned to the Bahr el Ghazal region of southern Sudan during the reporting period. This number of returned victims represents a dramatic decrease compared to the 2,708 CEAWC rescues from the previous year. NGOs and international organizations maintain that some of the individuals included in the reported 694 victims were not rescued from situations of slavery, but instead were internally displaced persons residing in the north. These retrieval and transport missions took place in June 2005 and January/February 2006; between June and January, the GNU did not provide CEAWC with the necessary funding for the transport and reunification of previously identified abductees with their families. As a result, thousands of people continued to remain in prolonged situations of forced labor and sexual exploitation. Although the GNU provided funding for this most

recent movement, it did not provide additional funding for further return efforts. During the period, CEAWC permitted UNICEF to observe some of its operations to return abducted southerners. In the latest round of repatriations, in January and February 2006, there were noticeable improvements in CEAWC's methods of returning abductees, including no known cases of forced returns and improved provisions and condition of the convoys. CEAWC reportedly delivered former abductees to their villages where their families received them. NGOs, however, have reported that the few returnees who were not reunited with their families remained extremely vulnerable, and faced food shortages and a lack of health care.

Prevention

The national government took steps to prevent trafficking for the purpose of child camel jockeying during the reporting period, but made no effort to prevent other forms of trafficking in persons. An NCCW-NGO team conducted three field visits to raise tribal awareness of the dangers of camel jockeying. According to observers, this awareness raising has done little to stop the practice, as dire economic circumstances force families to rely on their children's work for survival. The NCCW and a consultant, with NGO funding, produced a booklet entitled "Together to Protect Children from Violence" that highlighted the illegality of using children for camel jockeying and sexual exploitation. The NCCW is distributing 2,000 copies of the booklet to its chapters in each state, as well as in schools. In November, the NCCW held a public workshop on the possibility of proposing legal reforms to criminalize trafficking children for camel jockeying and to evaluate the repatriation process. An inter-ministerial committee screened travel by children to the Gulf countries when their families applied for exit visas, and a team of doctors performed medical exams to verify age in some exit visa cases.

¹A wide array of grave human rights violations, including incidences of sexual violence perpetrated against women in the Darfur region, continue to occur unchecked in Sudan. The government's progress in combating these issues is covered in great detail in the Department of State's annual Country Reports on Human Rights Practices.

SURINAME (TIER 2)

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

The Government of Suriname does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased law enforcement actions, improved efforts to identify and assist victims, and launched new training and public awareness efforts during the reporting period. The government should amend laws to criminalize all forms of trafficking and continue improving procedures to prevent entry and exploitation of foreign victims. It should also work with civil society contacts to better assist victims and encourage the reporting of trafficking cases.

Prosecution

Government efforts to investigate and prosecute traffickers intensified significantly in the last year. A variety of laws can be used to prosecute trafficking, and authorities invoked statutes against trade in women, brothel operation, and organized crime to arrest and prosecute traffickers. Congress passed anti-trafficking legislation in March 2006. A court convicted a government official and sentenced him to two years' imprisonment for sexually exploiting Guyanese minors and women in a brothel he owned. Five other brothel owners suspected of trafficking foreign women to Suriname were arrested with investigations pending. Police also investigated five additional cases that appeared to involve trafficking. Authorities began some screening of foreigners arriving in Suriname for signs of having been trafficked. Police expanded joint anti-trafficking investigative work with counterparts in the Dominican Republic and Guyana, and justice officials sought improved mechanisms for cooperation with Colombia and the Netherlands Antilles.

Protection

Although the government continues to lack resources for the direct provision of services to victims of trafficking, it increased efforts to work with civil society to shelter and assist these victims. Authorities extended services provided for domestic violence victims to trafficking victims and worked with civil society contacts and consular representatives of victims' source countries. As a result, identified foreign victims were temporarily sheltered and kept safe until their repatriation. Victims could file suit against traffickers, but few victims came forward. Women arrested in brothel raids as immigration violators and who did not indicate they were trafficked were deported, but efforts improved in treating identified victims as material witnesses needing protection rather than as criminals.

Prevention

The government made concerted and significant efforts to educate the public and train government officials during the reporting period. It launched a new national awareness campaign in February 2006, distributing brochures and posters and provided in-depth interviews about trafficking and the government's plan of action to the media. These interviews and anti-trafficking statements by senior government officials throughout the year received widespread coverage.

SWEDEN (TIER 1)

Sweden is a destination and, to a lesser extent, a transit country for women and children from Estonia, Russia, the Balkans, and Nigeria trafficked for the purpose of sexual exploitation. Authorities noted an increase in ethnic Roma women and children trafficked from Romania. Victims transit Sweden as they are trafficked to Denmark, Norway, Germany, and the United Kingdom. Recently, a large number of Chinese children were trafficked through Sweden to Denmark, Germany, Italy, France, and the Netherlands.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking in persons. The government provides funding and administrative support to NGOs in Sweden and abroad to provide assistance to victims of trafficking. The government continued to provide generous funding to combat trafficking world-wide. In October 2005, the government announced a project to improve victim repatriation and reintegration by creating a Nordic-Baltic regional network of NGOs and social and law enforcement agencies; Sweden has contributed more than \$450,000 to the project that will run from 2006

through 2009. Sweden should consider implementing domestic public awareness campaigns focusing on demand, and should implement the proposed immigration law granting a 30-day reflection period for all identified victims. Sweden's anti-trafficking efforts were supported by a law that reduced demand for trafficking victims by criminalizing the purchase of sex.

Prosecutions

The Government of Sweden increased law enforcement efforts and aggressively targeted traffickers over the reporting period. In 2005, authorities conducted 44 investigations. Prosecutions and convictions increased as well. During 2005 and early 2006, the government prosecuted and convicted 15 individuals under the anti-trafficking law, compared with two convictions obtained during the previous reporting period. Over the last year, the government also prosecuted and convicted 25 traffickers using statutes directly related to trafficking, resulting in sentences ranging from two to five years' imprisonment. Those sentenced for crimes related to trafficking received sentences ranging from two to three years. In February 2006, Sweden conducted its first trafficking in persons training for judges to help improve judicial understanding of the issue and the application of the anti-trafficking law. The government regularly cooperates with other governments in trafficking investigations. In 2005, Sweden requested and was granted the extradition of a Russian citizen from Germany in connection with a trafficking case. During the reporting period, the government did not identify or prosecute any cases of public officials complicit in trafficking.

Protection

Sweden continued to provide extensive victim support and assistance to foreign victims of trafficking, particularly after their repatriation to countries of origin. The government sponsored numerous shelters and rehabilitation centers in source countries such as Russia. It also partially funded a project that focused attention on child trafficking in Albania, Greece, and Italy. Foreign victims identified within Sweden may obtain a temporary residence permit which entitles victims to health care and social services; although these permits are currently only available to those victims who cooperate in trafficking investigations, the government recently proposed new changes to the law that would grant victims a 30-day temporary residency permit regardless of whether the victim elects to cooperate with authorities. The government has performed inadequately, however, in interdicting and protecting unaccompanied foreign children — particularly Chinese — seen transiting Sweden and believed to be victims of trafficking.

Prevention

The government continued its efforts to raise international awareness of trafficking, including efforts to increase awareness of the root causes of trafficking. Sweden worked to develop sustainable best practices and strategies to combat trafficking; this program continues to be carried out in partnership with two international NGOs. In August 2005, the government agreed to jointly fund a three-year program to strengthen the capacity of the Government of Bosnia and Herzegovina to combat trafficking in persons, provide necessary victim assistance and protection, and strengthen public awareness.

SWITZERLAND (TIER 1)

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

Thailand, Cambodia, and countries in Africa for the purpose of sexual exploitation. The government estimates the total number of potential victims currently in Switzerland is 1,500 to 2,000. Limited cases of domestic servitude and forced labor in the agricultural, construction, and tourism industries were also reported.

The Government of Switzerland fully complies with the minimum standards for the elimination of trafficking. In December 2005, Parliament passed a new immigration law that formalizes and improves the process of granting potential trafficking victims a stay of deportation and provides for residency status or the assisted return of victims and witnesses to their countries of origin. Parliament unanimously adopted a more comprehensive definition of human trafficking that includes forced labor. Switzerland continued to demonstrate great commitment to combat human trafficking by generously funding protection and prevention efforts in source countries. Although the government's international efforts are commendable, more should be done to fight trafficking domestically. The government should ensure that more convicted traffickers serve time in prison. The government should also enact a domestic demand-reduction public awareness campaign. The national government should continue to work with cantonal authorities to establish a national trafficking statistics gathering system.

Prosecution

The Government of Switzerland continued to make progress in its law enforcement efforts during the reporting period. National statistics on the total number of trafficking investigations were unavailable at the time of this report, but police investigated at least 30 trafficking cases in 2005. Authorities conducted at least 16 prosecutions in 2005. Courts convicted at least 22 traffickers in 2005, an increase from 12 in 2004. Of the 22 traffickers convicted in 2005, 16 received suspended sentences while six traffickers received sentences ranging from five to 16 months. The Swiss Government cooperated with other governments in the investigation and prosecution of numerous trafficking cases. During the reporting period, the national government expanded its specialized anti-trafficking training program for police officers and instructed cantonal migration offices to improve victim assistance statistics.

Protection

Switzerland continued to improve victim protection efforts. The government identified at least 97 victims in 2005. Trafficking victims, regardless of their immigration status, are entitled to free and immediate medical care as well as psychological, social, and legal assistance. Local victim assistance centers provided victims with a minimum of 14 days of emergency lodging and 14 days of living allowance. In 2004, 84 trafficking victims received help from victim assistance centers. At least three cantons provided funding to a victim assistance anti-trafficking NGO in 2005. Several cities have established victim referral processes between judicial, police, and immigration authorities and NGOs. In 2005, 30 trafficking victims were granted 30-day temporary stays of deportation for contemplation and recovery. An additional 18 victims were granted short-term residency permits for the duration of the legal proceeding against their traffickers. Eight victims were given long-term residency permits subject to annual review for reasons of personal hardship.

Prevention

The Government of Switzerland continued its commendable public awareness programs in source countries, but domestic prevention efforts remained limited. In 2005, the government provided more than \$1 million for prevention and protection projects to international

organizations and multiple NGOs working abroad; over two dozen prevention campaigns were funded in Eastern and Southeastern Europe, Latin America, Asia, and Africa. The Department of Foreign Affairs also worked to raise trafficking awareness among business people of multinational companies based in Switzerland. Swiss embassies and consulates abroad increased their scrutiny of applicants for work visas as nightclub performers; officials ensured that applicants received valid work contracts, were aware of their future working conditions, and were given NGO contact information if they later required assistance. The government did not conduct a domestic public awareness campaign in 2005.

SYRIA (TIER 3)

Syria is a destination country for women from South and Southeast Asia and Africa for domestic servitude and from Eastern Europe and Iraq for sexual exploitation. Women from Indonesia, Sri Lanka, the Philippines, Ethiopia, and Sierra Leone are recruited for work in Syria as domestic servants, but some face conditions of exploitation and involuntary servitude including long hours, non-payment of wages, withholding of passports and other restrictions on movement, and physical and sexual abuse. Similarly, Russian, Ukrainian, and Belarussian women recruited for work in Syria as cabaret dancers are not permitted to leave their work premises without permission and have their passports withheld — indicators of involuntary servitude. In addition, of the 450,000 Iraqis in Syria, some of the women and children are reportedly forced into sexual exploitation.

The Government of Syria does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Syria has done little to address its trafficking in persons problem. It has no anti-trafficking policy, programs, or coordinator, but has shown some political will to tackle the issue. With IOM's assistance, Syria conducted a workshop to raise awareness of the trafficking problem and formed a committee to combat trafficking. Nonetheless, this committee has never met. The government also reported no trafficking prosecutions during the year. The government failed to provide protection for trafficking victims, and even incarcerated child victims of sex trafficking in detention centers. Syria should prosecute more traffickers; improve protection for victims by building a shelter; providing medical, psychological, and legal aid; and increase public awareness of trafficking.

Prosecution

Syria failed to take any significant steps to improve its prosecution record over the year. In September 2005, Syria decreed the formation of a committee to draft a comprehensive anti-trafficking law and a set of rules to regulate manpower agencies. This committee, however, has yet to meet and there has been no progress on drafting a new law or regulations. Syria also did not report any prosecutions of trafficking offenses and failed to train law enforcement officials in trafficking investigation and prosecution techniques. In addition, although manpower agencies are illegal in Syria, the government took no steps to shut them down or otherwise regulate them to ensure that they do not facilitate the trafficking of foreign workers. The government should enact a comprehensive trafficking law or utilize existing provisions in its criminal code to prosecute sex traffickers and traffickers of forced labor. Law enforcement training and better regulation of manpower agencies would also help address trafficking problems in Syria.

Protection

During the year, the Government of Syria took insignificant steps to improve protection of trafficking victims. Syria failed to financially support or make available protection services such as a shelter or legal aid to trafficking victims. Minors caught in sexual exploitation are reportedly housed in juvenile detention facilities. The government should cease detaining child trafficking victims and increase protection for all victims.

Prevention

Syria took minimal steps in preventing trafficking over the year. Syria continues to monitor its borders closely for signs of smuggling and trafficking, though it did not detect one case of trafficking over the last year. The government should consider formulating a broad public awareness campaign to increase awareness of trafficking in persons.

TAIWAN (TIER 2 WATCH LIST)

Taiwan is primarily a destination for men, women, and children trafficked for forced labor and sexual exploitation. Women from the P.R.C. and Southeast Asian countries are trafficked to Taiwan for sexual exploitation and forced labor. Women and children, primarily from Vietnam, are trafficked to Taiwan through the use of fraudulent marriages, deceptive employment offers, and illegal smuggling for commercial sexual exploitation and forced labor.

A significant share of foreign workers — primarily from Vietnam, Thailand, and the Philippines — are recruited legally for low-skilled jobs in Taiwan's construction, fishing, or manufacturing industries or as domestic servants, and are subjected to forced labor or involuntary servitude by labor agencies or employers upon arrival in Taiwan. Many of these contract migrant workers come from poor rural areas and are forced to pay up to \$8,000 to recruitment agencies or brokers for a job in Taiwan, resulting in substantial debt that labor agencies and/or employers use as a tool for involuntary servitude. The process for recruitment and placement of the 350,000 foreign workers in Taiwan — half of whom are caregivers working in private residences and not protected by Taiwan's labor law — lacks regulation and oversight and may therefore lead to situations of involuntary servitude. The recruitment of foreign brides primarily from Vietnam, but also from other Southeast Asian nations, is poorly controlled and, as a consequence, has become a major conduit for the trafficking of girls and women into the Taiwan sex trade, as well as for forced labor. To a much lesser extent, there is internal trafficking of children for sexual exploitation and trafficking of a small and declining number of Taiwan women to Japan for commercial sexual exploitation.

Taiwan authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. Taiwan is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts over the past year to address trafficking, despite ample resources to do so, particularly to address the serious level of forced labor and sexual servitude among legally migrating Southeast Asian contract workers and brides. Taiwan authorities need to demonstrate political will in tackling the trafficking in persons problem on the island. Taiwan should also develop a clear policy and action plan that adequately covers sex trafficking and involuntary servitude among foreign workers and brides.

Comprehensive anti-trafficking legislation that criminalizes all forms of trafficking is critical to punishing traffickers who currently operate with relative impunity.

Taiwan has improved its collaboration with local and international NGOs to protect victims of trafficking, particularly P.R.C. citizens, and some members of its legislature are attempting to pass comprehensive anti-trafficking legislation. However, there continue to be concerns over the treatment of the large number of Vietnamese brides present in Taiwan. Taiwan officials concede that the process for admitting foreign brides is not sufficiently monitored, noting that 47 percent of Vietnamese brides in Taipei county are not living with their Taiwanese husbands. Taiwan also remains a destination for foreign workers. The oversight system for their recruitment and stay in Taiwan is not adequately scrutinized. Twenty thousand of the 350,000 foreign contract workers in Taiwan are "runaways" who have left their site of employment in Taiwan for a variety of reasons, including abuse or conditions of involuntary servitude. Taiwan authorities view most runaways as workers seeking to remain in Taiwan illegally, and therefore treat them as law-breakers, detaining and then deporting them immediately upon capture. Labor rights and anti-trafficking NGOs claim — with detailed accounts — that many of these runaway workers escaped conditions of bonded or forced labor or sexual servitude.

Prosecution

Taiwan has a number of related laws that may be used to prosecute traffickers, including laws against slavery and exploiting children in prostitution, but it does not have comprehensive anti-trafficking legislation. On April 13, 2006, Taiwan's Council of Labor Affairs (CLA) announced that businesses or individuals caught employing illegal workers will be fined up to \$23,000. The new regulation, which took effect on April 20, 2006, will be directed at those who knowingly hire illegal workers. The CLA also announced that it will begin inspecting businesses that employ large numbers of female workers to ensure the workers are not being mistreated and to verify that the businesses have mechanisms in place that allow workers to report sexual harassment or abuse.

Over the reporting period, there were 94 indictments and eight convictions for sex trafficking crimes under Sections 231, 296, and 296-1 of Taiwan's criminal code; in contrast, there was only one reported prosecution for forced labor or exploitative labor practices. Although the CLA identified some victims of involuntary servitude, there were no cases referred for investigation or prosecution by law enforcement or judicial authorities. Punishments for employers or labor agencies found guilty of abuses, including forced labor, were administrative and light, most involving fines. The government has procedures for monitoring companies that employ foreign workers; however, none have been held criminally responsible for any potential trafficking-related violations. Taiwan legislative officials have drafted and are attempting to pass anti-trafficking legislation. Efforts are also underway to tighten immigration procedures and interviewing techniques in detention centers.

Protection

The Taiwan authorities provided inadequate protection for many victims of trafficking on the island over the last year, though they made efforts to improve levels of victim support in some areas. Most significant were efforts to identify and treat with care victims of sex trafficking found among the thousands of P.R.C. girls and women arrested for involvement in prostitution or immigration violations. As of April 3, 2006, there were 15 P.R.C. female trafficking victims at detention center facilities.

Care for the estimated larger number of foreign victims of labor trafficking, domestic servitude, or sex trafficking among Southeast Asian contract laborers and imported "brides" remained uneven. Taiwan authorities continue to punish victims of trafficking for unlawful acts committed as a direct result of their being trafficked. Taiwan authorities fail to offer P.R.C. and Southeast Asian trafficking victims legal alternatives to their removal to countries in which they face hardship or retribution. Taiwan authorities operate two detention centers that are used to detain undocumented P.R.C. females prior to their forced repatriation, which contain separate, more comfortable facilities for the hundreds of P.R.C. females identified as trafficking victims. It is not clear if these identified trafficking victims are encouraged to assist in the prosecution of their traffickers. Victim protection varied widely among the different localities on the island. While Taiwan authorities provide substantial funding to the Foundation of Women's Rights Promotion, which in turn funds local NGOs to which it also refers victims — primarily Vietnamese brides — there are no centrally funded anti-trafficking shelters on the island. Taiwan authorities have undertaken modest efforts to ensure that brides in Taiwan understand their rights, and also run a hotline for reporting abuse. However, critics claim that the hotline is rarely used and that most potential victims are not aware of its existence. Taiwan also made stronger attempts to interview foreign spouses upon entering Taiwan, as demonstrated by the increase in the identification of fraudulent marriages (30-35 percent were rejected in 2005).

In contrast, care and assistance to Southeast Asian contract workers who have become victims of involuntary servitude is minimal. Taiwan authorities made significant efforts to better regulate the foreign labor sector, but this was focused on minor labor abuses rather than on more serious allegations of involuntary servitude. In 2005, the CLA established 24 offices around the island to provide counseling and other services to abused foreign workers. These centers, however, do not provide overnight shelter for victims; the only shelters available for victims of labor exploitation or involuntary servitude are NGO facilities. In 2004, the CLA established legal aid offices, a hotline, and a booth in the airport aimed to provide information to incoming foreign workers. The CLA reported that it is administering a program that will allow abused foreign workers to be reassigned to another employer or be returned to their country of origin. It also plans to increase the number of labor inspectors. NGOs question whether the CLA will follow through with plans, and many foreign workers remain unaware of the hotline, pamphlets, or shelters.

Prevention

Taiwan authorities' public statements about the dangers of the sex trafficking problem demonstrate the seriousness with which Taiwan evaluates the problem. There is also a growing public awareness and media coverage of the huge forced labor problem found in Taiwan's relatively unregulated inflow of low-skilled foreign contract laborers. Taiwan has conducted prevention campaigns aimed at foreign workers, including brochures laying out the laws in Taiwan and running radio public service announcements. Taiwan authorities, who participate in anti-trafficking training, also provide funding to international organizations for anti-trafficking outreach, largely for the purpose of counseling girls who may be sexually exploited or trafficked.

TAJIKISTAN (TIER 2)

Tajikistan is a source country for women and children trafficked to the U.A.E., Turkey, Saudi Arabia, Kuwait, and Iran for purpose of sexual exploitation; men are trafficked to Russia for labor exploitation.

In 2005, at least 420 women were trafficked to the U.A.E. and other Arab countries for sexual exploitation, according to IOM. IOM confirmed that 2,000 men were trafficked to Russia to labor in the construction and agricultural industries. Media reports linked trafficking rings to financing terrorist organizations, although the government denies such reports.

The Government of Tajikistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to demonstrate commitment and interest in combating human trafficking. The government drafted a national action plan that, when formally adopted, will coordinate the government's actions and clarify its goals. The government should focus on amending its trafficking law to clearly define human trafficking. Prosecutors should also receive training on how to effectively prosecute trafficking cases. The government should continue to cooperate with neighboring governments to seek cooperation in joint investigations, the extradition of traffickers, and repatriation of victims.

Prosecution

The Government of Tajikistan greatly improved its anti-trafficking law enforcement efforts over the last year. Authorities conducted 81 trafficking investigations in 2005, a substantial increase from 14 in 2004. The government prosecuted 57 trafficking cases; at the time of this report 17 of these prosecutions were still pending. Twenty-eight traffickers were convicted in 2005. Specific sentencing data on these 28 traffickers was unavailable, although the average sentence for convicted traffickers ranged from five to 12 years in prison. There were no suspended sentences; all 28 convicted traffickers were sentenced to time in prison. Government corruption in trafficking activity remained a concern; traffickers used their contacts in government agencies to illegally obtain false documents. In 2005, the 14 low-level law enforcement officers who were arrested during the previous reporting period for engaging in the commercial sexual exploitation of underage girls were dismissed from their positions.

Protection

The Tajik Government did not improve its protection of trafficking victims during the reporting period, due in part to a lack of funding. The government did not provide direct shelter facilities for victims, nor did it provide financial support to NGOs that assisted victims; however, it did work with international organizations to establish shelters and to assist and repatriate Tajik victims from abroad. In 2005, officials from the government and IOM traveled to the U.A.E. to assist in the repatriation of 48 Tajik women and one man. Once the action plan is enacted, the Ministry of Health will provide victims with medical and psychological treatment. The government encourages victims to assist in the investigation process and provide testimony during trials.

Prevention

The government conducted limited trafficking awareness efforts over the last year, though it did improve efforts to monitor immigration patterns for trafficking activity. The Ministry of Interior opened an Intelligence and Analytical Center for Counter-Narcotics and Trafficking in Persons in February 2006. Border Guards are trained to screen for potential traffickers and victims. Authorities established a data analysis center at the Dushanbe Airport to monitor travelers' data in and out of the country. In early 2006, the State Migration Service established a database to track trafficking acts. In February 2006, the government signed a Memorandum of Understanding with IOM that will coordinate IOM programs and government efforts. The government cooperated with local and international NGOs to raise awareness among more than 71,000 students at the high school and university levels. The awareness campaign included lectures, theater shows on trafficking, television and radio programming, brochures, and leaflets.

TANZANIA (TIER 2)

Tanzania is a source and possibly transit country for children trafficked for forced labor and sexual exploitation. Girls from rural areas are trafficked to urban centers for domestic servitude and commercial sexual exploitation. Domestics fleeing abusive employers as well as voluntary migrants unable to find work in urban centers sometimes fall prey to exploitation in prostitution. Boys are trafficked within the country for exploitative work on farms, in mines, and in the informal sector. Small numbers of girls are also reportedly trafficked to South Africa, Oman, the United Kingdom, and possibly other European or Middle Eastern countries for domestic servitude. Citizens of neighboring countries may be trafficked through Tanzania for forced domestic labor and sexual exploitation in South Africa and the Middle East.

The Government of Tanzania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made progress over the last year in improving its law enforcement response to human trafficking, particularly through training of security personnel. In order to address trafficking in persons more effectively, Tanzania should investigate and prosecute traffickers more vigorously, implement its plans to harmonize all elements of its legal code pertaining to trafficking in persons, and build on the joint government-NGO efforts in education and awareness to result in a nationwide campaign.

Prosecution

The Tanzanian government's anti-trafficking law enforcement efforts were modest during the reporting period. Although Tanzanian law prohibits human trafficking, these provisions are inadequate as they lack precise definitions and do not cover all forms of trafficking. In 2005, the government sent two officials to a seminar in South Africa on anti-trafficking legislation. The resulting national legislative review and recommendations prompted other officials to request outside technical assistance in producing draft legislation. Implementation of the Employment and Labor Relations Act of 2004 that specifically prohibits forced child labor began; during the year, 60 of the nation's 90 labor officers received three months of training on the new labor laws, including provisions concerning commercial sexual exploitation and forced child labor. No specific trafficking cases were fully prosecuted or convicted during the year. However, in May 2005, a man was arrested and charged with abusing and raping a trafficked domestic servant; the investigation is ongoing. In November 2005, police arrested a woman in Morogoro for abducting a 16-year-old girl and forcing her into prostitution and labor at a food stall; the case is pending prosecution. In addition, police in five regions rescued 53 trafficked girls and turned them over to an NGO for care. In June 2005, immigration officials detained a woman suspected of attempting to traffic two children to the United Kingdom. Although further police investigation revealed that the case did not constitute human trafficking, training provided to law enforcement officials in the previous reporting period resulted in increased awareness of trafficking, recognition of suspicious movements, and improved cooperation between police and immigration officials. Government officials who participated in a November 2005 conference on combating human trafficking subsequently trained 30 local officers on Unguja, the main island of the Zanzibar archipelago, and 15 to 20 immigration officials in March on Pemba island. In March 2006, the government obtained training for 130 immigration cadets and 500 prison wardens on the nature of human trafficking and recognizing victims.

Protection

The government provided indirect care to trafficking victims during the reporting period. Police officers and railway officials referred trafficking victims to NGOs that provided protective services. An NGO

established a free hotline in Dar es Salaam that police utilized during the year to report the discovery of trafficking victims. The government provided medical supplies, including HIV test kits and drugs for treating STDs, to NGOs that assist trafficking victims; between 1,800 and 2,200 girls, some of whom are trafficking victims, received these provisions in 2005. The government also trained more than 30 NGO staff members on health issues and provided trafficking victims access to health clinics. In 2005, 969 children were withdrawn from commercial sexual exploitation, 1,379 from domestic work, and 420 from mining through the involvement of labor inspectors and police in an ILO-IPEC program; some of these children were victims of trafficking.

Prevention

The government undertook modest prevention efforts. Knowledge of human trafficking spread beyond a central core of officials in a few ministries to groups of key officials in all relevant ministries. Local government officials at the district and ward-level worked with an NGO at 18 locations in 11 districts to educate bar owners on the illegality of employing underage girls. During the year, the Ministry of Foreign Affairs assumed the lead in coordinating national anti-trafficking initiatives and chaired the inter-ministerial committee on human trafficking, which met twice. In December, the committee appointed a police officer to be the Research Coordinator for Human Trafficking; he requested training of government officials and began advocating for the creation of an anti-trafficking office within the Ministry of Public Safety and Security. The Ministry of Education and Vocational Training assumed responsibility for operating over 300 educational centers for persons at risk of being trafficked, many of whom headed households or had never been to school.

THAILAND (TIER 2)

Thailand is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant number of Thai women are trafficked to Japan, Malaysia, Bahrain, Australia, Singapore, South Africa, Taiwan, Europe, and North America for sexual exploitation. Thai laborers working abroad often pay excessive recruitment fees prior to departure, resulting in situations of severe indebtedness which can lead to debt bondage, a form of trafficking in persons. Burmese, Cambodian, and Lao men are primarily trafficked to Thailand for forced labor in the construction and agricultural sectors, particularly the fishing industry, while Burmese, Cambodian, and Lao women and girls are trafficked for factory and domestic work and the sex trade. A significant number of Cambodian children are trafficked to Thailand for the purpose of begging. The majority of trafficking victims from Burma, Laos, Cambodia, and the People's Republic of China (P.R.C.) are economic migrants who are subjected to conditions of forced or bonded labor and commercial sexual exploitation in Thailand. Regional economic disparities drive significant illegal migration into Thailand, presenting traffickers with opportunities to move victims into labor or sexual exploitation. Internal trafficking also occurs in Thailand, involving victims from Northern Thailand, especially ethnic hill tribe women and girls who are denied Thai citizenship. The denial of citizenship to ethnic hill tribe people makes them more susceptible to trafficking. Widespread sex tourism in Thailand encourages trafficking for sexual exploitation.

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

Government showed progress in convicting traffickers and providing protection for victims of trafficking, although progress was not seen in efforts to address labor forms of trafficking. Implementation of Thailand's labor export regulations is weak, allowing unscrupulous employment agencies to subject Thai workers to conditions of debt bondage in jobs overseas. Some Thai agricultural and unskilled laborers pay exorbitant fees to work overseas and often face conditions of involuntary servitude in the destination country. Thailand lacks adequate protection for victims of labor trafficking, but a comprehensive draft anti-trafficking law that will criminalize labor forms of trafficking is expected to be approved by the Thai Parliament by the end of 2006. Government action should focus on taking steps to punish acts of forced labor among vulnerable foreign migrant populations in Thailand and to provide greater protection for Thai workers sent abroad by exploitative Thai labor supply companies. Progress in passing and enacting the draft comprehensive anti-trafficking law would bring Thailand into compliance with international standards.

Prosecution

The Royal Thai Government made modest progress in its law enforcement efforts against trafficking over the reporting period. Thailand has an anti-trafficking law (1997), but it applies only to trafficking of women and children for sexual exploitation and fails to criminalize forced or bonded labor or trafficking involving men. The 1997 law provides for imprisonment of one to 10 years for trafficking women and seven years-to-life imprisonment for trafficking children. In 2005, the government reported 352 arrests and 74 convictions from cases filed in 2003 and 2004. Sentences handed down for trafficking cases remained light, with an average sentence of three years' imprisonment. The Thai Police reported no arrests or prosecutions of law enforcement officials complicit in trafficking. There was no information available on the prosecution of 18 police officers fired in 2003 for complicity in trafficking.

Protection

In 2005, the Thai Government continued to provide impressive protection to select categories of trafficking victims; others, such as male foreign victims of forced or bonded labor, received little or no protection. Government care for victims of sexual exploitation is provided only after the victims are identified by NGO or government social workers. The Thai Government operated 97 shelters throughout the country for abused women and children, six regional shelters exclusively for foreign trafficking victims, and a central shelter outside of Bangkok with capacity for over 500 foreign trafficking victims. Coverage of this network of shelters, however, is uneven as the northernmost shelter in Phitsanulok is too far to provide rapid and adequate victim services to key northern provinces such as Chiang Mai, Chiang Rai, and Phayao. A \$12.5 million fund was established in August 2004 by the Thai prime minister to care for victims of trafficking and to support anti-trafficking projects, but so far only \$2.5 million has been scheduled for expenditure.

Thailand's overseas missions continued to provide support to Thai sex trafficking victims who wished to return home and could prove their Thai citizenship, but limited funding is available to assist their repatriation through the Ministry of Social Development and Welfare (MSDW). Ethnic non-Thai victims trafficked from or through Thailand, however, received less Thai Government support. Implementation of a June 2005 Thai Cabinet policy decision to protect and repatriate non-Thai citizens to Thailand, if they can prove prior residency in Thailand, has yet to be completed. During the reporting period, MSDW continued to conduct seminars for government officials on implementation of the government's memorandum of understanding with NGOs on the treatment of sex trafficking victims and

the country's national action plan. The government also provided police and consular officials with training on trafficking issues and dealing with victims.

There remain no formal and systematic protections offered to foreign victims of forced or bonded labor in Thailand. Although trafficking of men is not addressed in current Thai law, the Thai police in several cases in the last year referred Burmese men who were trafficking victims to protective care, rather than subject them to arrest and deportation. The Thai Government does not offer legal alternatives to the removal of foreign trafficking victims to a country where they may face hardship or retribution.

Prevention

The Thai Government sustained its efforts to raise awareness of trafficking in 2005. The Thai police continued its public information campaign, which included the placement of signs and posters at public transportation venues and in residential neighborhoods. The public information campaign also included a hotline for reporting suspected cases. The government continued to support the work of NGOs and international organizations to carry out public awareness campaigns and provide victim support services.

TOGO (TIER 2 WATCH LIST)

Togo is a source, transit, and destination country for children, women, and men trafficked for forced labor and sexual exploitation. The majority of victims are children, and trafficking within the country is more prevalent than international trafficking. Children are trafficked within Togo, and to Gabon, Benin, Burkina Faso, Nigeria, Niger, Cote d'Ivoire, Lebanon, and Europe to work as domestic servants, produce porters, roadside sellers, agricultural laborers, and for sexual exploitation. Togolese women may be trafficked to Europe for forced labor and sexual exploitation.

The Government of Togo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Togo is placed on Tier 2 Watch List for failure to show evidence of increased efforts to combat trafficking over the past year, particularly in the areas of prosecution and protection. The government failed to convict any persons for trafficking offenses during the year. For the first time, however, the government passed legislation in 2005 prohibiting child trafficking. To improve its response to trafficking, Togo should increase prosecution and protection efforts and improve inter-ministerial cooperation to combat trafficking.

Prosecution

The Government of Togo has taken initial steps to combat trafficking through law enforcement over the last year despite resource constraints. Inconsistencies in the 2005 anti-child trafficking law have made implementation and prosecution difficult. However, a draft Child Code with an improved law is pending adoption, as is a comprehensive law criminalizing all forms of trafficking in all persons. The government filed complaints against 16 traffickers who are awaiting prosecution. Togo signed a multilateral anti-trafficking agreement with nine other West African countries in July 2005.

Protection

The Togolese Government continued to provide limited protection to victims during the reporting period. The government provides initial, temporary shelter and psychological and social services to

victims, although it does not operate its own shelters. Police, ministry officials, and regional anti-trafficking committees refer victims to NGOs and international organizations for care. The National Committee for the Reception and Reinsertion of Trafficked Children continued to assist NGOs and international organizations to reunify victims with their families. The government contributed \$4,000 to an NGO shelter in 2005. During and following "Operation Rescue" — a raid of a Lome market where children are sexually exploited — the government inadvertently violated victim rights and provided inadequate victim care by returning detained children, including possible trafficking victims, to the market after brief detention. The government failed to educate these victims' families about trafficking or to provide follow-up care or monitoring.

Prevention

Togo continued to make modest efforts to educate the public about trafficking. Regional and local committees organized by the government, and with government participation, have played a significant role in raising awareness about trafficking and identifying potential victims. Although Togo's new child trafficking statute mandates the formation of a National Commission Against Child Trafficking, the government has not issued the decree necessary to establish this body. The government lacks adequate inter-ministerial coordination to combat trafficking. The government media ran several articles about the new anti-trafficking law and, in collaboration with NGOs, aired a television documentary on trafficking. The government also collaborated with NGOs, regional committees, and international organizations to educate union and employer organizations, school associations, students, and journalists about trafficking.

TUNISIA (TIER 2)

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

The Government of Tunisia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Tunisia worked closely with European neighbors to address the issue of smuggling and trafficking. The government also monitors its borders closely to interdict smuggling and trafficking rings. However, Tunisia should take measures to systematically screen illegal migrants to identify possible trafficking victims and devise an appropriate anti-trafficking response, including a means for according protection to victims of trafficking. The government should also utilize existing laws to identify and prosecute a greater number of traffickers.

Prosecution

The Government of Tunisia took some measures to punish trafficking crimes over the last year. Tunisia has a comprehensive anti-trafficking law criminalizing all forms of trafficking, but the government may have used other statutes to prosecute some persons involved in human smuggling to Europe and those involved in the commercial sexual exploitation of children. Nonetheless, the government failed to actively distinguish between persons smuggled and trafficking victims. Local NGOs report none of the illegal migrants they assist have identified themselves as victims of trafficking. Tunisia should ensure investigators have appropriate training to identify potential trafficking victims. It should also pursue

training programs for police officers, attorneys, and judges on methods of investigating and prosecuting trafficking crimes.

Protection

Tunisia made limited progress in its efforts to protect victims of trafficking during the year. The government has no formal system specifically to protect trafficking victims, but victims of trafficking have access to social services available for the abused and vulnerable. For instance, the government assigns a child protection delegate for each district to ensure that child sexual abuse victims receive adequate medical care and counseling. Tunisia also employs government workers, including social workers, to assist in three shelters operated by the Tunisian National Women's Union. Nonetheless, child victims of commercial sexual exploitation may be incarcerated for acts directly related to their having been trafficked. The government should grant funding to foreign or domestic NGOs to support identified trafficking victims. In addition, the government should provide specialized training programs for government or embassy officials to help them identify victims of trafficking.

Prevention

The Government of Tunisia took positive steps to prevent trafficking in persons over the reporting period. Tunisia collaborated with European counterparts such as the Italian Government to interdict smuggling rings, some of which may include traffickers. The Tunisian and Italian Governments, for example, jointly implemented an immigration program designed to reduce illegal migration via Tunisia to Italy. To prevent the abuse of Tunisian workers abroad, the government deployed "social attachés" in countries with large Tunisian populations to inform those workers of their rights. The government should continue monitoring its borders to screen for potential victims of trafficking and develop anti-trafficking public awareness campaigns.

TURKEY (TIER 2)

Turkey is a major destination and transit country for women and children trafficked primarily for sexual exploitation and, to a lesser extent, forced labor. In 2005, IOM's office in Turkey reported that 60 percent of cases identified involved victims from Ukraine and Moldova; other victims are trafficked from throughout Eastern Europe and the former Soviet Union. Reports of trafficking within Turkey continued. Turkish traffickers used violence to control their victims, often using threats against victims' families as a powerful form of coercion.

The Government of Turkey does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Turkish Government actively investigated cases of trafficking in 2005 and continued to screen potential trafficking victims, increasing the number of identified and repatriated victims during the year. However, the application of this screening appeared uneven; IOM reported that many trafficking victims were not identified prior to their deportation by Turkish authorities. The number of government prosecutions decreased in 2005 and courts acquitted or dismissed cases against a significant number of suspected traffickers. The Turkish Government should improve the screening of potential victims and ensure they are fully informed of their rights. The government should take steps to improve its investigations and judicial awareness of trafficking, fully implement the revisions to the penal code to strengthen punishments for trafficking, and encourage victims to assist in investigations.

Prosecution

The Government of Turkey made modest, but uneven, progress in its efforts to punish trafficking crimes over the last year. Turkish authorities investigated 166 trafficking cases against 241 suspects in 2005. The government prosecuted 48 cases involving 144 suspects during the reporting period, a decrease from 142 cases in 2004. Turkish courts increased the number of trafficking convictions to a total of 29 traffickers in 2005, nine of whom received sentences of four to five years' imprisonment. The remaining 20 convicted traffickers received probation or fines. Seventy-five of the suspected traffickers prosecuted were acquitted and 40 other cases were dismissed or remanded to other courts. Of the 379 suspects arrested for trafficking, 134 were released and 105 escaped in 2005. The government continued to train its police to improve its law enforcement response to trafficking. During the reporting period, the Jandarma trained 206 new officers in targeted trafficking districts. In addition, 120 officers attended training that focused on investigative techniques, sensitive treatment of victims as witnesses and ways to cooperate with NGOs. The government improved its capacity to cooperate on trafficking cases with source countries by signing anti-trafficking protocols with Georgia, Ukraine, and Moldova. During the reporting period, some source country governments reported that the Turkish Government failed to respond to requests for bilateral assistance. Reports of Turkish law enforcement officials facilitating illegal prostitution and trafficking continued, although there were no reported investigations of official complicity in trafficking in 2005. The government continued its prosecution of two police officers charged with trafficking in March of 2005.

Protection

The Turkish Government improved protection for victims of trafficking over the last year. In October 2005, Ankara authorities renovated and opened a second trafficking shelter in the country. Local government officials continued to provide the rent and administrative costs for its shelter in Istanbul. Combined, both shelters reported assisting 134 victims in 2005. International organizations and NGOs reported repatriating a total of 220 victims in 2005, a significant increase from 62 in 2004. The government issued eight humanitarian visas to allow victims to stay in Turkey and receive government services, a decrease from 13 issued the previous year. The government continued to provide full medical assistance to victims of trafficking. Although the government has a screening and referral system in place, IOM reported 249 trafficking victims were identified outside Turkey after their likely deportation in 2005. Notably, the Ministry of Interior is investigating IOM's claims that some victims of trafficking are not provided with legal alternatives to their removal to countries where they face hardship or retribution.

Prevention

The Turkish Government launched a national multi-lingual anti-trafficking hotline in May 2005. This hotline helped rescue 52 victims from their traffickers. Throughout the reporting period, Turkish authorities at key border crossings and consular officials abroad distributed small passport inserts to travelers to publicize the hotline and warning signs of trafficking. The Turkish Jandarma printed and distributed an additional 150,000 copies of their anti-trafficking brochures to police precincts and citizens throughout Turkey in 2005.

UGANDA (TIER 2)

Uganda is a source country for men, women, and children trafficked for forced labor and sexual exploitation. The terrorist rebel organization Lord's Resistance Army (LRA) abducts children and adults in northern Uganda and southern Sudan to serve as cooks, porters, agricultural workers, and combatants; girls are subjected to sex slavery and forced marriage. Some abducted children and adults remain within Uganda, while others are taken to southern Sudan or eastern Democratic Republic of the Congo. There are reports of a small number of children serving in the Uganda People's Defense Forces (UPDF) and various local militias known as Local Defense Units; there is no evidence that security forces conscript children. Ugandan girls are trafficked within the country from rural villages to border towns and urban centers for commercial sexual exploitation.

The Government of Uganda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its anti-trafficking efforts, the government should prosecute perpetrators of child commercial sexual exploitation, develop a mechanism for providing protective services to all types of trafficking victims, take steps to pass a comprehensive anti-trafficking law, and clarify which cases of child defilement meet the definition of trafficking in persons.

Prosecution

With the exception of the existing amnesty program, the government's anti-trafficking law enforcement efforts were minimal during the reporting period. Uganda does not have a comprehensive law specifically prohibiting trafficking in persons; however, during the year, a member of parliament drafted a comprehensive anti-trafficking law and lobbied for support. The penal code specifies penalties for several trafficking-related offenses, such as forced labor, but there have been no trafficking cases prosecuted under these laws. The government's vigorous prosecution of "child defilement" cases included an undetermined number of cases involving trafficked children. Police conducted several anti-prostitution "sweeps" in urban centers; statistics on children in prostitution found during these activities were not kept and these girls were generally released the same day. In October 2005, the Ugandan and Sudanese Governments expanded their agreement permitting UPDF operations on Sudanese territory, allowing the UPDF to use air support and operate north of the previous boundary line. When captured, LRA rebels are not charged with human trafficking. Instead, almost all ex-combatants apply for amnesty; in 2005, 691 former LRA combatants applied for and received amnesty. The UPDF reportedly screened out 72 children applying to join military forces in early 2005.

Protection

While the government offers initial protection to children separated from the LRA, it does little to care for those exploited in prostitution. In 2005, the UPDF's Child Protection Unit facilitated the reception and debriefing of 563 surrendered or captured child soldiers at two reception centers, as well as their subsequent transfer to NGO-run reintegration programs. Child soldiers that have been reintegrated by NGOs into their communities are provided the same protective services extended to the entire community. The government does not offer protection for child victims of commercial sexual exploitation. In June, the Ministry of Gender, Labor, and Social Development began coordinating the administration of government services and international funds that support vulnerable children, including those in prostitution or made vulnerable by conflict.

Prevention

The government demonstrated greater initiative to increase public awareness of trafficking during the reporting period. In northern Uganda, the government used regular local-language radio programs to persuade abducted children to return from the bush. ILO-IPEC trained 150 local police officers and 38 senior police commanders to raise local community awareness on the nature and dangers of exploitative child labor, including child commercial sexual exploitation. Between October and December 2005, these officers led over 40 community meetings on the subject, visited more than 40 schools, participated in 25 radio programs, and trained an additional 300 police officers on their responsibility to prevent child exploitation and enforce the related laws. Government officials participated in a national anti-trafficking working group that supported the drafting of an anti-trafficking law.

UNITED ARAB EMIRATES (TIER 2 WATCH LIST)

The United Arab Emirates is a destination country for men, women, and children trafficked from South and East Asia, Eastern Europe, Africa, and the Middle East for involuntary servitude and for sexual exploitation. An estimated 10,000 women from sub-Saharan Africa, Eastern Europe, South and East Asia, Iraq, Iran, and Morocco may be victims of sex trafficking in the U.A.E. Women also migrate from India, Sri Lanka, Bangladesh, Indonesia, Ethiopia, and the Philippines to work as domestic servants, but may have their passports confiscated, be denied permission to leave the place of employment in the home, and face sexual or physical abuse by their employers. Similarly, men from India, Bangladesh, and Pakistan come to the U.A.E. to work in the construction industry, but may be subjected to conditions of involuntary servitude as they are coerced to pay off recruitment and travel costs that can exceed two years' wages, sometimes having their wages denied for months at a time. Victims of child camel jockey trafficking may still remain in the U.A.E. Once a destination for thousands of young boys trafficked from Pakistan, Bangladesh, Sudan, and Mauritania to work as camel jockeys, the U.A.E. enacted a law banning the practice in July 2005, and all identified victims were repatriated at the government's expense to their home countries. Questions persist as to the effectiveness of the ban, and the number of victims is still unidentified.

The Government of the U.A.E. does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The U.A.E. is placed on Tier 2 Watch List for its failure to show increased efforts to combat trafficking over the past year, particularly in its efforts to address the large-scale trafficking of foreign girls and women for commercial sexual exploitation. Despite a significant problem of sex trafficking, U.A.E. authorities failed to take adequate measures to screen women found in prostitution in order to determine whether they were victims of trafficking, and to provide them with adequate care. Instead, many victims are jailed along with criminals and deported. Prosecutions for sex trafficking are extremely low relative to the scope of the problem. The government should do more to improve screening for victims, encourage victims to testify against their traffickers, and provide them with alternatives to detention and deportation.

Prosecution

Over the year, the U.A.E. made minimal improvements in its law enforcement efforts, particularly with regard to prosecutions for sex trafficking. Despite approximately 100 reported complaints of trafficking for sexual exploitation in 2005, the government reported only 22 convictions for sex trafficking crimes.

Victims of sex trafficking are regularly treated as criminals if they entered the U.A.E. consensually, regardless of their being subjected to conditions of involuntary servitude later. Similarly, the government prosecuted no cases of labor trafficking this year; in fact, the U.A.E. does not identify laborers forced into involuntary servitude as trafficking victims if they are over the age of 18 and entered the country voluntarily.

The Dubai police established a human trafficking division to investigate trafficking crimes, and police, prosecutors, judges, and other government officials received anti-trafficking training. Nonetheless, investigations and prosecutions for trafficking remain uneven; although the government regularly inspects for violations of the child camel jockey ban, police do not proactively investigate sex or labor trafficking, resulting in many victims being deported as criminals or remaining in trafficking conditions. In July 2005, the U.A.E. banned the use of camel jockeys under the age of 18, and has convicted 20 individuals for trafficking child camel jockeys. The U.A.E. should significantly increase prosecutions of all forms of trafficking, recognize forced labor as a form of trafficking even if the victim came to the U.A.E. willingly, and actively investigate trafficking for sexual and labor exploitation.

Protection

The U.A.E. made uneven progress in protecting trafficking victims this year. The government failed to provide adequate protection to victims of labor trafficking, often deporting them or relying on source country embassies to care for them. The U.A.E. also continues to arrest and deport between 5,000 and 6,000 foreign women found in prostitution annually without adequately screening them for evidence of trafficking or offering them legal alternatives to their removal to countries where they face hardship or retribution. Women who identify themselves as trafficking victims may be housed in hotels pending their testimony against their traffickers and can access counseling, medical care, and repatriation aid from the Victim Assistance Unit in Dubai, though in practice such assistance to trafficking victims is sporadic. Victims often conceal that they were trafficked, fearing retribution by traffickers if they are compelled by local police to cooperate in an investigation or prosecution. Improved screening for indications of trafficking and additional alternatives to deportation are necessary to identify these victims and provide an avenue of escape for those who wish to pursue it. The U.A.E. has reportedly been uncooperative in repatriating victims to Tajikistan.

In July, with the help of UNICEF, the U.A.E. established additional shelters for rescued child camel jockeys. Between late 2005 and early 2006, the government repatriated approximately 1,071 children identified by UNICEF and the U.A.E. as trafficking victims, and provided funding to facilitate their reintegration into their home countries. It is unclear how many unidentified child camel jockey victims may still remain in the country. The U.A.E. should increase protection for victims of forced labor, improve screening to distinguish illegal migrants and women arrested for prostitution from trafficking victims, and provide shelters to protect victims during investigation and prosecution of the traffickers.

Prevention

The U.A.E. made noticeable progress in its efforts to prevent trafficking in persons this year. The Dubai police established a website and 24-hour hotline for victims to lodge complaints. The government also launched an anti-trafficking awareness campaign including public advertisements and pamphlets distributed in airports, worksites, and embassies warning potential victims of their rights and resources.

UKRAINE (TIER 2)

Ukraine is primarily a source country for men, women, and children trafficked internationally for the purposes of sexual exploitation and forced labor. Primary destination countries include Turkey, Russia, and Poland. Other major destinations include the Czech Republic, Italy, Israel, Greece, Serbia and Montenegro, the United Kingdom, Lithuania, and Portugal. Reports of internal trafficking continued. The number of destination countries used by traffickers increased in 2005, with almost 50 countries serving as destination points throughout Europe and eastward, including China.

The Government of Ukraine does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, Ukraine increased its law enforcement capacity, proactively investigated trafficking, and strengthened its anti-trafficking criminal code; however, two-thirds of convicted traffickers received probation instead of prison sentences. The government should strengthen the General Prosecutor's Office's (GPO) capability to effectively prosecute trafficking cases by creating a specialized unit of trial prosecutors and strengthen their anti-trafficking advocacy and trial skills through regular training courses. The government should also take greater steps to provide protections for government witnesses, ensure victims' rights are protected in court, and provide guidance to courts on procedures for handling trafficking cases with the goal of increasing the number of victims willing to testify against their traffickers. The government should collaborate with NGOs in providing victims with comprehensive protection and rehabilitation services, especially by increasing government funding of these services. Failure to increase effective trafficking prosecutions could lead to a more negative assessment in the next Report.

Prosecution

The Government of Ukraine in 2005 created an anti-trafficking department with over 500 officers assigned throughout Ukraine. During the reporting period, the government completed 78 trafficking investigations, prosecuted 95 trafficking cases, and convicted 115 traffickers. The sentences for 47 traffickers ranged from three to eight years, with the remaining traffickers being placed on probation. In 2005, the government amended its criminal code to address the full range of trafficking crimes and satisfy the requirements of the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. Ukrainian law covers both trafficking for forced labor and sexual exploitation; penalties range from three to 15 years and are commensurate with those for other grave crimes. During the reporting period, the government, in cooperation with international organizations, conducted specialized anti-trafficking training for investigators, prosecutors, and judges. The Ukrainian Government took steps during the year to improve and accelerate procedures for sharing evidence and investigating trafficking with its law enforcement counterparts in source countries. Trafficking-related complicity and official corruption continued to be problems, and reports of high-level intervention continued. The government investigated five anti-trafficking police for taking bribes related to trafficking.

Protection

The Government of Ukraine continued to rely on NGOs and international organizations to provide the bulk of victim assistance and protection in 2005. Through its consulates abroad, the Ministry of Foreign Affairs repatriated 498 Ukrainian victims during the reporting period. The government reported 446

Ukrainian victims in trafficking cases and IOM assisted 720 victims in 2005. Law enforcement authorities continued to cooperate with NGOs at the port of Odessa and Boryspil airport to screen and refer victims repatriated or deported from abroad. The Ministry of Foreign Affairs encouraged Ukrainian diplomats to refer all trafficking victims to IOM. The government failed to take steps to establish a credible victim witness program for trafficking victims in 2005. The government's inability to adequately protect victims continued to result in few victims safely cooperating in prosecutions; victims' confidentiality and dignity were not sufficiently respected.

Prevention

During the reporting period, the government's inter-agency commission coordinated and monitored the country's overall anti-trafficking efforts. High-ranking government officials spoke at various public events to warn citizens about the potential risks of trafficking, and underscored the need to be compassionate and supportive of victims who are repatriated to Ukraine. Ukraine in 2005 slightly increased its resources for implementation of its Comprehensive Program for Combating Trafficking. In 2005, the Ministry of Labor withdrew some domestic employment agencies' licenses due to their involvement in trafficking. The Ministry for Education and Science helped conduct an information campaign on trafficking to raise awareness among both students and teachers.

UNITED KINGDOM (TIER 1)

The United Kingdom is primarily a destination country for trafficked women, children, and men from Eastern Europe, the Balkans, and East Asia for the purposes of sexual exploitation and forced labor. Some victims are trafficked through the U.K. to Western Europe. It is estimated that a number of the foreign nationals in prostitution in London's brothels, saunas, and massage parlors are trafficking victims. NGOs report a problem of children trafficked into domestic servitude, particularly from West Africa.

The Government of the United Kingdom fully complies with the minimum standards for the elimination of trafficking. The United Kingdom demonstrated strong law enforcement and prevention efforts throughout the reporting period, and made appreciable progress in improving its performance regarding victim protection. The government showed strong political will to prosecute trafficking and took initiative to improve its protection and overall anti-trafficking efforts by launching a wholesale review of its approach to trafficking in 2005. However, there is no specialized immigration status available for trafficking victims, and shelter capacity for victims continued to be limited. Although the government implemented protocols on victim identification in some of the largest police jurisdictions, nationwide adoption of standardized protocols are recommended to increase victim identification and protection. The government should continue and expand specialized training to include screening and referral of potential trafficking victims for all front line responders among law enforcement, immigration, medical, educational, and social services.

Prosecution

The Government of the United Kingdom mounted a vigorous and effective enforcement and prosecution campaign to combat trafficking in 2005. It successfully prosecuted and punished trafficking, and U.K. courts handed down some of the longest sentences for traffickers in

Europe. In 2005, it conducted 343 trafficking investigations and prosecuted eight cases of trafficking for sexual exploitation and one case of forced labor trafficking. As a result, the government convicted 22 traffickers. Punishment adequately reflected the heinous nature of the crime; sentences in these cases ranged from five to 21 years. In addition, the government continued to prosecute traffickers using other law enforcement tools. In January 2006, the government sentenced a U.K. national to five years and four months for sexually abusing two boys in Ghana. In April 2005, the government passed the Serious Organized Crime and Police Act creating a national-level law enforcement entity to disrupt and dismantle organized crime, placing human trafficking second on its list of priorities. The agency is expected to ensure a more comprehensive and coordinated response to trafficking in the U.K. The government's current task force on trafficking continued to coordinate with and engage counterparts in source and transit countries to investigate and dismantle trafficking networks.

Protection

The United Kingdom did not adopt a nation-wide victim-centered approach for trafficking victims in 2005, although it is making serious and sustained efforts to remedy this. National level protocols for identification and standardized procedures for trafficking victims were developed and finalized during the reporting period; many police officers already exercise good practice in identifying and protecting victims of trafficking. The government continued to fund its pilot project that provided 25 places in a London shelter and specialized care for adult women who are victims of trafficking. The government took steps to increase victim capacity at the shelter by funding an additional 10 spaces for victims who require less urgent care. According to the government's evaluation of the project released in September 2005, the shelter accommodated 43 victims of trafficking out of a total of 169 referrals during the period of March 2003 to July 2004. Many of the referrals did not meet the project's criteria. In 2005, the shelter reported housing 56 victims of trafficking. During this timeframe, four victims who met the shelter's criteria were turned away due to the project being at capacity, and three more victims were waitlisted and ultimately turned away. Some NGOs and international organizations criticized the eligibility criteria, claiming they excluded many trafficking victims from receiving much needed assistance and safety. On some occasions, police provided accommodations to trafficking victims at their own expense. The police continued to maintain a child protection presence at Heathrow airport in response to at-risk unaccompanied children arriving at this significant port of entry. According to some observers, the government and immigration authorities made insufficient efforts to proactively screen or identify all potential trafficking victims at ports of entry during the reporting period. However, a major initiative to conduct such screening was launched in February 2006.

Prevention

In 2005, in coordination with NGOs and other stakeholders, the government launched a national consultation regarding trafficking policy that solicited comment on a number of reforms of existing policies and approaches, which if adopted would bring the United Kingdom more in line with established best practices in the area of victim protection. The process boosted visibility of trafficking in the media and served to raise grassroots and official awareness of the problem. In January 2006, the government announced a policy of reducing demand for women in prostitution which included a "zero-tolerance" policy for those who solicit women in prostitution in public.

URUGUAY (TIER 2)

Uruguay is principally a source country for women and children trafficked within the country, and particularly to states bordering Brazil, for the purpose of sexual exploitation. Prostitution rings may also exploit children in popular tourist areas of Maldonado. Reports were received of poor parents turning over their children to third parties for domestic service or agricultural labor in conditions of involuntary servitude. Authorities have identified no transborder trafficking cases since the discovery in January 2005 of a group of Chinese migrants exploited in forced agricultural labor.

The Government of Uruguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Official reports of trafficking are few, but the government has made a good faith effort to investigate allegations of trafficking while strengthening programs to educate and warn potential victims. The government should update national laws to criminalize all forms of trafficking, and increase efforts to train government officials throughout the country to identify and investigate potential trafficking situations.

Prosecution

The Government of Uruguay made limited progress in investigating and prosecuting trafficking cases during the reporting period. Authorities successfully prosecuted and convicted three traffickers in a forced labor case uncovered in January 2005, initiated prosecution of one trafficking ring, and investigated one case of an alleged child prostitution ring operating near the Argentine border. Uruguay's anti-trafficking laws do not address the trafficking of adults and most trafficking-related crimes fall under commercial sexual exploitation of children, fraud, and slavery statutes. There were no reports of officials complicit in trafficking during the reporting period.

Protection

The Government of Uruguay continued to lack programs for assisting trafficking victims during the last year. Social services for all victims of crime were generally under-funded. The government funded some assistance to NGOs working in the area of trafficking, but legal, medical, and psychological care for victims was not available in all parts of the country. Shelters for victims of abuse were also mandated to assist trafficking victims but could not provide accommodations to all those requesting shelter and did not keep records that identified whether any individuals they assisted were trafficking victims.

Prevention

Government efforts to raise public awareness, particularly among groups most vulnerable to trafficking, increased during the reporting period. The Ministry of Education produced public service announcements aired on national television. The Ministry also began to incorporate anti-trafficking segments in the sex education curriculum at all levels taught. The government disseminated information and trained police forces on new legislation including anti-trafficking provisions, but these efforts were weakly felt outside the capital, where almost half of the population resides.

UZBEKISTAN (TIER 3)

Uzbekistan is a source and, to a lesser extent, a transit country for women trafficked to the U.A.E., Israel, India, Malaysia, South Korea, Russia, Japan, Thailand, and Turkey for the purpose of sexual exploitation. Women from other Central Asian countries and China are trafficked through Uzbekistan. Men are trafficked for purposes of forced labor in the construction and agricultural industries to Ukraine, Russia, Kazakhstan, and Kyrgyzstan. Men and women are also trafficked within the country. A significant number of Uzbek victims are trafficked annually.

The Government of Uzbekistan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The Government of Uzbekistan was placed on Tier 2 Watch List in the 2005 Report based on commitments by the country to take additional steps during the 2006 reporting period, including the adoption of comprehensive anti-trafficking legislation, criminal code amendments to raise trafficking penalties, support to the country's first trafficking shelter, and approval of a national action plan. Uzbekistan is placed on Tier 3 because it failed to fulfill these commitments. Regrettably, the government made no progress in the adoption of comprehensive anti-trafficking legislation that has been pending since 2003, nor did it amend its criminal code to strengthen the punishment for traffickers to ensure convicted traffickers serve time in prison. Further, the government did not approve a national action plan on trafficking nor did it provide any financial assistance, in-kind assistance, or logistical support to the country's only anti-trafficking shelter. These sizable deficiencies in law enforcement and victim assistance must be addressed in order for Uzbekistan to effectively combat human trafficking.

Prosecution

The Government of Uzbekistan showed very little progress in its law enforcement efforts to combat trafficking over the last year. According to the Prosecutor's Office, 148 traffickers were convicted in 2005. As a result of the government's failure to amend its criminal code during the last year to increase prison sentences for trafficking offenses, the majority of convicted traffickers received prison sentences of less than 10 years, were granted amnesty, and thus served no time in prison. Allegations that local officials accepted bribes from traffickers to facilitate trafficking continued, though there were no reported investigations or prosecutions of such corrupt officials. The government, however, acknowledges the need for more cooperation with destination countries. In October 2005, the government co-sponsored an international conference on trafficking organized by IOM and a local NGO; a wide-range of government agencies and law enforcement representatives participated and helped boost regional counter-trafficking cooperation.

Protection

The government failed to provide adequate victim assistance and protection. The government provided no direct support to victims within Uzbekistan, although it did work closely with an NGO network to assist in the repatriation of some Uzbek victims and provided legal assistance to victims. The government's general crack-down on NGOs resulted in the closure of two NGOs addressing trafficking during the reporting period. Airport police referred a few female victims to the only trafficking shelter in Uzbekistan. This shelter is run by a local NGO and housed about 100 victims in 2005; the NGO assisted a total of 313 trafficking victims in 2005. The government identified 675 trafficking victims during the reporting period. The government encouraged victims to give statements and assist with investigations; however, it continued to provide minimal protection to victims or witnesses. The

government preserved the confidentiality of victim names, provided police escorts for some victims when necessary, and allowed NGOs to observe some police interviews of victims. Uzbek missions abroad assisted in repatriating Uzbek trafficking victims.

Prevention

The Uzbek government worked with NGOs to promote public awareness of trafficking in 2005. Regional government-owned television stations worked with NGOs to air informational public service announcements regarding the dangers of trafficking. The government allowed NGOs to place posters warning about trafficking on public buses, at passport offices, in subway cars, and in Uzbek embassies abroad. The government also paid to have these posters translated into the Karakalpak language and distributed them to regions in the western part of Uzbekistan. The state radio continued to air campaigns sponsored by the Ministry of Interior and IOM to raise public awareness.

VENEZUELA (TIER 3)

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

The Government of Venezuela does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government made some clear improvements in anti-trafficking activities during the reporting period, such as training officials and undertaking initiatives to raise public awareness. Unfortunately, these increased activities were not matched by progress in prosecutions of traffickers. The government should increase investigation and prosecution efforts against traffickers, continue educating the public, and provide victim assistance geared to the specific needs of trafficking victims.

Prosecution

The Government of Venezuela improved efforts to apprehend suspected traffickers throughout the year; however, there were no reports of prosecutions or convictions of traffickers for the fourth consecutive year. Article 16 of the Organic Law Against Organized Crime, passed in September 2005, makes transborder trafficking punishable with imprisonment for 10 to 18 years. Provisions of the 2004 Naturalization and Immigration Law could also be applied against transnational trafficking. These recent anti-trafficking laws do not address trafficking within the country. The Child Protection Act and various articles of the penal code could be used to prosecute internal trafficking, but many of these statutes carry low penalties. Laws against child trafficking provide for fines of one to 10 months' salary. Stipulated punishment for the prostitution or corruption of minors is as little as three months in jail; repeat offenders may face three to 18 months' imprisonment. In addition, laws against trafficking-related crimes generally were not enforced and some officials failed to distinguish the difference between traffickers and migrant smugglers. Authorities

investigated a number of cases of transnational crime, but only four cases were clear instances of trafficking for labor or sexual exploitation. Six suspects awaited prosecution for cases initiated in the current and previous reporting periods. There were no reports that government officials participated in or condoned human trafficking, but corruption among immigration, identification, customs, and border patrol officials was widespread and may have contributed to the small number of trafficking cases reported.

Protection

Venezuelan government services to assist trafficking victims remained inadequate during the reporting period. The government funded no NGO programs and operated no shelters designated specifically for trafficking victims. There were no witness protection or restitution programs to assist victims. Government shelters for battered women and at-risk children had limited space and inadequate services to meet trafficking victim needs. Government authorities did, however, negotiate the use of a government-owned building for an NGO working with trafficking victims. A domestic violence hotline operated by the National Institute for Women reportedly helped one trafficking victim seek assistance.

Prevention

The government significantly increased efforts to raise awareness and train officials as the reporting period progressed. In December 2005, the government launched a national campaign to educate the public about the dangers of trafficking using posters and radio and television spots. The government also increased public awareness about trafficking by hosting a hemispheric meeting on trafficking and encouraging in-depth media coverage of the event both in Venezuela and throughout the region. The Ministry of Interior and Justice's Crime Prevention Unit held 65 training sessions on identifying trafficking and illegal migration that reached 1,544 government officials in eight states. National toll-free crime line personnel received training for handling trafficking-related calls.

VIETNAM (TIER 2)

Vietnam is a source and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Vietnamese women and girls are trafficked to Cambodia, the P.R.C., Hong Kong, Macau, Malaysia, Taiwan, and the Czech Republic for sexual exploitation. State-owned labor export companies recruit and send workers abroad; some of these laborers have been known to suffer conditions of involuntary servitude or bonded or forced labor. Women from Vietnam are trafficked to Taiwan through fraudulent marriages for sexual exploitation and labor. Other Vietnamese women are recruited to travel to Singapore by offers of marriage to Singaporean men; after arrival they face coercion or pressure that makes them vulnerable to trafficking. Vietnam is a destination country for Cambodian children who are trafficked for the purpose of begging. There is also internal trafficking from rural to urban areas.

The Government of Vietnam does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Vietnam has not made sufficient efforts to combat trafficking, particularly the trafficking of Vietnamese women as brides to destinations in East Asia and the forced labor conditions of many Vietnamese workers sent abroad. Although the Vietnamese Government took steps to provide greater protection for Vietnamese

workers sent abroad by labor export companies, its oversight of labor export companies remained inadequate. Vietnam's revised labor code has not been effectively implemented to address cases involving overseas workers who have been subjected to conditions of involuntary servitude or forced or bonded labor. The Vietnamese Government also did not make sufficient efforts to address the growing problem of Vietnamese women who are lured by fraudulent offers of marriage to men in Taiwan, Singapore, and the P.R.C.; many of these Vietnamese brides may have been abused or trafficked. Government action should focus on stepping up efforts to investigate possible trafficking in the labor sector among overseas workers and increasing efforts to identify and protect Vietnamese brides who are potential trafficking victims. Comprehensive anti-trafficking legislation would greatly enhance Vietnam's anti-trafficking efforts.

Prosecution

In 2005, the government continued its anti-trafficking law enforcement efforts in cases of trafficking for sexual exploitation, but made minimal efforts to investigate cases of trafficking for labor exploitation. Vietnam has a statute that prohibits sexual exploitation and the trafficking of women and children, with penalties ranging up to twenty years in prison. Labor forms of trafficking, such as forced labor, are covered under the Vietnamese Penal Code. While the Vietnamese Government has a process by which it apparently monitors labor export companies, there have been no reported investigations or prosecutions of involuntary servitude or forced or bonded labor. Labor attaches in the nine top labor export receiving countries, assigned to look after the welfare of workers and to assist in resolving workplace disputes, rarely investigated complaints from workers who had suffered abuses that constitute involuntary servitude. Over the past year, the government's crime statistics office reported 182 prosecutions and 161 convictions specifically related to sex trafficking in women and children. While some local government officials reportedly profited from trafficking, there were no reported prosecutions of officials for complicity in trafficking.

Protection

The Vietnamese Government made increased efforts to provide protection to victims in 2005. The government allocated funding for a program to receive and provide initial support for women and child sex trafficking victims returning from overseas. Local governments often collaborate with NGOs to provide support to returned trafficking victims in the form of vocational training, farmland, or capital for micro-credit loans. Victims of trafficking for sexual exploitation in Vietnam are usually not detained, arrested or otherwise punished; some victims of involuntary servitude have been punished for breaking their contracts. Victims of trafficking for sexual exploitation are also encouraged to assist in the investigation and prosecution process. The government routinely sends women who engage in prostitution within the country to "rehabilitation" detention centers that provide medical treatment, vocational training, and counseling and seek to deter the women's return to prostitution. The government's rehabilitation efforts lack adequate financial resources and usually take place at the provincial and local levels. There were no formal efforts to protect victims of involuntary servitude or forced or bonded labor over the reporting period.

Prevention

The Vietnamese Government did not implement specific anti-trafficking awareness campaigns in 2005, but it continued to raise the issue of trafficking in combination with other information and education programs. The government's official anti-prostitution program underway since 2001 includes trafficking information and education campaigns. Vietnam's national action plan also tasks the Women's Union with education of the community on prevention of trafficking.

YEMEN (TIER 2)

Yemen is a source country for children trafficked internally for sexual exploitation and to Saudi Arabia for forced begging, unskilled labor, or street vending, as well as a possible destination country for Iraqi women trafficked for sexual exploitation. Children are often lured by family members or trusted adults with promises of well-paying jobs in Saudi Arabia or in the Yemeni cities of Aden and Sanaa. Estimates reflect that the age of children trafficked for forced begging ranges from seven to 16 years of age, with the majority being between 12 and 14 years old. The number of child victims of sex trafficking is believed to be in the low hundreds.

The Government of Yemen does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Yemen expanded upon progress made last year by continuing to train security forces, working with UNICEF and IOM to raise awareness of trafficking among parents of small children in rural and border areas, and establishing a database to collect information on child trafficking. Yemen should, however, take steps to prevent the incarceration and prosecution of child victims of sex trafficking. Yemen should improve measures to effectively screen prostitutes and women entering the country for signs of sex trafficking.

Prosecution

The Government of Yemen improved its efforts to prosecute child labor trafficking cases, but should do more to increase prosecutions of corrupt officials and traffickers of women and girls for sexual exploitation. In addition to an absence of prosecutions against sex traffickers, Yemen reportedly detains and prosecutes child victims of commercial sexual exploitation under its prostitution laws. Although Yemen lacks a specific anti-trafficking law, it uses other provisions of its criminal code to prosecute traffickers. This year, the government reported 19 convictions for child trafficking, up from two prosecutions last year, with 14 more investigations pending. Despite reports of corruption among low-ranking government representatives, Yemen has not prosecuted any officials for involvement in trafficking.

Protection

Yemen continued progress in protecting child trafficking victims, particularly those repatriated from Saudi Arabia. The government opened one fully operational reception center in the Harath region, providing victims with social services, limited medical care, and family reunification services. This center has received over 300 children in its first six months. The Ministry of Labor and Social Affairs also operated four additional, smaller reception centers in northern regions of the country. In addition, the Ministry of Interior runs 10 specialized "rooms" to house repatriated children. Over the last year, Yemen trained 51 government officials on shelter management and trafficking victim assistance with the help of UNICEF and IOM. The government, however, provides no protection to victims of sex trafficking and should improve its efforts to screen the girls and women it arrests and prosecutes for prostitution to determine if any of them are trafficking victims.

Prevention

With assistance from UNICEF and IOM, Yemen increased its trafficking prevention efforts over the last year. The government launched an information campaign to distribute printed materials, videos, and radio messages to educate parents and local leaders on the dangers of child trafficking. The Ministry of Human Rights also circulated information about a hotline it operates, particularly in areas where child

trafficking is prevalent. In addition, the government, with equipment provided by UNICEF, created a database for information collected on child trafficking at border crossings, resulting in monthly reports from the Ministry of Interior. Yemen also continued to require visas for Iraqis entering the country to prevent the trafficking of Iraqi women and girls and to identify potential victims.

ZAMBIA (TIER 2)

Zambia is a source and transit country for women and children trafficked for forced labor and sexual exploitation. Zambian children are internally trafficked for forced agricultural labor, domestic servitude, and sexual exploitation; some reportedly are trafficked to Europe for sexual exploitation. The country's estimated 1.2 million orphans are particularly susceptible to trafficking. Zambian women, lured by fraudulent employment or marriage offers, are trafficked to South Africa for prostitution. Zambia is a transit point for regional trafficking of women and children, particularly from the Democratic Republic of the Congo to South Africa.

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

Prosecution

The Government of Zambia undertook significant efforts to combat trafficking through law enforcement action during the last year, but encountered difficulty prosecuting cases due to an inadequate legal framework, under-trained officials, and

**ALEGE PENTRU
BINELE TĂU**

alege să nu devii victimă a traficului de persoane

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lack of communication between law enforcement agencies. Zambia currently employs less than half the number of officers needed for adequate policing of the country; few of these have received any training on trafficking issues. In April 2005, shortly after receiving training from IOM, border officials intercepted a Congolese woman attempting to traffic 14 Congolese into Zimbabwe. The lack of specific laws prevented her prosecution on trafficking charges; she was fined and deported after being convicted of forgery and possessing forged documents. The case drew attention to weaknesses in existing laws, prompting Parliament to enact, in September, a stop-gap penal code amendment that provides tough penalties for any person that "sells or traffics a child or other person for any purpose or in any form." The amendment, however, does not define trafficking, limiting its utility. A plan was subsequently put in place for drafting comprehensive legislation. Prosecutors encountered setbacks with several other trafficking cases, including the prosecution of two Congolese accused of trafficking Zambian girls to Ireland. During the year, both defendants were granted bail; immigration services deported one without first consulting police and the other fled to Ireland. Through Interpol, the government is working with Irish officials to prosecute the man in Ireland and send the Zambian victims to Ireland to testify. There were no reported instances of public officials' complicity in trafficking during the reporting period.

Protection

The government's efforts to provide protection to victims of trafficking were extremely limited during the reporting period. The government cooperated with IOM and an NGO to shelter and repatriate 14 Congolese trafficking victims. Through its social welfare agencies, the government also provided limited counseling and shelter to small numbers of children in prostitution, and referred such victims to NGO service providers. There is no formal victim screening or referral process.

Prevention

While Zambia lacks a coordinated public awareness campaign, the government undertook increased efforts to prevent trafficking during the reporting period. Immigration officials at border posts distributed written information on trafficking to local communities. A government-owned radio station broadcast IOM public service announcements on trafficking. The inter-ministerial committee on trafficking met several times and laid out a counter-trafficking strategy that focuses on drafting a comprehensive law, conducting a baseline survey, and raising public awareness; the government is seeking donor funds to support these initiatives. In 2005, the government funded a program that removed from the streets 5,000 children vulnerable to trafficking and is providing them with rehabilitation assistance and reintegration into the community. It also funded a Ministry of Youth and Sports initiative that transformed two Zambia National Service camps into shelters that provided education and job skills training for 212 street children; graduates are provided with start-up capital or help securing employment.

ZIMBABWE (TIER 3)

Zimbabwe is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Large, well-organized rings may be involved. Zimbabwean children may be trafficked internally for forced agricultural labor, domestic

servitude, and sexual exploitation. Trafficked women and girls are lured out of the country to South Africa, China, Egypt, and Zambia with false job or scholarship promises that result in domestic servitude or commercial sexual exploitation. There are reports of South African employers demanding sex from undocumented Zimbabwean workers under threat of deportation. Women and children from Malawi, Zambia, and the Democratic Republic of the Congo transit Zimbabwe en route to South Africa. Small numbers of South African girls are trafficked to Zimbabwe for domestic labor.

The Government of Zimbabwe does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government showed little political will to address Zimbabwe's trafficking problem during the last year. Although Zimbabwe demonstrated modest progress in the area of law enforcement, the government harassed an anti-trafficking NGO and placed a significant number of its citizens at risk for trafficking as a result of the mid-2005 "Operation Restore Order" urban destruction campaign. To further its anti-trafficking efforts, the government should advance comprehensive anti-trafficking legislation that allows for the thorough investigation and prosecution of foreign traffickers, launch a broad public awareness campaign, and take immediate steps to ensure that those made vulnerable to trafficking by "Operation Restore Order" do not become victims of exploitation.

Prosecution

Although Zimbabwe demonstrated modest law enforcement efforts over previous years, the government did not bring traffickers to justice. There is no specific anti-trafficking law; existing statutes prohibit forced labor and various forms of sexual exploitation. In 2005, IOM conducted training for 280 police, which was successfully utilized to identify trafficking cases and refer victims for assistance. During the period, the Victim Friendly Unit (VFU) of the Zimbabwe Republic Police actively investigated at least nine cases of suspected trafficking; 26 persons were positively identified as trafficking victims by the end of the reporting period. Victim Friendly Courts exist and would hear trafficking cases; however, there were no prosecutions in the identified cases. Prosecution of traffickers is constrained by an immigration requirement to deport foreigners within two weeks of arrest, leading to incomplete investigations and fines and deportations of suspected traffickers. There were no reported instances of public officials' complicity in trafficking during the reporting period.

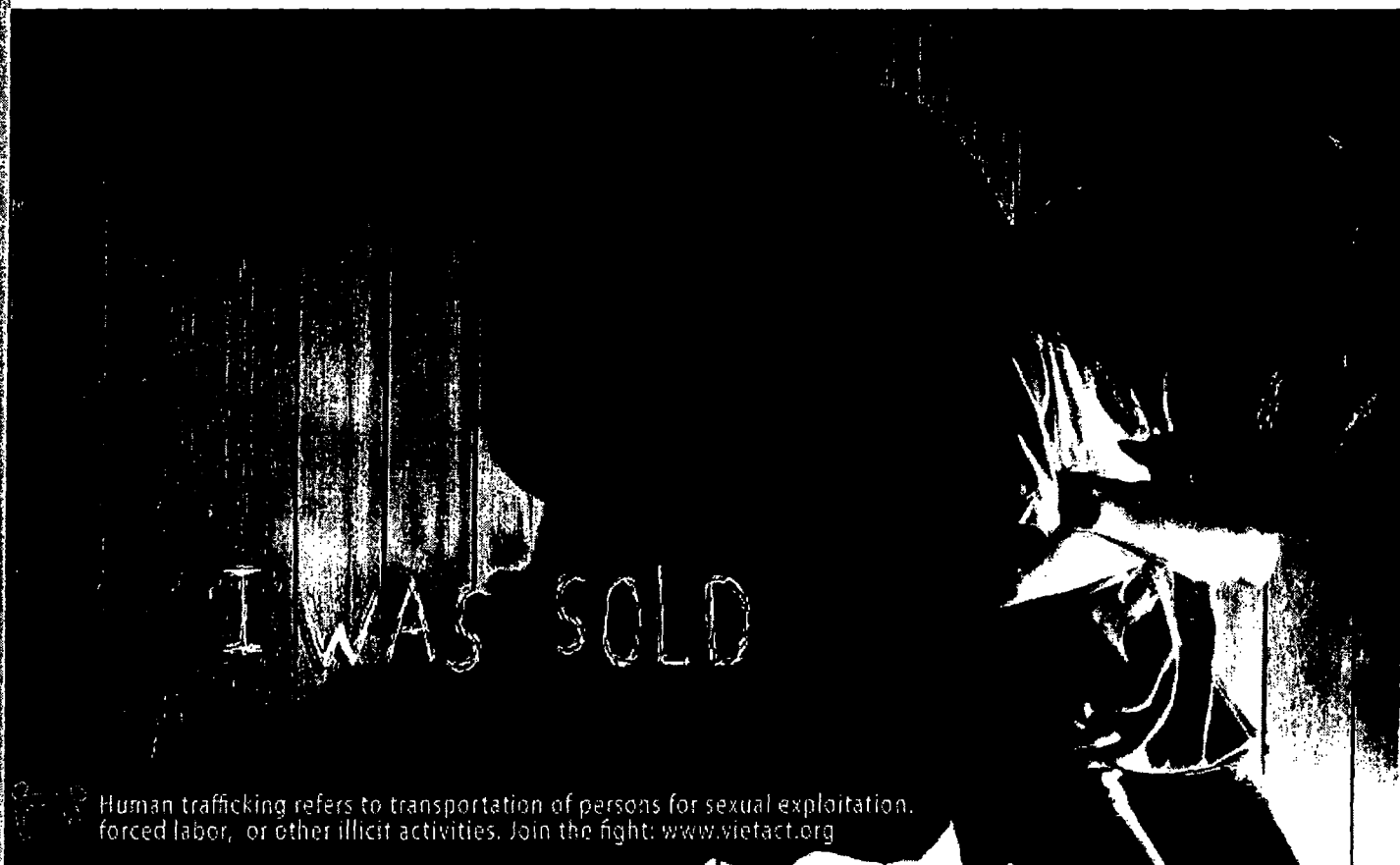
Protection

Over the last year, the Zimbabwean Government collaborated with some NGOs to provide victim assistance; however, the government-controlled press verbally attacked one anti-trafficking NGO and police raided the NGO's offices and one of its shelters, harassing already traumatized victims. VFU and IOM officers jointly interviewed and referred victims to multiple NGOs for shelter, health care, counseling, and reintegration services. At least nine of the victims identified by police received these services and foreign victims were offered temporary residency while they received services and their cases were investigated. The Ministry of Public Service, Social Welfare, and Labor worked with an NGO to run a center to assist deported children to return to their homes, including counseling for victims of sexual exploitation. The Ministry assumed operation of three of eight related pilot projects that provide assistance to vulnerable minors. One district council hired a child protection officer, convened a protection committee, and conducted a small survey of the trafficking problem.

These positive steps on protection were, however, undermined when the government placed many of its citizens at increased risk for exploitation with its mid-2005 urban destruction campaign code-named "Operation Restore Order." Tens of thousands of people remain homeless in the wake of the operation, which demolished ostensibly illegal homes and businesses. An estimated 223,000 children were affected and left vulnerable to trafficking.

Prevention

Human trafficking received increasing attention during the year, though efforts remain modest. For example, during a trip to the border, government ministers concluded that irregular migration was a national crisis after observing the volume of returnees from South Africa, many of whom related stories of being exploited during migration. Government-sponsored media outlets ran IOM's trafficking awareness messages. In addition, the government-sponsored media continued to print or air messages warning the public about prostitution and false employment scams that can lead to trafficking.



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*Malaysian authorities
deported Indonesian
migrant workers, and
neglected to screen them
for signs of forced labor
or labor trafficking.*

SPECIAL CASES

THE BAHAMAS

The problem of trafficking in persons in The Bahamas is unmonitored and undocumented. The lack of reliable data at the present time makes it unclear whether a significant number of trafficking victims enter, transit, or depart from The Bahamas. Little government attention to the issue and the presence of large numbers of illegal migrants in the country raise concerns that there may be a significant number of trafficking victims in need of assistance.

Scope and Magnitude. The Bahamas may be a country of destination for men and women trafficked from other countries for the purpose of labor exploitation. Approximately 25 percent of the country's population consists of Haitian nationals, most of them in the country illegally. Haitian nationals are commonly employed as domestic workers, gardeners, construction workers, and agricultural laborers. According to the Grand Bahama Human Rights Committee, approximately 40,000-75,000 Haitians reside in The Bahamas. Of this number, only approximately 5,000 Haitians are registered migrant workers with 13,000 dependent family members. Undocumented Haitians continue to arrive in the country and could number as many as 50,000. Some local sources have stated that labor exploitation of Haitians may be widespread, with employers coercing undocumented migrants to work long hours for no pay or significantly below the minimum wage by withholding documents and threatening workers with arrest and deportation. Such workers could be subjected to conditions of involuntary servitude, a severe form of trafficking in persons. Some commercial sexual exploitation of minors has been identified in the country.

Government Efforts. The government has formed a Trafficking in Persons Commission and participates in public fora on trafficking issues, but does not recognize trafficking in persons as a serious problem in the country and has not made significant efforts to investigate trafficking of adults. The difference between alien smuggling and trafficking in persons is not widely appreciated in The Bahamas, including among government officials. While The Bahamas has a well-developed labor law, it contains no specific provisions addressing trafficking in persons and Bahamian law does not criminalize forced labor practices. Bahamian government officials recommend that any adult victims needing assistance contact the Department of Immigration. It is unlikely that illegal migrants, in the absence of any legal protections for adult victims, would report their exploitation to the same officials who are responsible for taking action against illegal migration.

On the other hand, the government has taken significant steps to protect children and raise public awareness to prevent abuse of children in child labor and commercial sexual exploitation. It has conducted multiple outreach campaigns, established a hotline for reporting child abuse, and improved efforts to enforce child labor prohibitions of the Employment Act of 2001. The government has also established a special police unit for missing and exploited children, developed a protocol for dealing with suspected child exploitation, and created a child abuse team to intervene in suspected exploitation or abuse cases.



BRUNEI

Brunei is not listed in the Report this year because information available is not of sufficient quantity or reliability to determine that there is a significant number of victims in the country. Nevertheless, there are indications that Brunei may have a trafficking problem.

Scope and Magnitude. Brunei is a destination for an unknown number of men trafficked for the purpose of forced labor and women trafficked for the purpose of sexual exploitation. Suspected trafficking likely occurs in the labor context, as foreign workers are recruited from Indonesia, the Philippines, Pakistan, India, and Bangladesh to work in domestic service and the construction and garment industries, but occasionally face exploitative conditions that may meet the definition of involuntary servitude—a severe form of trafficking.

Government Efforts. Brunei has specific anti-trafficking legislation that imposes severe penalties for traffickers and those abetting trafficking. Penalties under the 2004 Trafficking and Smuggling Persons Order carry sentences of up to 30 years' imprisonment. Brunei also has legislation designed to curb exploitation of foreign labor. Penalties for labor trafficking are weaker than penalties for trafficking for sexual exploitation, with sentences of up to three years' imprisonment. There were no prosecutions for trafficking for labor or sexual exploitation during the reporting period. Although abusive employers may face criminal and civil penalties, government mediation is most commonly used to resolve labor disputes, including those involving severe forms of trafficking. In 2005, the Government of Brunei brought charges against a major employer for failing to pay wages to foreign workers and mediated efforts to seek redress for the workers.

Brunei has limited capacity to protect foreign trafficking victims. There are no foreign NGOs in Brunei to assist trafficking victims, and victims are subject to prosecution for violations of

immigration and labor codes. The Government of Brunei will provide medical aid, shelter, and financial help to Bruneian nationals who are trafficking victims. However, there is no formal system of protection or benefits for foreign trafficking victims. In cases where the government considers a victim to be a material witness in the prosecution of traffickers, the police will provide temporary protection and shelter as necessary for prosecution. There are some protective measures for foreign workers, but they are not uniformly applied. Some foreign embassies provide protection services, including temporary shelter, for workers involved in labor disputes.

The Government of Brunei has not conducted public awareness programs on trafficking although it did conduct briefings for law enforcement officials on its anti-trafficking legislation. The government should increase measures to punish foreign traffickers within its borders and to implement uniform policies in prevention, protection, and prosecution.

HAITI

Haiti has been in transition since widespread violence and political instability led to the resignation of former president Jean-Bertrand Aristide in February 2004. An interim government, the Interim Government of Haiti (IGOH), was established in March 2004 with a mandate to organize presidential and legislative elections. Throughout the period, the IGOH struggled to address rampant crime and insecurity, and general political instability; elections, originally scheduled to take place in November 2005, were postponed until February 2006. The IGOH was inhibited from addressing the country's trafficking challenges by a significant lack of resources, the absence of an effective, well-trained or equipped national police force, and an almost completely dysfunctional judiciary system. Additionally, Haiti lacked a parliament and basic local government structures to enact and effectuate legislation, including anti-trafficking laws. Haiti is being placed among special cases for 2006 in recognition of its transitional status and the fact that an effective government must be put in place before Haiti can address its trafficking challenges. The following background and recommendations are provided to help guide officials of the new government.

Scope and Magnitude. Haiti is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. The majority of trafficking in Haiti involves poor mothers giving custody of their children to more affluent families in the hope that they will receive an education and economic opportunities. The practice, known as "restavek," is widespread and often involves sexual exploitation, physical abuse, and youths being subjected to conditions of involuntary servitude, a severe form of trafficking in persons. Haitian officials estimate between 90,000 to 120,000 children are "restaveks," while UNICEF and other international organizations estimate the numbers are significantly higher. There is also cross-border human trafficking between Haiti and the Dominican Republic. Women and girls are trafficked into Haiti for sexual exploitation; Haitians are trafficked to the Dominican Republic for forced labor. International organizations estimate that up to 3,000 Haitian children are trafficked to the Dominican Republic each year. Haiti is also source and transit country of illegal migration.

Areas for Improvement. Once in place, the new Haitian Government should work to strengthen the capacity of the Haitian National Police (HNP) and the Brigade for the Protection of Minors (BPM) to investigate and prosecute all crimes, including trafficking cases. The government should invest in its social welfare agencies (IBESR) to improve their ability to identify, refer, and provide services to

children working as “restaveks.” Additionally, the government should make strong efforts to improve its judiciary to allow for the effective prosecution and adjudication of trafficking cases; promote and support civil society organizations concerned with trafficking issues; and work with the Dominican Republic to improve security and aid potential trafficking victims along the border. Finally, Haiti should enact comprehensive anti-trafficking legislation that defines and penalizes the crime of trafficking in persons.

IRAQ

During the reporting period, because Iraq remained in a state of political transition and was challenged by terrorism and an insurgency, it is not ranked in this Report. Following elections for a transitional government in January 2005, Iraqis held two successful electoral events: the October 2005 constitutional referendum and the December 2005 parliamentary election. These events set the stage for the formation of a new government under a permanent constitution in 2006.

Scope and Magnitude. Iraq may be a source country for women and children trafficked to Syria, Yemen, Qatar, United Arab Emirates, Jordan, Turkey, and Iran for the purpose of sexual exploitation. Some Iraqi girls are also believed to be trafficked internally from rural areas to cities such as Kirkuk, Erbil, and Mosul for sexual exploitation. Iraq may also be a destination country for men trafficked from South and Southeast Asia for



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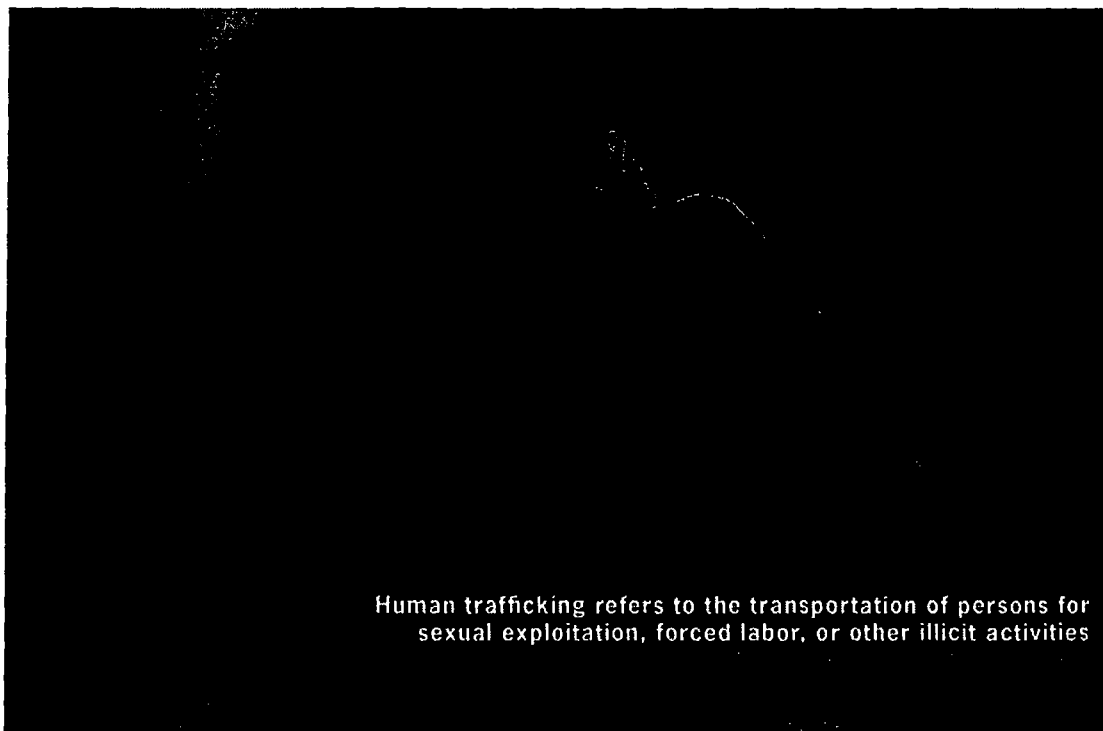


United Nations

involuntary servitude. These workers are sometimes offered fraudulent jobs in safe environments in Kuwait or Jordan. Some of these workers were reportedly coerced into involuntary servitude in Iraq, while others go to Iraq voluntarily but are still sometimes subjected to conditions of involuntary servitude after arrival. Although the governments of India, Pakistan, Sri Lanka, Thailand, and the Philippines have official bans prohibiting their nationals from working in Iraq, workers from these countries are reportedly coerced into positions in Iraq with threats of abandonment in Kuwait or Jordan, starvation, or force. Because of the special circumstances in Iraq, it is difficult to appropriately gauge the human trafficking situation in the country.

Government Efforts. The ongoing insurgency and terrorism severely handicapped the government's abilities to combat trafficking. The Iraqi Interim and Transitional Governments did not take action to prosecute or prevent trafficking or to protect victims. Anti-trafficking training originally comprised a section of the Basic Police Course, but it was later replaced with anti-insurgency instruction and has not yet been restored or otherwise incorporated into the training curriculum for new security officers. Iraqi police officers, however, received training in basic investigation skills and took some measures to investigate crimes against women.

Areas for Improvement. Once the Iraqi government is formed, Iraq should conduct anti-trafficking training programs for new police officers, prosecutors, and judges; prosecute trafficking cases; improve victim screening and services; and institute a public awareness campaign to warn at-risk populations of the dangers of trafficking. Iraq was neither able to report any prosecutions or convictions of trafficking offenses, nor provide evidence of investigations into this crime. The government, once formed, should also ensure that its police force, prosecutors, and judges are trained in identifying, investigating, and prosecuting trafficking cases. The government should also



Human trafficking refers to the transportation of persons for sexual exploitation, forced labor, or other illicit activities

take measures to combat official corruption that reportedly facilitates trafficking of Iraqi women and should monitor recruitment agencies and contractors importing foreign workers to ensure that no workers are being forced to work in Iraq involuntarily.

LESOTHO

The existence of a significant trafficking in persons problem in Lesotho is suspected but unsubstantiated; there are concerns among organizations working with women and children that trafficking is unreported and unnoticed. Government officials lack awareness of what constitutes trafficking in persons, but have publicly acknowledged that it may be a problem in Lesotho. To combat trafficking, the government should consider drafting and enacting appropriate laws to prohibit all forms of human trafficking, as well as launching a public awareness campaign to educate all Basotho, but particularly women, children, and traditional leaders, on the nature and dangers of trafficking in persons.

Scope and Magnitude. Anecdotal but uncorroborated reports indicate that Lesotho may be a source and transit country for small numbers of men, women, and children trafficked for forced labor and sexual exploitation. Trafficking within Lesotho does not appear to be organized by rings or criminal syndicates, and some anecdotal information suggests trafficking may be practiced with the consent of the family, especially in the case of children. Basotho boys may be internally trafficked for use in cattle herding and street vending, while girls may be trafficked for cattle herding, domestic servitude, or commercial sexual exploitation. A 2005 UNICEF report refers to "madams" running child brothels in exchange for provision of food and shelter. After migrating to neighboring South Africa in search of work, some vulnerable Basotho women and girls may become victims of trafficking used for domestic labor or commercial sexual exploitation. There is also anecdotal evidence to suggest that Asian trafficking victims may transit through Lesotho on their way to South Africa, Europe, or the Americas.

Government Efforts. The absence of a law criminalizing trafficking limits the government's ability to address the problem. The government, however, is considering passage of the Child Protection and Welfare Bill that includes a statute prohibiting trafficking of persons under the age of 18. The traditional chieftain structure that has historically governed the country has not adapted well to handling modern offenses, such as trafficking in persons; the country's first local government elections, held in April 2005, are too recent to have developed a local structure capable of addressing complex trafficking issues. However, in August 2005, three men were sentenced to 15 years' imprisonment for kidnapping an eight-year-old girl, keeping her in slave-like conditions, and sexually abusing her for over a year. Police and immigration authorities screen for potential smuggling, kidnapping, or fraudulent documentation, but have had no training that would allow for the screening of trafficking victims.

Government officials are generally unaware of how to recognize victims of trafficking and, as such, do not provide specific assistance to them. Victims of abduction or kidnapping are provided with access to medical services and counseling, as well as transportation to home areas within the borders of Lesotho. The Ministry of Home Affairs and the police's Child and Gender Protection Unit (CGPU) cooperated with the local UNICEF office to address crimes against women and children, including the prostitution of children. The CPGU received training from UNICEF in interview

methods suitable for traumatized women and children and submitted regular reports on its work with these crime victims. The government's incremental implementation of tuition-free primary level education (through grade six in 2005) is expanding school enrollment and attendance; this, in turn, reduces the opportunities for child trafficking.

LIBERIA

Liberia is designated a Special Case because it was in political transition during the reporting period. The National Transitional Government of Liberia (NTGL), which lacked funding and trained personnel to adequately address trafficking, remained in office for 10 months of the reporting period. In January 2006, after more than two years of transitional rule and heavy UN oversight, a newly elected government began the process of rebuilding a country devastated by 14 years of civil conflict.

Scope and Magnitude. Liberia is a source, transit, and destination country for children trafficked for forced labor and sexual exploitation. Most trafficking occurs within the country, though some children are trafficked to Liberia from Sierra Leone, Guinea, and Cote d'Ivoire and from Liberia to Cote d'Ivoire, Guinea, The Gambia, and Nigeria. Children are trafficked for domestic servitude, sexual exploitation, agricultural labor, and street vending. There are reports that Liberian children are also trafficked to Cote d'Ivoire for use in combat. There are reports as well of some orphanages obtaining children through abduction or fraudulent means and exploiting those children in the commercial sex trade or for hawking in the street.

Government Efforts. Some members of the NTGL were closely allied with rebel groups involved in trafficking in persons during the war. Since it took office in 2003, the NTGL not only lacked resources, but also demonstrated insufficient will to combat trafficking. Nevertheless, in June 2005, the government passed a statute prohibiting all forms of trafficking. That law, however, provides a weak, one-year minimum sentence, gravely insufficient to deter trafficking crimes and reflect their heinous nature. After passage of the bill, the NTGL and the National Transitional Legislative Assembly participated in bi-monthly ad hoc anti-trafficking task force meetings chaired by an official at the Ministry of Labor. The NTGL also closed down a number of orphanages allegedly involved in child trafficking, though most of these cases appear to be fraudulent adoptions rather than trafficking. In addition, the NTGL established a Women's and Children's Protection Section of the police, designated to address trafficking. The government is currently investigating two trafficking cases and prosecuting one. A suspected trafficker was also prosecuted in 2005 under a kidnapping law, but was acquitted. There were no reported convictions during the reporting period. Fifteen police officers participated in child protection training provided by UNICEF. An additional 15 officers are taking part in a UN sponsored anti-trafficking training of trainers, but increased training of government officials is needed. A prosecutor lacking knowledge of the new trafficking law pursued a trafficker under a "crime facilitation" law. Although the government does not operate its own victim shelters, it is constructing a small short-term shelter in a police station. In addition, the Women's and Children's Protection Section signed an MOU with UNICEF to assist in protecting victims at a local NGO shelter.

Areas for Improvement. Liberia's post-conflict era is marked with significant challenges. As Liberia rebuilds, strengthening its democracy, national security and judicial system, the government should integrate into each of these large objectives strategies for combating trafficking in persons. In particular, the government should increase its penalties for trafficking, improve efforts to enforce its trafficking law, strengthen efforts to protect victims and better educate government officials and the public about trafficking.

SOMALIA

Somalia has been without a central government since 1991. Its geographic area is divided among the self-styled independent Republic of Somaliland, the semi-autonomous Puntland Administration, and the remainder of the country, which is without any recognizable administration or government. Despite the formation of a Transitional Federal Government (TFG) in October 2004, Somalia continues to be without a functioning central government. In May 2005, the TFG split into two main opposing factions, each rife with divisions. The two principal factions moved from Nairobi to Somalia in June, taking up residence in Mogadishu and Jowhar, respectively. Despite recent efforts to reunify the two sides, the TFG currently lacks the necessary means to identify, investigate, or address systematic issues in Somalia, including those related to trafficking in persons. The TFG's capacity to address human trafficking will not increase without tangible progress in reestablishing governance and stability in Somalia.

Scope and Magnitude. Information regarding trafficking in Somalia remains extremely difficult to obtain or verify; however, the Somali territory is known to be a source, transit, and possibly destination country for trafficked women and children. Ethiopian women may be trafficked to and through Somalia to the Middle East for forced labor or sexual exploitation. Armed militias reportedly traffic Somali women and children for sexual exploitation and forced labor. Some victims may be trafficked to the Middle East and Europe for forced labor or sexual exploitation. Trafficking networks are also reported to be involved in transporting child victims to South Africa for sexual exploitation.

Government Efforts. Individuals presenting themselves as political authorities within Somaliland and Puntland have expressed a commitment to address trafficking, but corruption and a lack of resources prevent the development of effective policies. Many of these individuals are known to condone human trafficking. In the absence of effective systems of revenue generation, as well as any legal means to collect resources and then distribute them for some common good, no resources are devoted to preventing trafficking or to victim protection across the majority of the Somali territory. Various forms of trafficking are prohibited under the most widespread interpretations of Shari'a and customary law, but there is neither unified policing in the territory to detect these practices, nor any authoritative legal system within which traffickers could be prosecuted. Self-styled government officials are not trained to identify or assist trafficking victims. NGOs work with internally displaced persons, some of whom may be trafficking victims.

SWAZILAND

The existence of a significant trafficking in persons problem in Swaziland is suspected but unsubstantiated by reliable reporting. Government officials lack awareness of what constitutes

trafficking in persons, but have publicly acknowledged that it may be a problem. To combat trafficking, the government should consider enacting appropriate laws to prohibit all forms of human trafficking, as well as launching a public awareness campaign to educate the general public on the nature and dangers of trafficking in persons.

Scope and Magnitude. Anecdotal and unconfirmed reports indicate that Swaziland may be a source country for small numbers of women and children trafficked for forced labor and sexual exploitation. Swaziland's 70,000 orphans may be particularly vulnerable to trafficking. Swazi girls may be trafficked for forced domestic servitude in the homes of wealthy families, as well as commercial sexual exploitation. Small numbers of boys may be trafficked for forced labor in agriculture and herding. Swazi women are reportedly forced into prostitution in South Africa, possibly after crossing the border in search of gainful employment.

Government Efforts. The absence of a law specifically criminalizing human trafficking limits the government's ability to address the problem. The Sexual Offenses and Domestic Violence Bill, which contains a section entitled "Human Trafficking for Sexual Exploitation," is scheduled to be reviewed by Parliament during 2006. Penalties for trafficking in the draft legislation include death if the victim is under 16 years of age or the trafficker belongs to a syndicate. Until the passage of this law, a number of existing legal statutes could be used to prosecute trafficking cases, including the Employment Law of 1980 which prohibits forced or compulsory labor, including by children; there were no known investigations or prosecutions of trafficking cases during the reporting period. Swaziland's borders with South Africa and Mozambique are porous and not effectively monitored, making undocumented border crossing prevalent, but hard to detect. Protecting children from abuse and exploitation is a government priority; the Police's Domestic Violence, Child Protection, and Sexual Offenses Unit collaborates with other law enforcement groups and NGOs on child protection issues, including combating the involvement of children in prostitution. Limited assistance and care is available to victims of crimes. Government officials have not received training on detecting or caring for trafficking victims. The government provided \$7.8 million for orphaned children to attend school in 2005. There were no government-run anti-trafficking campaigns during the reporting period.

TURKMENISTAN

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

Scope and Magnitude: Anecdotal reports suggest that Turkmenistan may be a source country for women trafficked to Turkey, Russia, China, Ukraine, Kazakhstan, Uzbekistan, Tajikistan, Kyrgyzstan, Pakistan, the United Kingdom, Czech Republic, Iran, Israel, and the United Arab Emirates for the purposes of sexual exploitation. Women may also be internally trafficked for purposes of sexual exploitation and involuntary servitude. There is anecdotal evidence that men living in rural areas may be trafficked to larger cities to work in the booming construction industry. According to IOM, there were eight confirmed victims of trafficking in 2005; five women were trafficked from Turkmenistan to Turkey for purposes of sexual exploitation. IOM reported three victims of internal trafficking, including one elderly woman who currently remains in involuntary servitude outside of Ashgabat.

Government Efforts: The Government of Turkmenistan does not publicly acknowledge trafficking as a problem. Government officials are not permitted to challenge the President's message that Turkmenistan is a country of prosperity and free of social ills. Corruption also remains a serious problem throughout society and within the government, although there is no proof that government officials are directly involved in human trafficking.

The Government of Turkmenistan does not monitor the trafficking situation within its borders, nor does it have a strategy to do so, although the government recently expressed limited interest in the issue, and engaged in trafficking-specific dialogues with international organizations and foreign governments. In December 2005, the State Service for Registration of Foreigners formally signed an agreement with IOM to help foster greater cooperation and assistance in combating trafficking. The agreement also called for the creation of information campaigns to raise awareness of trafficking, the publication of information about trafficking and migration issues, and further research into migration and trafficking issues. In September 2005, a court in Turkmenistan convicted a woman of trafficking a victim to Turkey for purposed of sexual exploitation. The trafficker received a prison sentence of seven years. This was the only verified trafficking-related case in 2005. IOM reported a separate case involving a victim who was internally trafficked for purposes of domestic servitude; the court refused to prosecute the trafficker because the victim did not have the necessary residential registration stamp in her passport. IOM believed that the victim remained in forced labor under the control of a relative of the trafficker at the time of this report. The government rejected an offer by the OSCE to hold training seminars for government officials sensitizing them to trafficking. There is currently one registered NGO in the country dealing with trafficking. The local authorities neither cooperate with nor hinder the NGO's activities.

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Conduit for Trafficking: An advertisement in a Taiwan publication selling Vietnamese brides for 180,000 New Taiwan dollars (equivalent to \$6,000). Also offered for only 20,000 NTs (equivalent to \$1,000) is a package tour to Vietnam, where a prospective "groom" can shop for a bride.



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CHILD-SEX TOURISTS

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STOPPING THE PRACTICE OF TRAFFICKING, SEXUAL EXPLOITATION, AND ABUSE BY INTERNATIONAL PEACEKEEPERS

In response to a Congressional mandate, the following section summarizes actions taken by some key international organizations to eliminate trafficking in persons (TIP) and sexual exploitation from their ranks. The vast majority of personnel performing peacekeeping missions conduct themselves honorably, but many cases of sexual exploitation have been documented. Young women and girls are left traumatized, infected with HIV/AIDS and other sexually transmitted diseases, or pregnant as a result.

International organizations and governments should uphold the highest standards of conduct for personnel involved in peacekeeping or humanitarian missions. Pursuant to Congressional mandate, following is a summary of how key international organizations are responding to this crisis of criminal irresponsibility and degradation.

UNITED NATIONS (UN)

The United Nations was forced to undertake drastic measures to overhaul its system of monitoring gross abuses by its military and civilian personnel in light of 150 allegations of sexual exploitation on the part of peacekeepers stationed in the Democratic Republic of Congo (known at the UN as MONUC). In October 2004, the UN Secretary General dispatched a team to MONUC headed by Jordan's Permanent Representative to the UN, Prince Zeid Ra'ad Al Hussein, to conduct an assessment of the magnitude of the problem among the 11,000 UN soldiers and 1,200 civilians serving there. In its internal report, the team concluded there was "zero compliance with zero tolerance," referring to the official policy of zero tolerance for sexual exploitation and abuse. The instances involved rape in some cases, and prostitution with children and adult women for money (between \$1-\$3), food, or jobs. After some peacekeepers raped girls, they tried to disguise it as prostitution by giving them money or food.

The team also concluded that there was little awareness of UN standards of conduct, inadequate recreational facilities for soldiers, and protracted periods of separation for personnel from their families and communities—factors that contribute to a climate of exploitation.

Policy

In response to a major scandal involving humanitarian personnel at a refugee camp in West Africa in 2002, the UN Secretary General issued a bulletin in 2003 entitled "Special measures for protection from sexual exploitation and abuse." In the bulletin, sexual exploitation and abuse are characterized as acts of serious misconduct and are grounds for disciplinary action, including dismissal. It prohibits sexual activity with children under 18 years of age and with any other beneficiaries of assistance; it prohibits use of money, employment, goods, or services in exchange for sexual favors. United Nations staff is obligated to report misconduct or suspicious activities. Heads of department, office, or mission are responsible for undertaking necessary prevention measures and taking action to address any allegations of misconduct. Evidence of misconduct can be forwarded to national authorities for

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criminal prosecution. The UN can terminate any cooperative agreements with non-UN entities or individuals found to be violating this policy. The Secretary General's Special Advisor on Sexual Exploitation and Abuse by UN Peacekeeping Personnel, Prince Zeid, recommended this bulletin be part of the required standards of conduct for troops and that these standards be incorporated in Memoranda of Understanding between the United Nations and each troop-contributing country. In June 2005, the UN General Assembly broadened Prince Zeid's recommendation to make it applicable to all peacekeeping personnel.

Training

The UN's Department of Peacekeeping Operations (DPKO) has a basic training module covering sexual exploitation and abuse, the UN's zero-tolerance policy, individual responsibilities, and the consequences of sexual misconduct. The training is mandatory for all UN personnel and is provided upon arrival at mission. Last October, DPKO distributed the module to troop-contributing countries for use in pre-deployment training. DPKO is not able to certify whether countries are using this training module. Two additional training modules are in development for mid-level managers and senior officials, respectively. DPKO developed a code of conduct video that has been translated into 10 languages and was distributed to troop-contributing countries.

Discipline and Accountability

Since early 2004, the UN conducted investigations involving 296 personnel, resulting in the repatriation of 137 military personnel, including six military commanders, and the dismissal of 17 civilians and 16 police. Most of these cases occurred at UN missions in Africa. The UN is amending its staff regulations and contractual agreements to classify sexual exploitation and abuse as serious misconduct and to allow the Secretary General to discipline and dismiss personnel. The UN is revising performance appraisals of managers and commanders in light of these regulations. Military personnel assigned to international peacekeeping missions are also subject to disciplinary action by their governments. The UN's Office of Internal Oversight Services (OIOS) assumed the lead for investigating all sexual exploitation and abuse allegations.

DPKO has established conduct and discipline units at its headquarters and eight missions to prevent misconduct, to enforce the UN standards of conduct, and to coordinate with OIOS. DPKO is currently negotiating a draft model memorandum of understanding with troop-contributing countries that, among other provisions, lays out the responsibilities of the UN and the relevant countries with regard to preventing sexual exploitation and abuse, investigating cases of misconduct, disciplining personnel, and compensating victims. This document will probably take many months to finalize, considering 190 nations are involved, and considering the lengthy UN bureaucratic process.

Thus, it may take months or even years before an effective measure is put into practice. A group of legal experts appointed by the Secretary General has finalized its recommendations on how to ensure UN staff and experts on mission are not exempt from the consequences of criminal acts committed at their duty station, nor unjustly penalized. A new group of legal experts is being convened to determine whether the Secretary General's 2003 bulletin can bind troop contingent members prior to concluding the revised Memoranda of Understanding with troop-contributing countries. There is no victim compensation program, although the December 2005 draft of the model memorandum contains strong provisions on this issue. Rules do exist requiring UN staff to honor court orders for child support payments. However, we have no information demonstrating this has been implemented in sexual exploitation and abuse cases.

Follow-on Action

Prince Zeid's report and subsequent comments by the Secretary General have provoked many proposals to bolster the United Nations' control over sexual exploitation. The United States Government generally supports these measures and will work with the UN Secretariat, and within the Security Council, to implement recommendations that are effective and consistent with U.S. law and regulations. The following are the most promising, albeit difficult, proposals to implement:

- Set up a UN DPKO monitoring mechanism to certify that troop-contributing countries have completed pre-deployment training on the UN's zero-tolerance policy.
- Issue an annual report from the Secretary General to the Security Council on the status of investigations and disciplinary actions taken by the UN and the affected troop contributing countries.
- Finalize, without delay, a model memorandum of understanding between the UN and troop-contributing countries laying out the responsibilities of the UN and the troop-contributing countries to prevent trafficking, sexual exploitation, and abuse.
- Ensure OIOS investigators have the requisite skills, training, and experience to investigate sexual crimes, especially when the victims are children.
- Monitor, regularly, remote areas where peacekeepers are assigned to ensure compliance with the zero-tolerance policy.

All troop-contributing countries have a responsibility to undertake serious measures to prevent and punish any incidences of trafficking, sexual exploitation, and abuse by personnel regardless of whether prostitution is regulated or tolerated in the troop-contributing country. Such measures may include but are not limited to:

- ⊙ Reviewing national laws and regulations to allow nationals participating in international peacekeeping or humanitarian missions to be punished or court martialled for engaging in trafficking, prostitution, sexual exploitation, or abuse in a foreign country that has criminalized these activities.
- ⊙ Assigning national investigative officers or investigative entities to coordinate, as appropriate, with the OIOS on investigations involving its nationals.
- ⊙ Performing background checks of military and civilian personnel to ensure they do not have a prior criminal record.
- ⊙ Assessing military commanders or civilian managers' performance in creating a climate of responsibility among subordinates at peacekeeping or humanitarian missions. This is a key component in preventing abuses.
- ⊙ Increasing number of women military and civilian peacekeepers, including in management positions.
- ⊙ Conducting mandatory pre-deployment training on anti-trafficking, sexual exploitation, and abuse policies.
- ⊙ Providing decent welfare and recreation facilities for national contingents at the missions and promoting organized intramural activities for peacekeepers during off-duty hours. Some national contingents living in squalid conditions have limited recreation facilities.
- ⊙ Encouraging military leadership to collect and maintain DNA samples of military personnel prior to deployment to international peacekeeping missions in the event allegations of sexual misconduct are made against its personnel.
- ⊙ Providing compensation to victims, including child support payments.

NORTH ATLANTIC TREATY ORGANIZATION (NATO)

Policy

In June 2004, NATO member states and 19 partner nations adopted a Policy to Combat Trafficking in Persons. The provisions include a commitment for each country to: review its national legislation; ratify and implement the UN Convention Against Transnational Organized Crime and its supplementary protocol on trafficking in persons; conclude bilateral and

multilateral agreements to prevent and counter human trafficking; provide appropriate anti-trafficking training to all personnel taking part in NATO-led operations; support host country authorities in anti-trafficking investigations; incorporate contractual provisions prohibiting contractors from engaging in trafficking and impose penalties for failure to comply; and evaluate implementation of efforts as part of ongoing reviews. Since adoption of the policy, NATO's international military staff revised the Military Policy Guidance document to incorporate the policy's requirements on awareness and education. All NATO staff are bound by a special directive issued by NATO's Secretary General. Anti-trafficking directives will be included in all future NATO operational plans.

Allies continue to review the NATO policy to enhance it. Allies are considering designating a NATO Senior Coordinator for Combating Trafficking in Human Beings to work with member states and partner nations on effective implementation of NATO's zero-tolerance policy on human trafficking. Also, allies are examining how to ensure confidentiality for personnel or private citizens who report suspected incidences of trafficking, particularly within small missions.

Training

NATO has created three anti-trafficking awareness training modules for all troops, commanders, and military police personnel. These modules, available on-line, are based in part on the U.S. Department of Defense's training modules. In 2005, the NATO school and the NATO Defense College began incorporating anti-trafficking into its curriculum for both senior commanders and staff officers. The NATO missions in the Balkans provide induction training for all personnel on a regular basis. While member states and partners have made a commitment to provide training for personnel participating in NATO-led operations, it is not clear to what extent they are all providing regular pre-deployment training.

Discipline and Accountability

There are no known instances of NATO international forces or international military staff involved in facilitating human trafficking. Member states and partners are responsible for disciplining personnel. NATO international forces or international military staff are subject to disciplinary action including dismissal if they support or facilitate trafficking. NATO conducts periodic mission reviews of NATO-led operations and can use this channel to report trafficking related incidences. NATO does not have a victim compensation program.

ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

Policy

The OSCE has policies to prevent personnel from engaging in human trafficking or sexual exploitation and abuse. The Code of Conduct for OSCE Officials addresses general conduct of mission members and is supplemented by a document titled "Staff Instruction 11" which specifically addresses preventing the promotion or facilitation of trafficking in persons. The staff instruction applies to all OSCE officials while on mission (including attending events in an official capacity).

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The OSCE instruction specifically states, "Officials are not permitted to patronize any establishments or have professional or personal relationships with individuals with connections to trafficking." In December 2005, the OSCE Ministerial Council adopted a decision sponsored by the United States entitled "Ensuring the Highest Standards of Conduct and Accountability of Persons Serving on International Forces and Missions." This decision focuses on the responsibility of OSCE member and partner states to take necessary measures to prevent trafficking, sexual exploitation, abuse, and forced labor by mission personnel, including investigating and punishing anyone who engages or facilitates these illicit activities. Reporting channels should ensure confidentiality of personnel or private citizens who report suspected incidences of trafficking.

Training

The OSCE has training modules on trafficking, staff instructions, and policies as part of its general orientation training. OSCE instructors also travel to field missions periodically to update training for mission members and to train locally-hired staff.

Discipline and Accountability

There are no known instances of OSCE personnel involved in the support or facilitation of human trafficking. OSCE officials and staff are subject to disciplinary action including dismissal if they are found to have supported or facilitated trafficking. Member states and partners are responsible for disciplining personnel assigned to the OSCE. Heads of Mission are obligated to take necessary measures to prevent involvement in trafficking by staff and to take any disciplinary action. Allegations of violations are to be reported to the OSCE Secretariat. OSCE does not have a victim compensation program.



人身取引は、外国人女性等を連れてきて
売春等を強要する国際的な組織犯罪です。

買春が人身取引を引き起こす要因と
なっています。

被害者が助けを求めてきたら
警察や入国管理局に連絡してください。



内閣府 内閣府 警察庁 法務省 外務省 厚生労働省

A coordinated effort between the Japanese Government and NGOs, the poster reads: "Trafficking in persons (TIP) is a transnational organized crime, which forces foreign women into prostitution. Buying sex is a factor causing TIP. Please report to the police and the immigration bureaus whenever a victim of TIP has asked for help."

RELEVANT INTERNATIONAL CONVENTIONS*

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

RELEVANT INTERNATIONAL CONVENTIONS

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

RELEVANT INTERNATIONAL CONVENTIONS

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

RELEVANT INTERNATIONAL CONVENTIONS

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

*Ratification determined when State deposits ratification instruments at the international organization.

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

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

(A) Minimum standards

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

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

(B) Criteria

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

- (1) Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons, and convicts and sentences persons responsible for such acts, that take place wholly or partly within the territory of the country. After reasonable requests from the Department of State for data regarding investigations, prosecutions, convictions, and sentences, a government, which does not provide such data, consistent with the capacity of such government to obtain such data, shall be presumed not to have vigorously investigated, prosecuted, convicted or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.
- (2) Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked.

- (3) Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons, *measures to reduce the demand for commercial sex acts and for participation in international sex tourism by nationals of the country, measures to ensure that its nationals who are deployed abroad as part of a peacekeeping or other similar mission do not engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking, and measures to prevent the use of forced labor or child labor in violation of international standards* (added in the reauthorization of the TVPRA of 2005, will become effective January 10, 2008).
- (4) Whether the government of the country cooperates with other governments in the investigation and prosecution of severe forms of trafficking in persons.
- (5) Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes (or, to the extent such extradition would be inconsistent with the laws of such country or with international agreements to which the country is a party, whether the government is taking all appropriate measures to modify or replace such laws and treaties so as to permit such extradition).
- (6) Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one's own, and to return to one's own country.
- (7) Whether the government of the country vigorously investigates, prosecutes, convicts, and sentences public officials who participate in or facilitate severe forms of trafficking in persons, *including nationals of the country who are deployed abroad as part of a peacekeeping or other similar mission who engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking* (added in the reauthorization of the TVPRA of 2005, will become effective January 10, 2008), and takes all appropriate measures against officials who condone such trafficking. After reasonable requests from the Department of State for data regarding such investigations, prosecutions, convictions, and sentences, a government which does not provide such data consistent with its resources shall be presumed not to have vigorously investigated, prosecuted, convicted, or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.
- (8) Whether the percentage of victims of severe forms of trafficking in the country that are non-citizens of such countries is insignificant.
- (9) Whether the government of the country, consistent with the capacity of such government, systematically monitors its efforts to satisfy the criteria described in paragraphs (1) through (8) and makes available publicly a periodic assessment of such efforts.
- (10) Whether the government of the country achieves appreciable progress in eliminating severe forms of trafficking when compared to the assessment in the previous year.

GLOSSARY OF ACRONYMS

NGO – non-governmental organization

IOM – International Organization for Migration

ILO – International Labor Organization

ILO-IPEC – International Labor Organization, International Program
on the Elimination of Child Labor

UN – United Nations

UNICEF – United Nations Children's Fund

UNIFEM – United Nations Development Fund for Women

UNHCR – UN High Commissioner for Refugees

UNDP – UN Development Programme

ECPAT – End Child Prostitution, Child Pornography and Trafficking
of Children for Sexual Purposes

EU – European Union

OSCE – Organization for Security and Cooperation in Europe

ECOWAS – Economic Community of West African States

A CLOSING NOTE FROM THE DRAFTERS OF THE REPORT

Pursuing a Dream, and Finding a Nightmare

In this Report, we have focused more attention on the plight of low-skilled laborers from developing countries, particularly women working as domestics. Many of these laborers, pursuing a dream of giving their family a more secure and prosperous future, fall victim to conditions of servitude in developed destination countries, including the United States. As we join faith-based, labor, and human rights communities which have been advocating for justice on behalf of these victims, we are sometimes asked: Why is the U.S. government placing household help on the foreign policy agenda?

In America, most of us are descendents of immigrants, immigrants who came here pursuing the dream of a brighter future. The dream varies from the simple to the sophisticated, but it is always based on hope and trust in the offer of opportunities afar. Contract workers, especially in Asia, have modest aspirations but they are the most vulnerable, due to the lack of protection and their low economic status. Unscrupulous labor recruiters, "manpower" agencies, and employers who prey on the aspirations of these workers, have largely gone unpunished for too long.

Nour Miyati's dream was simple: To provide a brighter future for her nine-year old daughter back in Indonesia. Working as a domestic for four years in a Middle Eastern state, she was treated fairly and was able to send money home to keep her daughter in school. But her luck ran out as a new employer, last year, confined her in his house, denied her pay, and tortured her. Injuries she suffered to her hands and feet resulted in gangrene that required the amputation of her fingers and toes. She is now unable to work, but she wants her story to be heard. This is the state of exploitative migrant labor practices in some countries today.

The 2006 TIP Report is dedicated to Nour Miyati and the many other foreign migrant workers who pursued dreams but found hell on earth. We pledge to give the voices of these victims of involuntary servitude the hearing they desperately need, through this Report and wherever governments can be held accountable for practices that foster modern-day slavery.

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U.S. Department of State, Office to Monitor and Combat Trafficking in Persons

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These children, living in an urban neighborhood in Monrovia, Liberia, are particularly vulnerable to the dangers of trafficking and child sex exploitation. Faith Consortium, a U.S. Government grantee, conducts public outreach to raise awareness in this community.

PHOTO CREDITS

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