

TRAFFICKING IN PERSONS REPORT



JUNE 2006



This page intentionally left blank.

Dear Reader:

The movement to end trafficking in persons is more than a human rights objective; it is a matter of global security.

President Bush's National Security Strategy reaffirmed our belief that promoting democracy and human rights is the most effective long-term strategy for ensuring stability. Included in the Strategy's goals for ending tyranny, spreading freedom, and championing human dignity is our commitment to ending human trafficking: "Trafficking in persons is a form of modern-day slavery, and we strive for its total abolition. Future generations will not excuse those who turn a blind eye to it."



Human traffickers prey on the most vulnerable and turn a commercial profit at the expense of innocent lives. The State Department's efforts to end this evil trade exemplify transformational diplomacy. We work with international partners to secure the freedom of those who are exploited and call on governments to be effective and accountable in prosecuting those who exploit.

The movement to end trafficking in persons continues to gain momentum, thanks to Presidential leadership, Congressional commitment, and support from innumerable faith-based, community, human rights, and women's groups, as well as from individual citizens. Thank you for joining this abolitionist movement on behalf of the world's most vulnerable citizens.

Sincerely,

A handwritten signature in cursive script that reads "Condoleezza Rice".

Condoleezza Rice




Rescued children, once victims of bonded slave labor in India, stage a demonstration in Delhi. They demand better opportunities to overcome the problem of child slavery.

TABLE OF CONTENTS

I. INTRODUCTION	5
The 2006 Trafficking In Persons Report: Its Purpose	5
Focusing on Slave Labor and Sexual Slavery	6
<i>Race to The Bottom: In Search of Exploitable Migrant Workers.....</i>	<i>7</i>
<i>Recruitment Fees and Debts For Migrant Workers: Precursor to Servitude.....</i>	<i>8</i>
Labor Trafficking Through Legal Recruitment	9
Myth of Movement.....	10
The Human and Societal Costs of Trafficking	10
<i>The Public Health Impact of Sex Trafficking.....</i>	<i>11</i>
<i>Identifying Victims of Trafficking.....</i>	<i>12</i>
The Methods of Traffickers	14
<i>Caste and Slavery in South Asia.....</i>	<i>15</i>
The Many Causes of Trafficking	16
<i>Trafficking and Emerging Muslim Leadership.....</i>	<i>17</i>
<i>Unaccompanied Minors, Trafficking, and Exploitation.....</i>	<i>18</i>
<i>Department of Defense Responds to Labor Trafficking in Iraq.....</i>	<i>19</i>
<i>Working To End Demand For the Victims of Sex Trafficking.....</i>	<i>21</i>
Effective Strategies In Combating Trafficking	21
<i>Child Sex Tourism.....</i>	<i>24</i>
<i>"Trafficking In Persons" Defined.....</i>	<i>25</i>
More About the 2006 TIP Report.....	26
<i>Trafficking and Warfare: Child Soldiers in Burma.....</i>	<i>28</i>
II. INTERNATIONAL BEST PRACTICES.....	34
<i>Global Law Enforcement Data.....</i>	<i>36</i>
<i>Child Domestic Servitude.....</i>	<i>38</i>
<i>The Policy of Victim Rescue.....</i>	<i>40</i>
III. HEROES ACTING TO END MODERN-DAY SLAVERY	42
IV. TIER PLACEMENTS	46
V. MAPS (WITH REGIONAL LAW ENFORCEMENT STATISTICS).....	47
<i>U.S. Government Domestic Anti-Trafficking Efforts.....</i>	<i>53</i>
VI. COUNTRY NARRATIVES (A to Z)	54
VII. SPECIAL CASES.....	266
VIII. EFFORTS BY INTERNATIONAL PEACEKEEPERS.....	277
IX. INTERNATIONAL CONVENTIONS—MATRIX	284
X. TRAFFICKING VICTIMS PROTECTION ACT.....	288
XI. GLOSSARY OF ACRONYMS	290

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



Holding money exchanged for sex, the child of a prostituted woman stands in the doorway of a brothel in Phnom Penh, Cambodia. Children who are raised in brothels are highly vulnerable to being forced into sexual exploitation.

VICTIM PROFILES

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

INTRODUCTION

Nepal/India: Reena was brought to India from Nepal by her maternal aunt, who forced the 12-year-old girl into a New Delhi brothel shortly after arrival. The brothel owner made her have sex with many clients each day. Reena could not leave because she did not speak Hindi and had no one to whom she could turn. She frequently saw police officers collect money from the brothel owners for every new girl brought in. The brothel owner coached Reena and all the girls to tell anyone who asked that they were 25 years old and had voluntarily joined the brothel. Reena escaped after two years and now devotes her life to helping other trafficking victims escape.

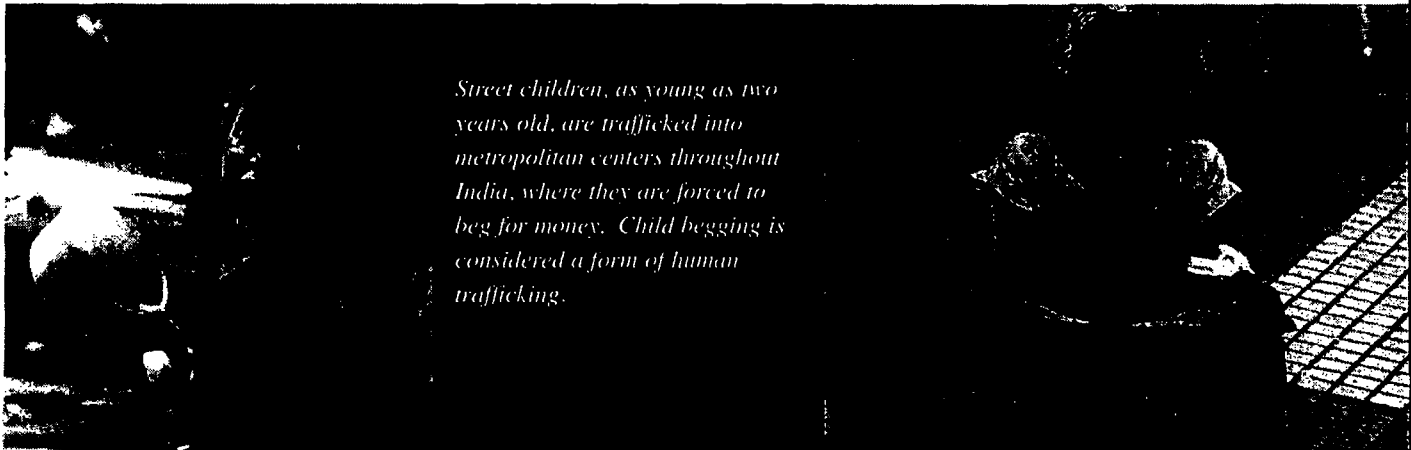
The 2006 Trafficking in Persons (TIP) Report: Its Purpose

The Department of State is required by law to submit a Report each year to the U.S. Congress on foreign governments' efforts to eliminate severe forms of trafficking in persons. This Report is the sixth annual TIP Report. It is intended to raise global awareness, to highlight the growing efforts of the international community to combat human trafficking, and to encourage foreign governments to take effective actions to counter all forms of trafficking in persons. The Report has increasingly focused the efforts of a growing community of nations on sharing information and partnering in new and important ways.

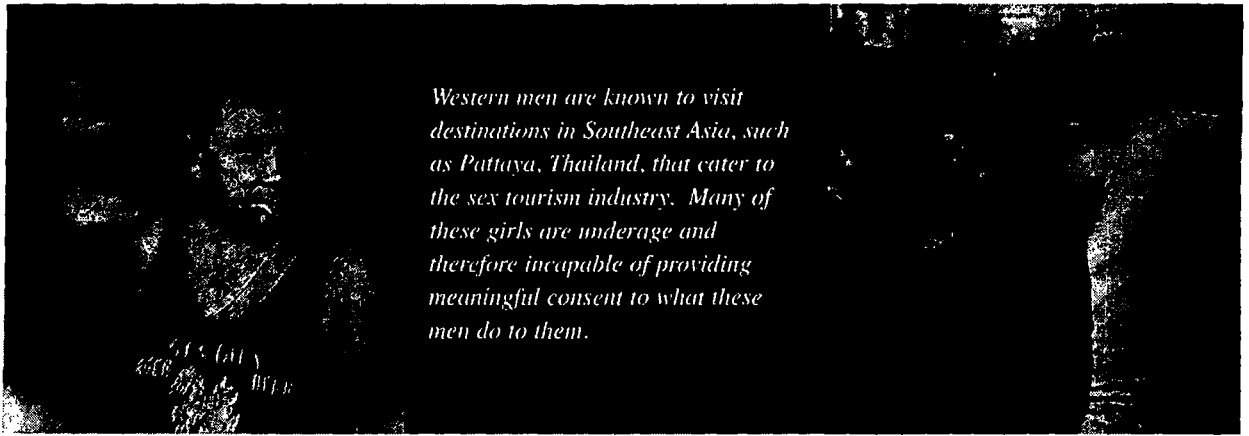
A country that fails to make significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking in

persons, per U.S. law, receives a "Tier 3" assessment in this Report. Such an assessment could trigger the withholding of non-humanitarian, non-trade-related assistance from the United States to that country.

In assessing foreign governments' efforts, the TIP Report highlights the "three P's"—prosecution, protection, and prevention. But a victim-centered approach to trafficking requires us equally to address the "three R's"—rescue, rehabilitation, and reintegration. The U.S. law that guides these efforts, the Trafficking Victims Protection Act (TVPA) of 2000, as amended, makes clear from the outset that the purpose of combating human trafficking is to ensure just and effective punishment of traffickers, to protect their victims, and to prevent trafficking from occurring.



Street children, as young as two years old, are trafficked into metropolitan centers throughout India, where they are forced to beg for money. Child begging is considered a form of human trafficking.



Western men are known to visit destinations in Southeast Asia, such as Pattaya, Thailand, that cater to the sex tourism industry. Many of these girls are underage and therefore incapable of providing meaningful consent to what these men do to them.

More than 150 years ago, the United States fought a devastating war that culminated in the elimination of slavery in this country. Although most nations have eliminated servitude as a state-sanctioned practice, a modern form of human slavery has emerged. It is a growing global threat to the lives and freedom of millions of men, women, and children. Today, only in the most brutal and repressive regimes, such as Burma and North Korea, is slavery still state sponsored. Instead, human trafficking often involves organized crime groups who make huge sums of money at the expense of trafficking victims and our societies.

Saudi Arabia: Serena arrived from the Philippines to work as a housemaid in Saudi Arabia. Upon her arrival, her employer confiscated her passport and, with his wife, began to beat and verbally abuse her. On one occasion, her female employer pushed her down the stairs; another time, her male employer choked her until she passed out. She was not allowed to leave the house. As her passport had been confiscated, she could not flee. Serena was so unhappy, she was driven to attempt suicide. Once at the hospital, she was able to escape from her captors. She has sought redress through the Saudi court system and is waiting for justice in a shelter.

Focusing on Slave Labor and Sexual Slavery

Every year we add to our knowledge of the trafficking phenomenon. In the 2004 Report,

we used U.S. Government data that disaggregated transnational trafficking in persons by age and gender for the first time. This data shows that, of the estimated 600,000 to 800,000 men, women, and children trafficked across international borders each year, approximately 80 percent are women and girls, and up to 50 percent are minors. The data also demonstrated that the majority of transnational victims were trafficked into commercial sexual exploitation. With a focus on transnational trafficking in persons, however, these numbers do not include millions of victims around the world who are trafficked within their own national borders.

The 2006 Report sheds new light on the alarming trafficking of people for purposes of slave labor, often in their own countries. This is a form of human trafficking that can be harder to identify and estimate than sex trafficking, yet it may be much greater in size when we count domestic trafficking. It does not necessarily involve the same criminal networks profiting from transnational trafficking for sexual exploitation. More often, individuals are guilty of, for example, enslaving one domestic servant or hundreds of unpaid, forced workers at a factory.

A wide range of estimates exists on the scope and magnitude of modern-day slavery, both internal and transnational. The International Labor Organization (ILO)—the United Nations (UN) agency charged with addressing labor standards, employment, and social protection issues—estimates there are 12.3 million people in forced labor, bonded labor, forced child labor, and sexual servitude at any given time; other estimates range from 4 million to 27 million.

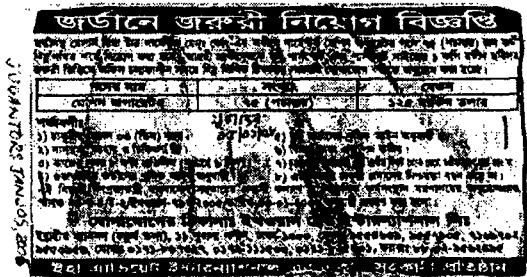
RACE TO THE BOTTOM: IN SEARCH OF EXPLOITABLE MIGRANT WORKERS

Economic globalization has encouraged an unprecedented mobilization of unskilled and low-skilled labor in response to demand in labor-deficit markets for construction, manufacturing, agriculture, and domestic work. Migrant workers from less developed South and East Asian countries fill relatively short-term labor contracts in more developed Asian, European, and Near Eastern countries at an ever increasing rate. The ILO estimates the population of migrant laborers to be 120 million. Saudi Arabia (7.5 million), the United Arab Emirates (2.3 million), Malaysia (2.3 million) and Kuwait (1.3 million) lead the markets in demand for foreign migrant workers. The Philippines (7 million), Indonesia (3 million), Bangladesh (3 million), and Sri Lanka (1.5 million) are the leading suppliers of these workers. There is nothing wrong *per se* with migrant labor in this era of globalization but as shown below, abuses can lead to modern-day slavery.

Structuring this mass movement of labor from supply to demand countries are contracts offered by recruiters representing labor agencies and employers; contracts between labor agencies and employers sanctioned by the state as "sponsors"; and overarching memoranda of understanding between source and demand governments. Contracts offered to workers by recruiters cover basic conditions of employment—including wages, hours, and duration—and cite the location and identity of the employer. The level of regulation and oversight of these contracts varies widely. Workers are prone to abuse and the risk of involuntary servitude when contracts are not honored or are replaced with new contracts containing less favorable terms after arrival in a destination country. Governments of source countries seek to prevent such exploitation by negotiating agreements with demand country governments. The Philippines government, with its strong Overseas Employment Agency, stands out as a leader in managed labor migration by protecting its overseas workers. Other labor source governments are less vigorous in protecting their workers abroad.

Demand country employers and their labor agents seek maximum efficiency from foreign contract laborers. When protections and regulations are insufficient to deter abuses, unscrupulous employers look for the most vulnerable groups of foreign workers to prey on and exploit. Some governments tacitly condone this predatory behavior. Clearly, a "race to the bottom" is underway in some key labor demand countries, as the least protected populations of workers are sought, including the Vietnamese, Bangladeshis, and Nepalese, while "troublesome" workers who demand rights and have their governments backing them up are increasingly shunned. Such selection is possible as long as universal standards against involuntary servitude are not enforced.

In bilateral agreements, source governments should require cases of involuntary servitude to be criminally prosecuted in demand country courts. These agreements should also: require the registration of contracts with all parties; hold labor agencies responsible for the welfare of the workers; and require insurance, funded by labor agencies, to protect workers in the event of unforeseen problems such as an employer's bankruptcy.



A contract labor agency in Bangladesh recently advertised work at a garment factory in Jordan. The ad promises a three-year contract, \$125 per month, eight hour workdays, six days of work a week, paid overtime, free accommodation, free medical care, free food, and no advance fees. Instead, upon arrival, workers (who were obliged to pay exorbitant advance fees) had passports confiscated, were confined in miserable conditions, and prevented from leaving the factory. Months passed without pay, food was inadequate, and sick workers were tortured. Because most workers had borrowed money, at inflated interest rates, to get the contracts, they were obliged, through debt, to stay.

The nationalities of trafficking victims are as diverse as the world's cultures. Some leave developing countries, seeking to improve their lives through low-skilled jobs in more prosperous countries. Others fall victim to forced or bonded labor in their own countries. Some families give children to related or unrelated adults who promise education and opportunity—but deliver the children into slavery for money.

Conventional approaches to dealing with forced or bonded labor usually focus on compliance, in line with international conventions (i.e., ILO Conventions 29, 39, 105 and 182). These approaches seek to have exploitative industries comply with the law simply by releasing victims or offering financial compensation.

Approaches to combating forced labor that rely on labor standards can be weak in punishing the employers responsible for this form of trafficking. Forced labor must be punished as a crime, through vigorous prosecutions. While most countries in the world have criminalized forced labor, they do little to prosecute offenders, in part due to the lack of awareness of forced labor issues among law enforcement officials. As well, female victims of forced or bonded labor, especially women and girls in domestic servitude, are often sexually abused.

Over the next year, the Department of State, as directed by Congress, intends to continue focusing more attention on forced labor and bonded labor, while maintaining our campaign against sex trafficking.

RECRUITMENT FEES AND DEBTS FOR MIGRANT WORKERS: PRECURSOR TO SERVITUDE

Many of the foreign contract workers found in conditions of involuntary servitude in labor "demand" countries are required to pay substantial fees before they are accepted for work. These fees are paid to either the labor recruiter in the source country or the labor company in the demand country or it is shared by both. The payments demanded of foreign workers are often in the range of \$4,000-\$11,000 and are described as a "job placement fee" or "employment fee."

These fees are usually illegal under source country laws and are banned by international covenant. There is no rational basis for requiring low-skilled workers to pay fees; recruitment agencies in source countries and labor agencies in demand countries are paid commissions by employers who have demanded the services of low-skilled foreign workers. By seeking to extract payments from workers themselves, labor companies are "double-dipping"—and imposing a heavy debt burden that contributes to bonded labor or involuntary servitude. Research on involuntary servitude among migrant contract workers finds a strong link between forced labor conditions and the heavy fees or debt imposed on workers by labor recruitment agencies in the source country.

Private employment agencies should not charge, directly or indirectly, any fees or costs to workers. This is a principle that is gaining increased acceptance and attention around the world, as some labor source countries criminalize the imposition of unreasonable costs on workers.

It is the responsibility of labor source country governments to adequately regulate labor recruitment agencies to ensure that laborers going abroad for contract work are not saddled with inappropriate costs that too often induce debt bondage later. Labor recruitment firms that engage in this highly exploitative practice should be punished criminally. Administrative sanctions such as fines and business closures are not sufficient to deter this crime. It is the responsibility of the receiving or "demand" country governments to proactively screen workers to ensure they are not victimized by debt bondage or forced labor; when identified, criminal investigations leading to potential prosecutions should be the response.



Street children use drugs to escape the pain of sexual exploitation, hunger, and violence. Children as young as seven and eight years are seen sniffing or snorting toxic substances, and using drugs such as marijuana and heroin.



As with the 2005 Report, this Report places several countries on Tier 3 primarily as a result of their failure to address trafficking for forced labor among foreign migrant workers.

A global effort to eliminate human trafficking is building momentum, as a result of the victim-centered TVPA, this annual Report, strong bipartisan U.S. leadership, increased attention from international organizations, devoted NGOs, and creative media focus. Nations are increasingly working together to close trafficking routes, prosecute and convict traffickers, and protect and reintegrate trafficking victims. We hope this year's Report inspires people to make even greater progress.

Niger/Mali: The parents of 12-year-old Malik were convinced by a Koranic teacher—one of a revered group in Niger—that he would take the young boy to Mali, for further education. But once Malik and other Nigerien boys arrived in Mali from Niger, they were denied schooling and were forced by the teacher to beg in the streets for long hours to earn money for him. Malik eventually escaped. Strangers helped him return to his village in Niger where his family received him joyously after hearing of his ordeal.

Labor Trafficking Through Legal Recruitment

This Report sheds greater light on a trafficking phenomenon seen increasingly in Asia and the Near East—servitude imposed on a large number of migrant laborers who

accept contracts in other countries for low-skilled work in construction, manufacturing, agriculture and as domestic workers. Unlike undocumented migrants who tend to be smuggled into a country illegally, these migrant workers are recruited legitimately in their home countries, usually in less developed countries, and travel to wealthier countries where low-cost foreign labor is in demand. After arrival, a portion of these migrant workers face unscrupulous labor agencies or employers who place them into a state of involuntary servitude. This can become forced labor or bonded labor, depending on the tools of coercion used to compel workers to enter into or continue in a state of servitude. A number of tactics are used by abusive labor agents or employers, including: changing the conditions of employment from those stipulated in contracts signed before the workers left their home country; confiscating and holding travel documents (passports, airline tickets, and alien resident identification cards); confinement; threatening physical force; and withholding wages.

The causes of this form of labor trafficking fall into two general categories: abuse of contracts and local laws that govern the recruitment and employment of migrant laborers; and the orchestrated placement of heavy costs and debts on these laborers in the source country or state, often with the complicity or even support of labor agencies and employers in the destination country or state. Some abuses of contracts and difficult conditions of employment do not in

themselves constitute involuntary servitude, although use or threat of physical force or restraint to compel a worker to enter into or continue labor or service is indicative of forced labor. Costs imposed on laborers for the "privilege" of working abroad are against international standards and place laborers in a situation highly vulnerable to debt bondage. However, these costs alone do not constitute debt bondage or involuntary servitude. When combined with exploitative practices employed by unscrupulous labor agents or employers in the destination country, these costs or debts, when excessive, become a form of debt bondage.

The Myth of Movement

A person may decide to travel to another location for a job, within his or her own country or abroad, and still subsequently fall into involuntary servitude. Some governments and law enforcement agencies mistakenly focus on the voluntary nature of a person's transnational movement, and fail to identify the more important element of compelled service or forced labor that can occur after someone moves for employment. Movement to the new location is incidental. The force, fraud or coercion exercised on that person to perform or remain in service to a "master" is the defining element of trafficking in modern usage. The person who is trapped in compelled service after initially voluntarily migrating, or taking a job willingly, is considered a trafficking victim.

The boy forced into a commercial fishing business on Lake Volta in Ghana is as much a victim of trafficking in persons as the Thai worker brought to the U.S. on a legal seasonal farm work visa and forced to work in

conditions not described in the original contract, with the threat of being deported without pay if he fails to comply with the "new rules."

The Ukrainian woman who is lured to London through the fraudulent offer of a modeling job and then prostituted is as much a victim of trafficking in persons as the teenage Brazilian girl who is pushed into prostitution in a seaside resort town by her family. The forms of servitude and faces of those it victimizes are myriad.

The U.S. Government continues to learn about the scope and nature of human trafficking. In this Report, we have tried to point out areas where information is sparse and raise issues that merit further investigation. In some cases, lack of information or false information from undemocratic governments may have limited this Report. Given these qualifications, the 2006 TIP Report represents an updated, global look at the nature and scope of modern-day slavery, and the broad range of actions being taken by governments around the world to confront and eliminate it.

Uganda: Michael was 15 when he was kidnapped by the Lord's Resistance Army (LRA) to serve as a combatant in the Ugandan insurgent force. During his forced service in the LRA, he was made to kill a boy who had tried to escape. He also watched another boy being hacked to death because he did not alert the guards when his friend successfully escaped.

The Human and Social Costs of Trafficking

Victims of human trafficking pay a horrible price. Psychological and physical harm,



Billboards advertising brothels are rampant throughout Japan. Tolerance of the commercial sex industry has made Japan one of the world's top destinations for sex trafficking of foreign women.

THE PUBLIC HEALTH IMPACT OF SEX TRAFFICKING

Although victims of sex trafficking experience a grotesque range of health problems, the global public health impact of sex trafficking has not been quantified. Reviewing regional studies offers a sense of how physically and psychologically traumatizing sex trafficking is.

For example, a study of women and girls trafficked for prostitution in East Africa reported widespread rape, physical abuse, sexually transmitted infections (STIs), and HIV/AIDS.[1] An assessment in Nepal of trafficking in girls found that 38% of rescued victims suffered from HIV/AIDS, as well as STIs and tuberculosis (TB).[2] In a study of women trafficked to the European Union, health impacts included extreme violence that resulted in broken bones, loss of consciousness, and gang rape. Complications related to abortions, gastrointestinal problems, unhealthy weight loss, lice, suicidal depression, alcoholism, and drug addiction were also reported.[3] Another study of women trafficked to the European Union found that 95% of victims had been violently assaulted or coerced into a sexual act, and over 60% of victims reported fatigue, neurological symptoms, gastrointestinal problems, back pain, vaginal discharges, and gynecological infections.[4]

Less obvious health consequences of sex trafficking can include cervical cancer, caused by the human papillomavirus, which is more common among women who have sexual encounters with many men.

While there are few large health studies on trafficking victims, many well-designed studies on the health consequences of prostitution are useful in understanding the health impact of sex trafficking. For example, two studies from India found HIV rates were higher among prostituted girls than among



Seventeen and pregnant with triplets, this teenager is being prostituted on the streets of the Dominican Republic.

prostituted women (12.5% vs. 5.4% and 27.7% vs. 8.4%).[5]

Recommendations:

To better understand the range and interrelationship of health problems associated with sex trafficking, health problems can be grouped into six categories including:

1. Infectious diseases: HIV, STIs, and TB
2. Non-infectious diseases: malnutrition, dental health problems, and skin diseases
3. Reproductive health problems: forced abortions, high-risk pregnancies and deliveries
4. Substance abuse: alcohol, inhalants, intravenous drugs
5. Mental health problems: depression; Post Traumatic Stress Disorder; suicide
6. Violence: physical and sexual assaults; murder

Collecting data based on these categories of health will permit NGOs and government agencies to develop evidence-based interventions for prevention and care of victims as well as to focus resources according to the identified needs of the victims. On a larger scale, data will facilitate the development of treatment guidelines as well as public health recommendations to address sex trafficking. This approach requires leadership from public health professionals and the application of traditional public health methodologies and strategies.

1. Pearson, E. "Study on Trafficking in Women in East Africa." GTZ, December 2003
2. Bal Kumar KC, Subedi G, Gurung YB, Adhikari KP. "Nepal Trafficking in Girls With Special Reference to Prostitution: A Rapid Assessment." International Labor Organization, November 2001
3. Zimmerman, Cathy. *The Health Risks and Consequences of Trafficking in Women and Adolescents: Findings from a European study*. London School of Hygiene and Tropical Medicine, 2003. http://www.lshtm.ac.uk/hpu/docs/trafficking_final.pdf
4. Zimmerman, Cathy. *Stolen Smiles: A Summary Report on the Physical and Psychological Consequences of Women and Adolescents Trafficked in Europe*. London School of Hygiene and Tropical Medicine, 2006
5. Sarkar K, Bal B, Mukherjee R, Saha MK, Chakraborty S, Niyogi SK, Bhattacharya SK. "Young age is a risk factor for HIV among female sex workers: An experience from India." *Journal of Infection*, 2005, (vol):1-5; and Sarkar K, Bal B, Mukherjee R, Niyogi SK, Saha MK, Bhattacharya SK. "Epidemiology of HIV infection among Brothel-based Sex Workers in Kolkata, India." *Journal of Health, Population, and Nutrition*, 2005;23(3):231-235.

Human traffickers in China held these migrant workers captive in a brick kiln, forcing them to work up to 18 hours a day without pay on a sparse diet of cabbage boiled in salted water.

IDENTIFYING VICTIMS OF TRAFFICKING

The Trafficking Victims Protection Act (TVPA) and the United Nations *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children* call on governments to take adequate steps to protect victims of trafficking. Such protection is only possible if there is adequate identification of the victims of trafficking. The 2005 Report emphasized the need to screen vulnerable groups of people in order to identify victims of trafficking. The assessments contained in this year's Report reveal that much work remains to be done.

Self-Identification: A Myth. Some governments continue to rely on a "complaint-based" system of identifying trafficking crimes and trafficking victims. Assuming that an individual victim of trafficking will report the crime to appropriate authorities or will identify his or her status as a trafficking victim at the first opportunity, these governments respond only to reported cases. This reactive approach to trafficking is not adequate and does not fulfill the TVPA's standard for victim protection.

The Reality. Few victims are willing to identify themselves upon initial contact with law enforcement authorities. They are fearful of real or imagined reprisals and are still undergoing trauma from the servitude experience. They cannot and should not be expected to immediately report objectively on the dimensions of their exploitation.

Proactive Screening: The Standard. Adequate victim protection requires proactive measures by governments to identify trafficking victims through careful and thorough interviews and counseling. Law enforcement authorities should be given training on how to identify indications of trafficking. Granting victims temporary shelter in a comfortable environment allows suspected victims of trafficking to receive counseling and to assess options, including their assistance with the prosecution of traffickers.

including disease and stunted growth, often have permanent effects. In many cases the exploitation of trafficking victims is progressive: a child trafficked into one form of labor may be further abused in another. It is a brutal reality of the modern-day slave trade that its victims are frequently bought and sold many times over—often sold initially by family members.

Victims forced into sex slavery are often subdued with drugs and subjected to extreme violence. Victims trafficked for sexual exploitation face physical and emotional damage from violent sexual activity, forced substance abuse, exposure to sexually

transmitted diseases including HIV/AIDS, food deprivation, and psychological torture. Some victims suffer permanent damage to their reproductive organs. Many victims die as a result of being trafficked. When the victim is trafficked to a location where he or she cannot speak or understand the language, this compounds the psychological damage caused by isolation and domination by traffickers.

Azerbaijan/UAE: After her father died when she was 9, Nayla was given to an orphanage. But her mother took her from the orphanage and sold her to

traffickers who brought her to Dubai. She was prostituted in clubs in Dubai until she was 13 years old. After the Dubai police discovered her illegal status, Nayla was deported back to Azerbaijan. Once she returned to Azerbaijan, she was prostituted for three more years before becoming pregnant. She contracted AIDS either in Dubai or in Baku and gave birth to an HIV-positive baby last year.

The Human Rights Dimension.

Fundamentally, trafficking in persons violates universal human rights to life, liberty, and freedom. Trafficking of children violates the inherent right of a child to grow up in a protective environment and the right to be free from all forms of abuse and exploitation.

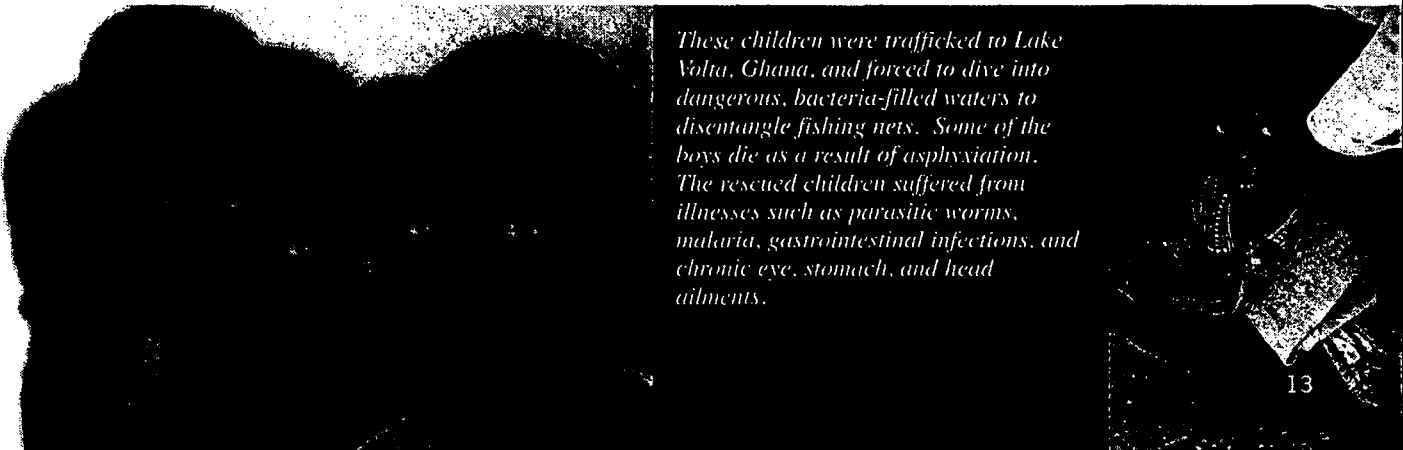
Promoting Social Breakdown. The loss of family and community support networks makes trafficking victims vulnerable to traffickers' demands and threats, and contributes in several ways to the breakdown of social structures. Trafficking tears children from their parents and extended family. The profits from trafficking often allow the practice to take root in a particular community, which is then repeatedly exploited as a ready source of victims.

The danger of becoming a trafficking victim can lead vulnerable groups such as children and young women to go into hiding, with adverse effects on their schooling or family structure. The loss of education reduces victims' future economic opportunities and

increases their vulnerability to being re-trafficked in the future. Victims who are able to return to their communities often find themselves stigmatized or ostracized. Recovery from the trauma, if it ever occurs, can take a lifetime.

Fueling Organized Crime. The profits from human trafficking fuel other criminal activities. According to the U.S. Federal Bureau of Investigation, human trafficking generates an estimated \$9.5 billion in annual revenue. It is closely connected with money laundering, drug trafficking, document forgery, and human smuggling. Where organized crime flourishes, governments and the rule of law are undermined and weakened.

Depriving Countries of Human Capital and Inhibiting Development. Trafficking has a disastrous impact on labor markets, contributing to an irretrievable loss of human potential. Some effects of trafficking include depressed wages, diminished workforce productivity, loss of remittances, and an undereducated generation. These effects lead to the loss of future productivity and earning power. Forcing children to work, and denying them access to education, reinforces the cycle of poverty and illiteracy that represses national development. When forced or bonded labor involves a significant part of a country's population, this form of trafficking retards the country's advancement, because generation after generation of victims remain mired in poverty.



These children were trafficked to Lake Volta, Ghana, and forced to dive into dangerous, bacteria-filled waters to disengage fishing nets. Some of the boys die as a result of asphyxiation. The rescued children suffered from illnesses such as parasitic worms, malaria, gastrointestinal infections, and chronic eye, stomach, and head ailments.



Organized Crime and Sex Trafficking: A foreign trafficking victim in Japan is forced from a commercial sex establishment and into a taxi, illustrating the violence of the Yakuza-controlled sex trade.

Public Health Costs. Victims of trafficking often endure brutal conditions that result in physical, sexual, and psychological trauma. Sexually transmitted viruses and infections, pelvic inflammatory disease, and HIV/AIDS are often the result of being used in prostitution. Anxiety, insomnia, depression, and post-traumatic stress disorder are common psychological manifestations among trafficked victims. Unsanitary and crowded living conditions, coupled with poor nutrition, foster a host of adverse health conditions such as scabies, tuberculosis, and other communicable diseases. The most egregious abuses are often borne by children, who are more easily controlled and forced into domestic service, armed conflict, and other hazardous forms of work.

Erosion of Government Authority. Many governments struggle to exercise full law enforcement authority over their national territory, particularly where corruption is prevalent. Armed conflicts, natural disasters, and political or ethnic struggles can create large populations of internally displaced persons, who are vulnerable to trafficking. Human trafficking operations further undermine government efforts to exert authority, threatening the security of vulnerable populations. Many governments are unable to protect women and children kidnapped from their homes and schools or from refugee camps. Moreover, bribes paid to law enforcement, immigration officials, and members of the judiciary impede a government's ability to battle corruption.

Romania: Maria, age 16, was tricked into traveling to Bucharest to find a job by a childhood friend. Unbeknownst to Maria, the friend had advertised in a Romanian port city that there was a "girl for sale." Maria was sold to a man who used her as a prostitute, along with an 11-year-old girl. For four months, she was forced to work as a street prostitute under the threat of beatings. She was fined, arrested, and interrogated numerous times by the police; however, her "protector" bribed the police to release her, thus forcing her to prostitute again.

The Methods of Traffickers

Slave traders prey on the vulnerable. Their targets are often children and young women, and their ploys are creative and ruthless, designed to trick, coerce, and win the confidence of potential victims. Very often these ruses involve promises of marriage, employment, educational opportunities, or a better life. The following fictitious scenarios are based on true trafficking cases and represent common circumstances in which trafficking occurs:

In one of Madagascar's tourist destinations, a 15 year-old girl's parents push her to engage in prostitution with older male tourists as a source of income for her family, while also hoping that she will find marriage, education, or a job abroad. Local people observe her frequenting tourist "hot spots," wearing tight clothes and eating and drinking with foreign men late into

the night. Based on a tip from a hotelier, local officials apprehended one particular tourist on suspicion of victimizing this girl for purposes of child sex tourism. The man, however, pays her family a small sum of money to remain silent and not pursue charges.

In Burma's northern Shan State, a young woman travels to China's Yunnan province in search of work and to escape miserable economic conditions caused by decades of military misrule. Upon arriving in a Chinese border town, she is offered work at a local bar and restaurant. The owner recognizes that she is an undocumented alien in China, however, and confines her to a small hotel where she is prostituted for commercial sex

with male Chinese tourists and traders.

In Afghanistan, a girl is promised to a man in a neighboring village to settle an age-old dispute between their families. Although young, she is taken out of school to marry a man she has never met. When she arrives, she is forced to cook, clean, and serve her husband's entire family for 18-20 hours per day. If she does something wrong, she is beaten and her new "family" threatens to kill her if she ever tries to leave. One day, her husband decides to marry someone new, so he sells his first wife to another man who also forces her to serve him and his family's needs.

CASTE AND SLAVERY IN SOUTH ASIA

Raman was born at the same brick kiln site where his father and grandfather had worked their entire lives to pay off a debt incurred by his grandfather. For 15 years, Raman and his family earned three rupees (2 cents) per 80 kilogram bag of bricks to pay off the \$450 advanced by the brick kiln manager. They were beaten with sticks and hit by the owner if they were not working hard enough or producing enough bricks. They could not leave, because the brick kiln owner threatened to hunt them down and beat them or bribe the police into arresting them. Sadly, Raman's story is not unusual for millions of low-caste laborers believed to be trapped in debt bondage in South Asia.

Bonded labor is a form of trafficking in which victims take loans from unscrupulous individuals—often as little as \$16—and are coerced into repaying these debts by working in the factories, brick kilns, and rice mills owned by their lenders. Many of these men, women, and children never finish paying their loans, however, since bogus interest fees and living costs imposed by the owners keep increasing the debt. Often, entire families work for 14-16 hours per day, and the debt passes to the next generation until paid. Physical abuse is common, and some female bonded laborers are sexually assaulted by their owners. Children are generally not permitted to attend school, and some endure injuries as a result of the work.

The caste system is a social hierarchy that has endured in South Asian culture for centuries. Greatly limiting its members' economic options and opportunities for advancement, the caste system rigidly keeps most of its members confined in menial jobs; it also predisposes millions to slavery through bonded labor.

According to a 2005 ILO report, the overwhelming majority of bonded laborers in India are from the lower castes. They are found in large numbers in labor-intensive industries throughout India—rice mills, brick kilns, stone quarries, and the textile loom industry. Social discrimination contributes to their low wages, and members of these castes must often borrow money to meet their daily needs—feeding a vicious cycle of generational exploitation. Generations of families are consumed in this caste-based slavery, crippling the development of South Asian communities.



For the impoverished, lower castes, the opportunity of education offers at-risk children a way out of future enslavement as bonded laborers.

In the Netherlands, an 18-year-old Nigerian girl arrives from her home in Edo State to earn money so that she can send home money to help her family. She is introduced to her "auntie" who assumes tight control over the girl and forces her into street prostitution. Police arrest her since she has no legal residency documents. They hold her in a detention center. She is offered the opportunity to "denounce" her auntie as a trafficker but she declines, fearing possible retribution from the auntie's friends in Nigeria. She is deported back to Edo State where she faces shame for returning penniless.

Nigeria/Italy: Gloria was promised work in Rome in a fabric factory. Before leaving her native Nigeria, she underwent a voodoo ritual purportedly to oversee her safety in Italy and ensure her loyalty to her sponsor or "Madam." Upon arrival in Rome, Gloria was beaten by her Madam, who told her she would have to repay a huge trafficking debt through an estimated 4,000 acts of prostitution. Gloria received more beatings when she refused Madam's demands. She eventually acquiesced though she was then beaten for not earning enough money. When she became pregnant, Gloria was forced to have an abortion. She eventually found the courage to overcome the threats of voodoo reprisal and to escape to reclaim her life. She is now recovering in a shelter in Rome.

The Many Causes of Trafficking

The causes of human trafficking are complex and often reinforce each other. Viewing trafficking in persons as a global market, victims constitute the supply, and abusive employers or sexual exploiters (also known as sex buyers) represent demand. Although customers for the products of forced labor can also be considered a component of demand, these consumers are often completely ignorant of their involvement with slavery. Sex buyers are far more complicit in the victimization of sex trafficking victims, and thus, are logical targets for education on the link between prostitution and human trafficking.

The supply of victims is encouraged by many factors, including poverty, the attraction of perceived higher standards of living elsewhere, lack of employment opportunities, organized crime, violence against women and children, discrimination against women, government corruption, political instability, and armed conflict. In some societies a tradition of fostering allows the third or fourth child to be sent to live and work in an urban center with a member of the extended family (often, an "uncle"), in exchange for a promise of education and instruction in a trade. Taking advantage of this tradition, traffickers often position themselves as employment agents, inducing parents to part with a child, but then traffic the child into prostitution, domestic servitude, or a commercial enterprise. In the end, the family receives few if any wage remittances, the child remains unschooled, untrained, and separated from his or her family, and the hoped-for educational and

economic opportunities never materialize.

On the demand side, factors driving trafficking in persons include the sex industry and the growing demand for exploitable labor. Sex tourism and child pornography have become worldwide industries, facilitated by technologies such as the Internet, which vastly expand the choices available to "consumers"

and permit instant and nearly undetectable transactions.

Trafficking is also driven by the global demand for cheap, vulnerable, and illegal labor. For example, there is great demand in some prosperous countries of Asia and the Gulf for domestic servants who sometimes fall victim to exploitation or involuntary servitude.

TRAFFICKING AND EMERGING MUSLIM LEADERSHIP

In some parts of the world, traffickers are distorting traditional Islamic customs to facilitate human trafficking. In several West African countries, for example, men posing as Muslim scholars recruit young boys from parents, promising to teach the children the Koran. Once they have custody of the boys, however, these men subject them to forced begging and abuse. In parts of West Africa and South Asia, traffickers recruit boys, girls, and women for journeys to Saudi Arabia, where they are forced into commercial sexual exploitation, begging, or work as camel jockeys.

Muslim leaders have responded to this problem by working with governments, non-governmental organizations (NGOs), and international organizations to raise awareness about trafficking in their communities. Some have also used arguments based in Islamic scholarship to defend the rights of women and children against trafficking. In Senegal and Niger, Muslim leaders have collaborated with government ministries and UNICEF to combat trafficking. In Indonesia, an NGO called the *Fahmina Institute* founded by Kyai Husein Muhammad [see the TIP Heroes section of this Report for more information] distributes 22,000 leaflets against human trafficking every week in mosques after Friday prayers. Kyai Husein has also written extensively on employing Islamic law and teachings to combat trafficking.

In Bangladesh, a local NGO sensitized 2,100 imams in 2005 to the risks, threats, and modalities of trafficking and conducted a training of trainers for 100 imams. As a result, over 2,500 imams delivered specific anti-trafficking messages during Friday prayer services, reaching millions of Bangladeshis. The involvement of the Muslim community in the fight against trafficking raises hope that anti-trafficking messages will be heard worldwide.



U.S. Government funds helped to facilitate the rescue and rehabilitation of these young boys who were trafficked from orphanages to the streets of Moscow as beggars. They now live safely in a children's shelter (far left).

The Angel Coalition, a U.S. Government subgrantee, operates nine "safe houses" for trafficking victims in Russia. The Angel Coalition maintains international help lines as well as rescue and rehabilitation services for victims (left).

Afghanistan: Naseema was forced by her mother into marriage at the age of four to a 30 year old neighbor in an Afghan village. At her husband's home, her father-in-law and 12 others in the family began torturing her. Her treatment included beatings and starvation, and she was forced to sleep outside in the cold with only a rug to protect her. Her abusers often used her as a human table, forcing her to lie on her stomach so they could cut their food on her bare back. At one point, her father-in-law locked her in a shed

for two months and she was only allowed to leave once a day. The night before she escaped at the age of 12 in 2005, her father-in-law tied her hands together and poured scalding water over her head. She escaped the next day, fearing death at the hands of her husband's family, and was found by a rickshaw driver who took her to the hospital for treatment; it took over one month for her to heal from the various injuries inflicted upon her. She is now in a shelter and attending school.


UNACCOMPANIED MINORS, TRAFFICKING, AND EXPLOITATION

Since 2004, 120 Chinese children have reportedly disappeared from Swedish immigration centers. In all cases, the children arrived in Sweden on a plane from Beijing or Moscow and immediately asked for political asylum. Within days, they disappeared while cases were pending. Investigative leads indicate onward destinations included Denmark, Germany, Italy, France, and the Netherlands. Swedish law enforcement authorities believe a network of traffickers is behind the disappearance.


Unaccompanied minors (UAMs) can be lured from their countries of origin under false pretenses or might fall victim to exploitation after they arrive in a foreign country; their victimization is an important piece in the global trafficking picture. Although they are a relatively small percentage of the total population of foreign migrants in Europe, UAMs are inherently vulnerable to trafficking for both the purposes of sexual exploitation and forced labor. They are typically from countries in Central and Eastern Europe, Africa, and Asia. They are exploited in many different ways including for prostitution, as drug mules, as domestic servants, in sweatshop or restaurant work, through organized begging and pick-pocketing gangs, and as a result of forced marriage.



Several reliable non-governmental organizations (NGOs) have noticed a mysterious trend of unaccompanied Chinese minors arriving in Europe with cell phones, cash, and no apparent travel plans, who then suddenly disappear from authorities and reception centers. It is possible that these UAMs disappeared when they came into contact with criminal networks. Unaccompanied minors who are exploited by criminals are often not recognized as victims of, or investigated as cases of, trafficking. Trafficked children require fundamental protection and rehabilitation. A child's first contact with authorities in destination countries could be the best opportunity to stop the trafficking chain.



A small boy, bonded into forced labor to pay a family debt that has spanned generations, is spending his childhood weaving carpets (left).



Children trafficked for labor routinely work long hours while receiving no attention to their medical and nutritional well being (right).

DEPARTMENT OF DEFENSE (DOD) RESPONDS TO LABOR TRAFFICKING IN IRAQ

A recent DOD investigation, prompted by late 2005 media allegations of labor trafficking in Iraq, identified a number of abuses, some of them considered widespread, committed by DOD contractors or subcontractors of third country national (TCN) workers in Iraq. Some of these abuses are indicative of trafficking in persons, and include: illegal confiscation of TCNs' passports; deceptive hiring practices and excessive recruitment fees; substandard living conditions; and circumvention of Iraqi immigration procedures. The TCNs are largely low-skilled workers from Nepal, India, Pakistan, Bangladesh, Sri Lanka, and the Philippines.

The Department of Defense has responded swiftly with a number of measures to closely monitor the hiring and employment of foreign laborers.

In April 2006, General George W. Casey, Commanding General, MultiNational Force-Iraq, issued specific labor guidelines to all Defense contractors in Iraq and Afghanistan. Chief among those measures was a mandate that all contractors cease the practice of holding or withholding employees' passports.

Furthermore, DOD contracts will include the following guidelines to prevent trafficking in persons:

- All employees of Defense Department contractors or subcontractors will be provided a signed copy of their employment contract that defines the terms of their employment and compensation.
- Contractors and subcontractors must be licensed recruiting firms.
- Recruiting firms must not charge employees illegal recruitment fees.

Under the policy, contractors and subcontractors are required to comply with personal living space standards, international and host country laws for work visas, and transit and entry procedures.

This response works to ensure the U.S. employs a "zero tolerance" policy against human trafficking domestically and abroad.

Bride Selling

A growing gender imbalance in areas of South and East Asia is increasingly driving the demand for trafficking victims. In China, although son-preference is a major factor behind skewed sex ratios, the country's one-child policy and poverty also exacerbate the supply and demand for bride trafficking. Girls are often aborted and there have been reports that in some cases female infants have been killed at birth, causing men to outnumber women in some parts of the country by 117 boys to 100 girls.

Yet, men still feel social pressure to marry, causing some who cannot find marriageable women to try buying brides from other regions of the country, or from border areas with neighboring countries, such as North Korea. These women, often sold by their parents or kidnapped from their villages, are forced into marriage, prostitution or concubinage. Popular areas from which to traffic brides domestically are poor areas of China's inland provinces, where poverty renders women more vulnerable to trafficking. Traffickers generally sell these girls and women in provinces with large female deficits. In fact, some experts believe that the kidnapping and sale of women has increased as China's economic development has accelerated, and that such trafficking accounts for 30-90 percent of marriages in some villages.

India faces a similar problem of gender imbalance in some regions, although it is sparked primarily by cultural attitudes that see girls as economic liabilities due to dowry

demands by potential grooms. State statistics show a notable gender imbalance in some key regions: in Jammu and Kashmir, 111 boys for every 100 girls; Uttar Pradesh, 111; Sikkim, 114; Punjab, 114 (capital city Chandigarh, 129); and Harayana, 116 as of the 2001 census. This gender gap has resulted in several million more men than women in the marriage market, creating a "marriage squeeze" and pressure for men to find women to marry. As a consequence, there are some cases in which women from Nepal, Bangladesh, and other areas of India have been bought or kidnapped as brides for "bachelor villages." The lack of women also contributes to greater demand for prostituted women and girls, fueling the demand for victims of trafficking.

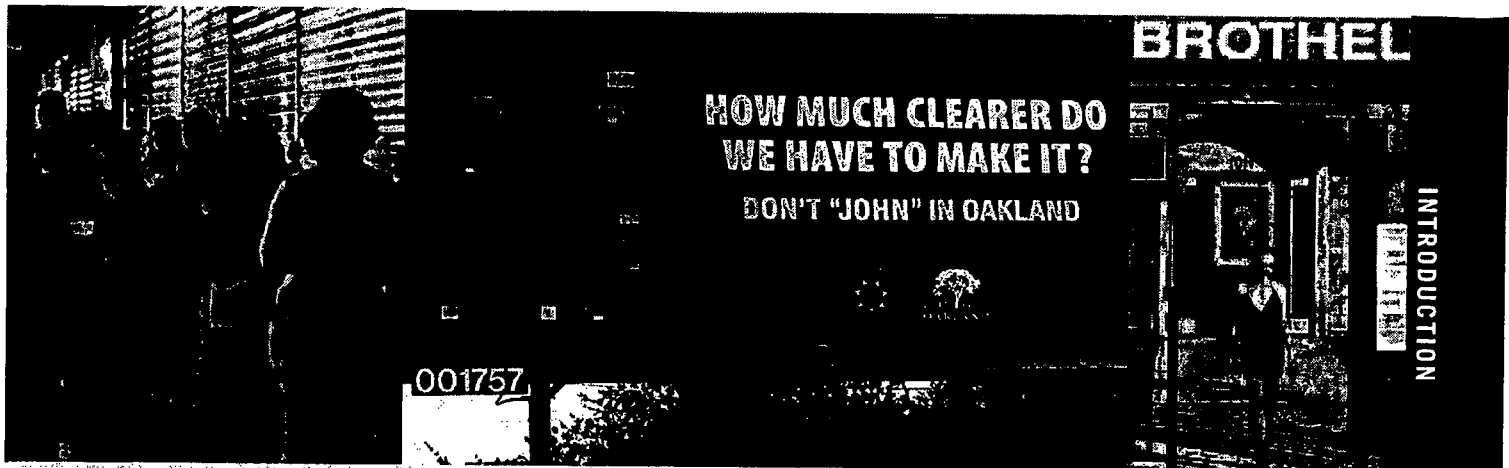
Trafficked brides are often discouraged from reporting their situations or running away because of social and economic pressure to remain in a marriage, lack of familiarity with the area to which they were trafficked, police or official complicity that compels the return of runaway brides, laws which re-victimize trafficked women by classifying and prosecuting them as illegal aliens, and the social discrimination they would likely face if they return home.

Liberia: A 13-year-old former child soldier from Liberia recounts: "They gave me pills that made me crazy. When the craziness got in my head, I beat people on their heads and hurt them until they bled. When the craziness got out of my head I felt



A brothel in Cologne, Germany, displayed this banner on its building to lure World Cup soccer fans into the dehumanizing world of prostitution (left).

Young women walk the streets of Torino hoping to make their nightly quotas (right).



WORKING TO END DEMAND FOR THE VICTIMS OF SEX TRAFFICKING

The U.S. Government opposes prostitution and related activities, including pimping, pandering, and maintaining brothels, as contributing to the phenomenon of human trafficking. These activities are inherently harmful and dehumanizing. This position is codified in a National Security Presidential Directive (NSPD-22) and was reaffirmed in the Administration's support for the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2005, which "brings important attention to reducing the demand for the commercial sex acts that fuel sex trafficking."

In January 2006, President George W. Bush signed the TVPRA into law, stating, "We cannot put the criminals out of business until we also confront the problem of demand. Those who pay for the chance to sexually abuse children and teenage girls must be held to account. So we'll investigate and prosecute the customers, the unscrupulous adults who prey on the young and innocent."

The new law contains domestic provisions aimed at decreasing demand for sex trafficking victims. It authorizes block grants of \$25 million by the Attorney General to states and local law enforcement to: investigate and prosecute buyers of commercial sex; educate individuals charged with or attempting to purchase commercial sex; and collaborate with local NGOs who are skilled at providing services to victims. The new law also provides \$10 million to local governments and NGOs through the Department of Health and Human Services to help survivors of human trafficking and commercial sexual exploitation.

guilty. If I remembered the person I went to them and apologized. If they did not accept my apology, I felt bad."

Effective Strategies in Combating Trafficking

To be effective, anti-trafficking strategies must target both the supply side (the traffickers) and the demand side (owners, consumers or, in the case of trafficking for sexual exploitation, the sex buyers).

On the supply side, the conditions that drive trafficking must be dealt with through efforts to: alert communities to the dangers of trafficking, improve and expand educational and economic opportunities for vulnerable groups, promote equal access to education,

educate people regarding their legal rights, and create better and broader life opportunities.

Regarding traffickers, law enforcement must: vigorously prosecute traffickers and those who aid and abet them, fight public corruption which facilitates and profits from the trade, identify and interdict trafficking routes through better intelligence gathering and coordination, clarify legal definitions of trafficking and coordinate law enforcement responsibilities, and train personnel to identify and direct trafficking victims to appropriate care.

On the demand side, persons who exploit trafficked persons must be identified and prosecuted. Employers of forced labor and exploiters of victims trafficked for sexual

exploitation must be named and appropriately punished. With regard to sex slavery, public awareness campaigns must be conducted in destination countries to make it harder for trafficking to be concealed or ignored. Victims must be rescued, rehabilitated, reintegrated into their families, or offered alternatives if unable to return to their home communities.

Local, state, national, and regional efforts to fight trafficking must be coordinated. By drawing public attention to the problem, governments can enlist the support of the public. Anti-trafficking strategies and programs developed with input from stakeholders (civil society and NGOs) are the most effective and more likely to succeed as they bring a comprehensive view to the problem. Nations should cooperate more closely to deny traffickers legal sanctuary and to facilitate their extradition for prosecution. Such cooperation should also aim to facilitate the voluntary and humane repatriation of victims. Programs that protect witnesses should be encouraged.

Knowledge about trafficking must be continually deepened, and the network of anti-trafficking organizations and efforts strengthened. Religious institutions, NGOs, schools, community associations, and traditional leaders need to be mobilized and drawn into the struggle. Victims and their families are important stakeholders in the fight against trafficking. Governments need to periodically reassess their anti-trafficking strategies and programs to ensure they remain effective in order to counter new methods and approaches by traffickers.

Finally, government officials must be trained in anti-trafficking techniques and methods, and trafficking flows and trends must be closely monitored to better understand the nature and magnitude of the problem so that appropriate policy responses can be crafted and launched.

Singapore: A 20-year-old Indonesian, formerly a maid in Singapore, remembers being abused: "The employer would get angry.... If she

was very angry, she would slap me many times. I hadn't finished my contract yet. She said I couldn't go home. I couldn't tolerate it. When I told the agent the employer had slapped me, she just said, 'You must suffer. You should control your feelings.' If a maid hasn't finished her salary deduction [paying off up-front fees imposed by the agent/employer], and she calls the agent, the agent is angry. The agent also slapped me; they didn't want me to leave without finishing the contract and the salary deduction."

Victim Protection

The TVPA gives us a victim-centered approach to address trafficking, combining anti-crime and human rights objectives. Without adequate protections for victims, efforts to address trafficking crimes are unlikely to be effective. The TVPA's criteria for evaluating a government's efforts to protect victims of trafficking includes an explicit criterion on victim protection:

"Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked."

Best practices in implementing this TVPA criterion include:

FIRST, a government should proactively identify victims of trafficking. Without victim identification, adequate protection is impossible. Government agencies should establish formal screening and victim identification procedures to screen at-risk populations such as persons apprehended for

violations of immigration laws, prostitution laws, and begging or labor laws. Victims of trafficking should not be expected to identify themselves; proactive investigative techniques—through interviews in safe and non-threatening environments with trained counselors and appropriate language services—should be used to identify trafficking indicators.

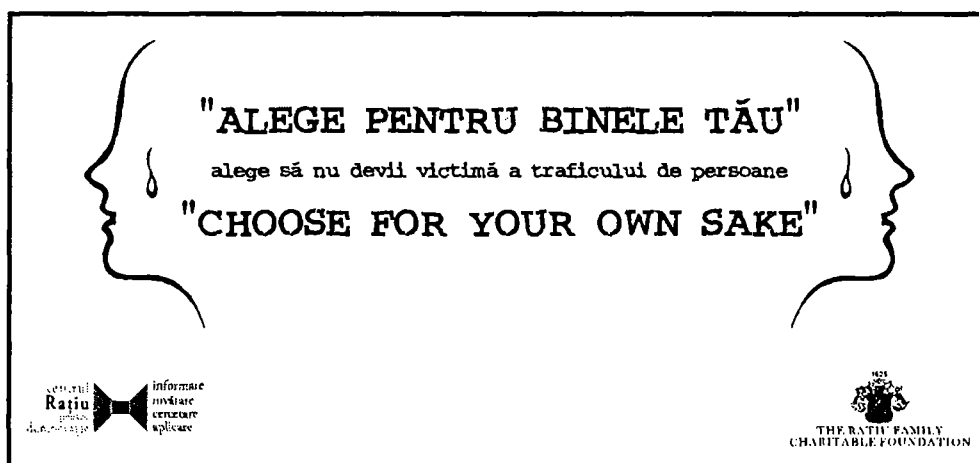
SECOND, once identified, a suspected victim of trafficking should be afforded temporary care as a victim of a serious crime. This could include shelter and counseling that allow a potential victim to recount his or her experience to trained social counselors and law enforcement personnel at a pace with minimal pressure.

THIRD, confirmed trafficking victims should not be punished for crimes that are a direct result of being trafficked—such as not holding proper immigration documents or violation of prostitution, labor, or begging statutes. Trafficking victims should not be detained criminally, after they are identified as victims,

in detention facilities, except in extreme circumstances. They should be treated as victims.

FOURTH, confirmed trafficking victims should be encouraged to cooperate with law enforcement authorities in the investigation of the crime committed against them. Furthermore, they should be encouraged to assist in prosecuting, if possible, the persons that trafficked or exploited them.

FINALLY, a trafficking victim who is unwilling or unable to cooperate in a trafficking prosecution can be returned to her community of origin provided that this return is accomplished in a responsible manner, with preparations made in advance for the victim's safe return and reintegration. However, a victim should be offered legal alternatives to being removed to countries in which she would face hardship or retribution. Trafficking victims should not be subjected to deportations or forced returns without safeguards or other measures to reduce the risk of hardship, retribution, or re-trafficking.



Teenagers in the Transylvania region of Romania designed an anti-trafficking message to use in schools and public places.



A Vietnamese court sentenced Paul Francis Gadd, also known as British rocker Gary Glitter (left), to three years in prison for sexually abusing two Vietnamese girls ages 10 and 11.

CHILD SEX TOURISM

What is Child Sex Tourism?

Each year, more than one million children are exploited in the global commercial sex trade. Child sex tourism (CST) involves people who travel from their own country to another and engage in commercial sex acts with children. CST is a shameful assault on the dignity of children and a form of violent child abuse. The sexual exploitation of children has devastating consequences.

Tourists engaging in CST often travel to developing countries looking for anonymity and the availability of children in prostitution. The crime is typically fueled by weak law enforcement, corruption, the Internet, ease of travel, and poverty. These sexual offenders come from all socio-economic backgrounds and may hold positions of trust.

A Global Response

Over the last five years, there has been an increase in the prosecution of child sex tourism offenses. At least 32 countries have extraterritorial laws that allow the prosecution of their citizens for CST crimes committed abroad. In response to the grotesque phenomenon, NGOs, the tourism industry, and governments have begun to address the issue. The World Tourism Organization (WTO) established a task force to combat CST. The WTO, the NGO *End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes* (ECPAT), and Nordic tour operators created a global *Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism* in 1999. As of March 2005, 100 travel companies from 18 countries had signed the code. [See www.thecode.org]

What the United States Is Doing

In 2003, the United States strengthened its ability to fight child sex tourism by passing the Prosecutorial Remedies and other Tools to end the Exploitation of Children Today (PROTECT) Act and The Trafficking Victims Protection Reauthorization Act. Together these laws increase penalties to a maximum of 30 years in prison for engaging in CST. Since the passage of the PROTECT Act, there have been over 20 indictments and over a dozen convictions of child sex tourists. The Department of Homeland Security developed the Operation Predator initiative to combat child exploitation, child pornography, and child sex tourism. The United States is also funding the NGO *World Vision* to conduct a major public awareness, deterrence, and crime prevention project overseas.

Governments should prioritize the issue, draft a plan of action based on comprehensive research, and designate a coordinator to engage NGOs, intergovernmental organizations, and the travel industry. Extraterritorial laws must prohibit all forms of child sex tourism and be enforced with sentences reflecting the heinous nature of the crime. Governments should also train law enforcement officers, fund public awareness campaigns, and arrange for shelter and assistance to victims.

The travel and tourism sector is recognizing they have a critical role to play in training their staff to report suspicious behavior and in alerting travelers to relevant laws. The private sector should also establish and enforce sound corporate policies repudiating the sexual exploitation of children, and insist that their contractors and suppliers do the same. Individuals must ensure they are not part of the problem, the demand, but rather part of the solution by reporting incidents to the local police, U.S. embassy, or the U.S. Immigration and Customs hotline at 1-866-DHS-2ICE.

"TRAFFICKING IN PERSONS" DEFINED

The Trafficking Victims Protection Act defines "severe form of trafficking in persons" as:

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

Definition of Terms

"Sex trafficking" means the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act.

"Commercial sex act" means any sex act on account of which anything of value is given to or received by any person.

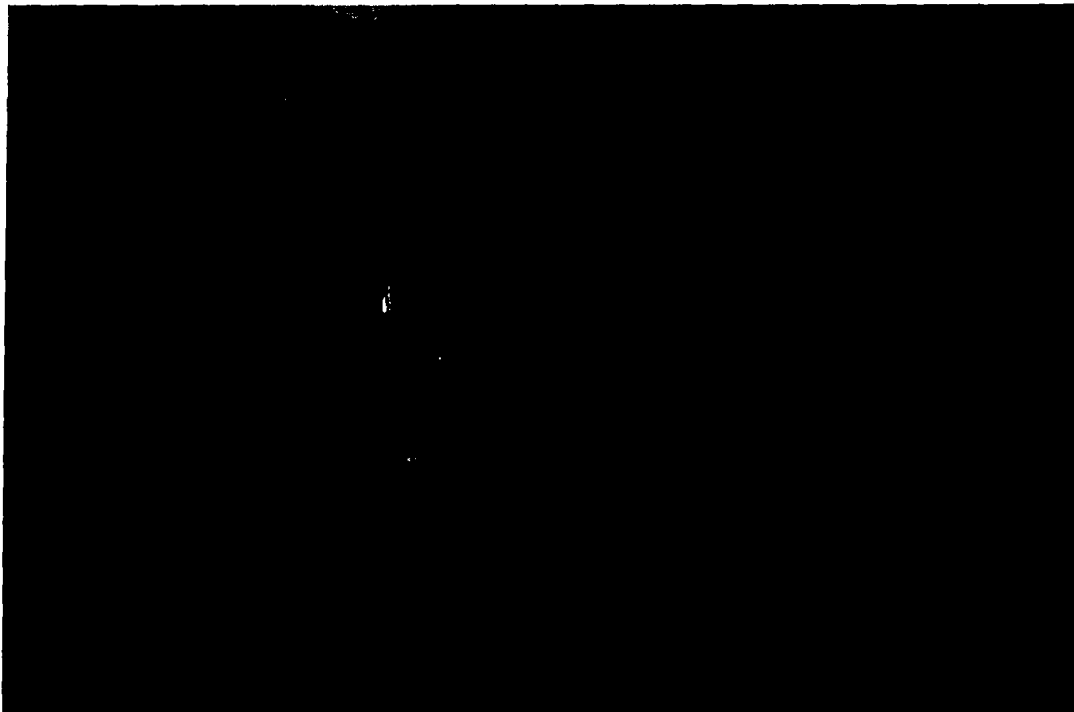
"Coercion" means (a) threats of serious harm to or physical restraint against any person; (b) any scheme, plan or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or, (c) the abuse or threatened abuse of the legal process.

"Involuntary servitude" includes a condition of servitude induced by means of (a) any scheme, plan, or pattern intended to cause a person to believe that, if the person did not enter into or continue in such condition, that person or another person would suffer serious harm or physical restraint; or (b) the abuse or threatened abuse of the legal process.

"Debt bondage" means the status or condition of a debtor arising from a pledge by the debtor of his or her personal services or of those of a person under his or her control as a security for debt, if the value of those services as reasonably assessed is not applied toward the liquidation of the debt, or the length and nature of those services are not respectively limited and defined.

MORE ABOUT THE 2006 TIP REPORT

The TIP Report is the most comprehensive worldwide report on the efforts of governments to combat severe forms of trafficking in persons. The TIP Report covers the period April 2005 through March 2006.



Before being rescued by a local NGO, these women were bonded laborers, trafficked and enslaved in a gravel quarry for over 10 years in the Indian state of Haryana.

What the Report Is and Is Not

The annual Trafficking in Persons (TIP) Report includes those countries determined to be countries of origin, transit, or destination for a significant number of victims of severe forms of trafficking. Since trafficking likely extends to every country in the world, the omission of a country from the Report may only indicate a lack of adequate information. The country narratives describe the scope and nature of the trafficking problem, the reasons for including the country, and the government's efforts to combat trafficking. The narrative also contains an assessment of the government's compliance with the

minimum standards for the elimination of trafficking as laid out in the Trafficking Victims Protection Act (TVPA) of 2000, as amended, and includes suggestions for actions to combat trafficking. The remainder of the country narrative describes each government's efforts to enforce laws against trafficking, protect victims, and prevent trafficking. Each narrative explains the basis for rating a country as Tier 1, Tier 2, Tier 2 Watch List, or Tier 3. If a country has been placed on Tier 2 Watch List, the narrative will contain a statement explaining why, using terms found in the TVPA as amended.

Per the TVPA's guidance, there are three



Countless numbers of children have been trafficked to slave on Côte d'Ivoire's many cocoa plantations. This 7-year-old's face (above left) was severely scarred after a cooking accident on a cocoa farm.

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

Some governments have issued statements, held conferences, and established task forces or national action plans to create goals for anti-trafficking efforts. However, statements, conferences, plans, and task forces alone are not weighed heavily in assessing country efforts. Rather, the Report focuses on concrete actions governments have taken to fight trafficking, especially prosecutions, convictions, and prison sentences for traffickers, victim protection, and prevention efforts. The Report does not give great weight to laws in draft form or laws that have not yet been enacted. Finally, the Report does not

focus on government efforts that contribute indirectly to reducing trafficking, such as education programs, support for economic development, or programs aimed at enhancing gender equality, although these are worthwhile endeavors.

Why the 2006 TIP Report Contains More Country Assessments

The 2006 Report includes an analysis of trafficking and government efforts to combat it in 149 countries, a net increase of seven ranked countries over last year. In previous years, some countries have not been included because it was difficult to gather reliable and sufficient information due to: the illegal and underground nature of trafficking; the absence or nascence of government anti-TIP efforts; the difficulty in distinguishing between trafficking and smuggling; the fear and silence of trafficking victims, who often cross borders illegally or are physically abused or coerced; the general lack of freedom of information in a country; or the lack of independent NGOs who can supply information. For some countries, there was information available, but the data did not support a finding that a significant number of

TRAFFICKING AND WARFARE: CHILD SOLDIERS IN BURMA



Gruesome information about trafficked children forced to serve as child soldiers has most often centered on African countries such as Uganda and Sierra Leone. However, Burma's prolonged conflict with ethnic forces and worsening political and economic conditions have left its population vulnerable to exploitation, creating an environment where children as young as 11 are forced into the military. Both the military and armed ethnic groups recruit child soldiers.

Both the U.S. Government and the United Nations have called on the government of Burma to cease all recruitment and exploitation of children in the military. Despite these pressures, the Burmese government refuses to address the practice of kidnapping children for the purpose of military exploitation.

persons were trafficked to, from, or within a country—the general threshold for inclusion in the TIP Report.

Over the past year, we have witnessed a stronger response from many governments, more public awareness campaigns alerting victims to protection services and greater transparency in anti-trafficking efforts. As a result of these positive actions, and the dedication of more Department of State resources, information was gathered on additional countries this year. The Department intends to include all countries with a significant number of trafficking victims in future reports, as more and better information becomes available.

How the Report Is Used

This Report is a diplomatic tool for the U.S. Government to use as an instrument for continued dialogue and encouragement, and as a guide to help focus resources on prosecution, protection, and prevention programs and policies. The State Department will continue to engage governments about the content of the Report in order to strengthen cooperative efforts to eradicate trafficking. In the coming year, and particularly in the months before a determination is made regarding sanctions for Tier 3 countries, the Department will use the information gathered here to more effectively target assistance programs and to work with countries that need help in combating

THE TIERS

TIER 1: Countries whose governments fully comply with the Act's minimum standards. [detailed on p. 288]

TIER 2: Countries whose governments do not fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those standards.

TIER 2 SPECIAL WATCH LIST: Countries whose governments do not fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those standards, and:

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

TIER 3: Countries whose governments do not fully comply with the minimum standards and are not making significant efforts to do so.

trafficking. The Department hopes the Report will be a catalyst for government and non-government efforts to combat trafficking in persons around the world.

Methodology

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

wide variety of government officials, local and international NGO representatives, international organizations, officials, journalists, academics, and survivors.

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

Step One: Significant Numbers of Victims

First, the Department determines whether a country is "a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking," generally on the order of 100 or more victims, the same threshold applied in previous reports. Some countries,

for which such information was not available, are not given tier ratings, but are included in the Special Case section, as they exhibited indications of trafficking.

Step Two: Tier Placement

The Department places each country included on the 2006 TIP Report into one of the four lists, described here as tiers, mandated by the TVPA. This placement is based more on the extent of government action to combat trafficking, rather than the size of the problem, important though that is. The Department first evaluates whether the government fully complies with the TVPA's minimum standards for the elimination of trafficking [detailed on p. 288]. Governments that do, are placed in Tier 1. For other governments, the Department considers whether they made significant efforts to bring themselves into compliance.

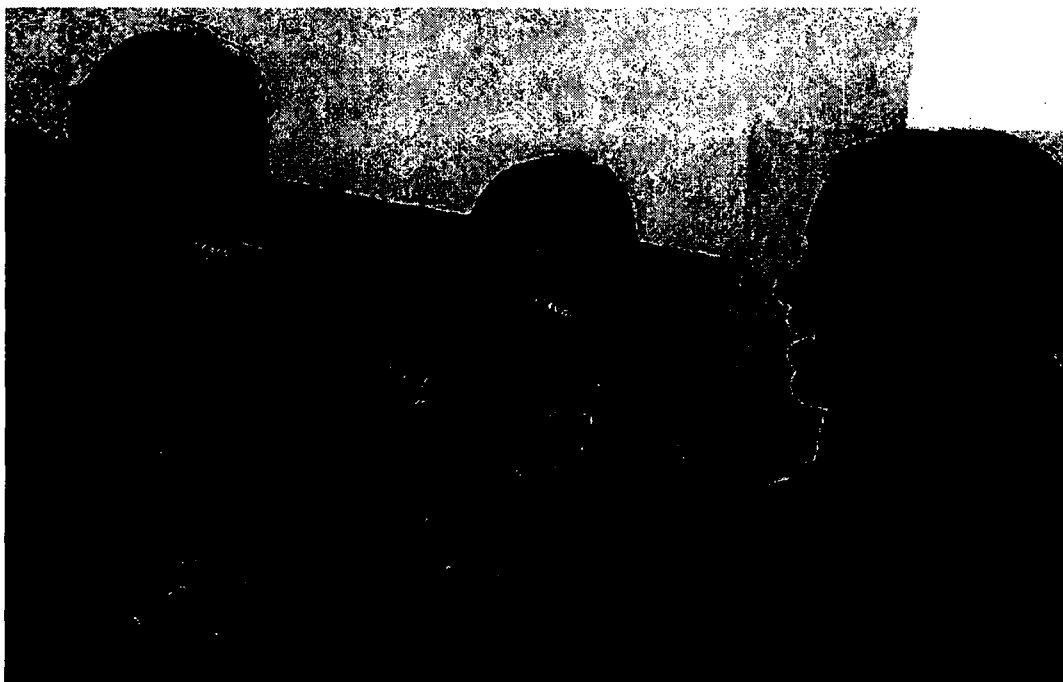
Governments that are making significant efforts to meet the minimum standards are placed in Tier 2. Governments that do not fully comply with the minimum standards, and are not making significant efforts to do so, are placed in Tier 3. Finally, the Special Watch List criteria are considered and, if applicable, Tier 2 countries are placed on the Tier 2 Watch List.

The Special Watch List-Tier 2 Watch List

The 2003 reauthorization of the TVPA created a "Special Watch List" of countries on the TIP Report that should receive special scrutiny. The list is composed of: 1) Countries listed as Tier 1 in the current Report that were listed as Tier 2 in the 2005 Report; 2) Countries listed as Tier 2 in the current Report that were listed as Tier 3 in the 2005 Report; and 3) countries listed as Tier 2 in the current Report, where:



As a result of U.S. and international pressures, in several Gulf States camel race tracks are replacing child camel jockeys with robots, such as the one pictured above.



These women were rescued from a brothel in Mumbai, India, where they had been held in a cramped, hidden cell underneath the floor.

- a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing;
- b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year, including increased investigations, prosecutions, and convictions of trafficking crimes, increased assistance to victims, and decreasing evidence of complicity in severe forms of trafficking by government officials; or
- c) The determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year.

This category (including a, b, and c) has been termed by the Department of State "Tier 2 Watch List." There were 27 countries placed on

Tier 2 Watch List in the June 2005 Report. Along with six countries that were reassessed as Tier 2 Watch List countries in September 2005 and three countries that met the first two categories above (moving up a tier from the 2005 TIP Report), these 27 countries were included in an "Interim Assessment" released by the Department of State on February 1, 2006.

Of the 33 countries on Tier 2 Watch List at the time of the Interim Assessment, 16 moved up to Tier 2 on this Report, while 4 fell to Tier 3 and 12 remain on Tier 2 Watch List for a third consecutive year. Haiti has been placed in the "Special Cases" category this year. Countries placed on the Special Watch List in this Report will be reexamined in an interim assessment to be submitted to the U.S. Congress by February 1, 2007.



Children of former bonded laborers are at high-risk of becoming victims themselves. Educational opportunities prevent this devastating cycle from continuing.

Potential Penalties for Tier 3 Countries

Governments of countries in Tier 3 may be subject to certain sanctions. The U.S. Government may withhold non-humanitarian, non-trade-related assistance. Countries that receive no such assistance would be subject to withholding of funding for participation in educational and cultural exchange programs. Consistent with the TVPA, such governments would also face U.S. opposition to assistance (except for humanitarian, trade-related, and certain development-related assistance) from international financial institutions such as the International Monetary Fund and the World Bank. These potential consequences will take effect at the beginning of the next fiscal year, October 1, 2006.

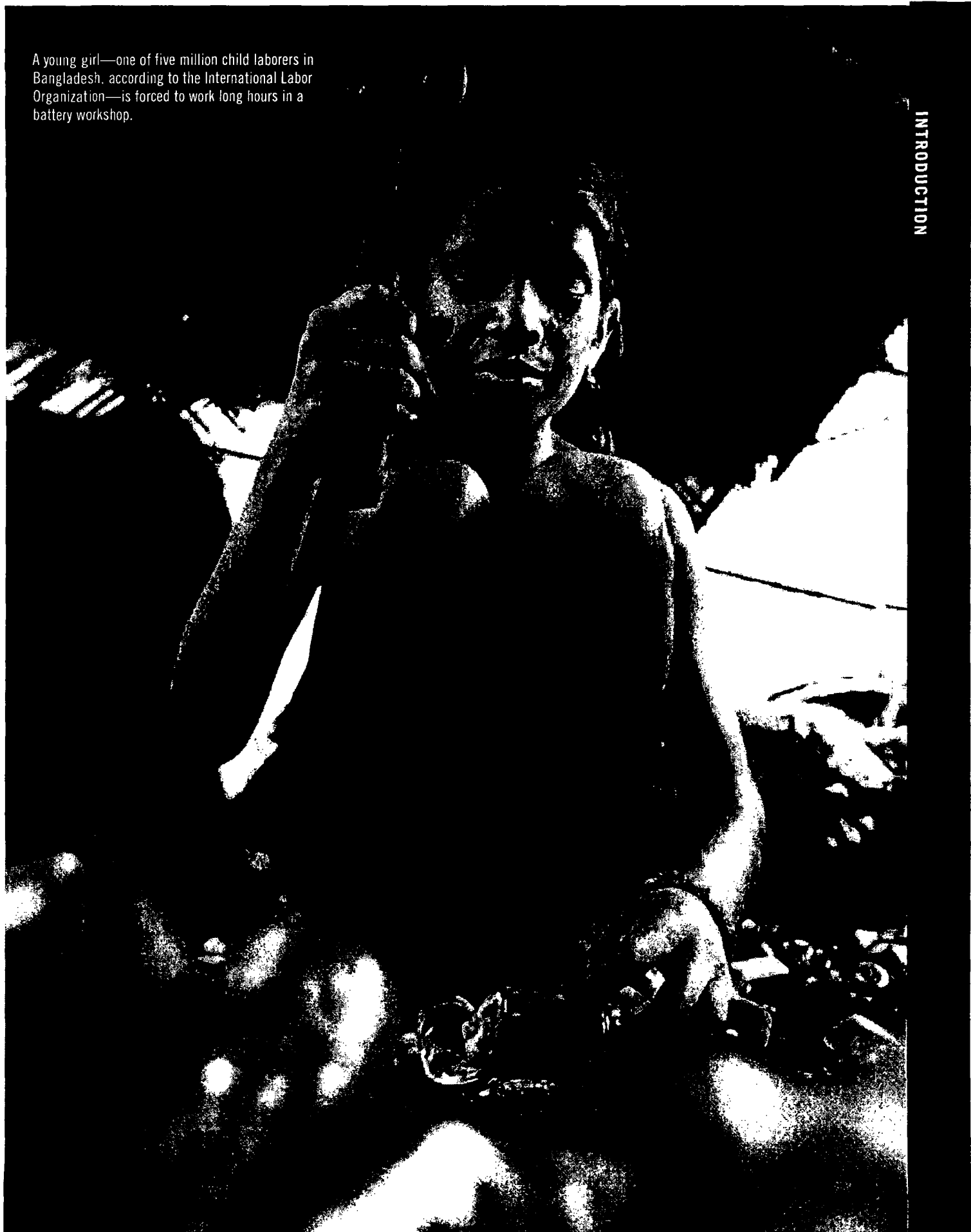
All or part of the TVPA's sanctions can be waived upon a determination by the President

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

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

A young girl—one of five million child laborers in Bangladesh, according to the International Labor Organization—is forced to work long hours in a battery workshop.

INTRODUCTION



2006 TIP REPORT

INTERNATIONAL BEST PRACTICES

Australia: Combating Child Sex Tourism.

The NGO, *Child Wise*, along with the Government of Australia, has sponsored a regional education campaign to combat child sex tourism that was adopted by the ten ASEAN Tourism Ministers on January 16, 2006. The program aims to heighten the awareness of child sex trafficking/tourism, among airline personnel, travel agents, and immigration and visa officials, as well as the general public. It urges target audiences to call a local hotline to report suspicious activities. The program is especially valuable for local law enforcement agencies' efforts to detect and prosecute pedophiles and child sex offenders. The 18th Global Task Force to Protect Children from Sexual Exploitation in Tourism invited *Child Wise* to present its campaign model at its March 10, 2006, conference in Berlin. Last year, Australia began 24 child sex tourism investigations, charged seven people, and secured one conviction. Thus far, Australia has prosecuted 17 people under its extraterritorial legislation.

Bangladesh: Disseminating Anti-Trafficking Information to At-Risk Women.

The Government of Bangladesh has instituted a program in which anti-trafficking information is distributed to members of micro-credit lending programs. Underprivileged women, particularly those in rural areas of Bangladesh, are the primary beneficiaries of microcredit; they are also among the most at-risk populations for trafficking. By distributing anti-trafficking brochures during microcredit lending sessions, the government reached 400,000 at-risk women in 39,061 sessions, warning these

women of the dangers of trafficking. This example shows the beneficial relationship between anti-trafficking campaigns and broader economic and social development initiatives.

Bosnia and Herzegovina and Tajikistan: Effective Police Strategies.

The Anti-Trafficking Strike Force in Bosnia and Herzegovina conducted four major raids in 2005 and 2006 that resulted in the rescue of 26 victims and the apprehension of at least 14 traffickers. This unit exemplifies the importance of close cooperation between prosecutors and police in effectively executing successful raids to rescue victims and arrest traffickers. It also highlights the practical results of bringing different police agencies together to cooperate on trafficking investigations. As a result of one raid, one of the most notorious night bars in central Bosnia was shut down.

Tajikistan set up elite anti-trafficking units consisting of two to four specially trained police investigators in regions throughout the country. An increased number of these units led to 81 trafficking investigations in 2005, a significant increase from 2004.

Brazil: Targeting Major Re-entry Points for Victims Assistance Centers.

Many victims trafficked abroad are eventually deported or repatriated back to their home countries and need a helping hand upon their return. In Brazil, most victims returning from foreign countries re-enter the country through Sao Paulo's international airport. The State of Sao Paulo has worked in partnership with an NGO to establish a victim support center near the airport so that returning victims have

prompt access to help. The *NGO Association for the Defense of Women and Youth* assisted more than 150 women and girls during the past two years by arranging transportation to get victims back to their final home communities and providing information about government protection services and legal procedures.

Colombia and Ecuador: Using Popular Culture to Spread Public Awareness.

Public and private partnerships are using mainstream entertainment to help spread anti-trafficking messages. In Colombia, The United Nations Office of Drugs and Crime (UNODC), worked with the producer of the popular soap opera "Everybody Loves Marilyn" to incorporate a storyline for the role of "Catalina" that dramatized the plight of a trafficking victim. Use of the widely-viewed television Spanish language series, broadcast throughout Colombia and exported to Venezuela, Ecuador, and the United States, educated the public, reaching large sections of the population. It also helped potential victims identify with the character, and understand some of the methods used to deceive victims and witness the abuse they could face in a trafficker's hands.

In Ecuador, volunteers from the National Institute for Children and Family (INNFA) worked with visiting international musician Ricky Martin, his charitable foundation, and Colombian entertainer Carlos Vives to disseminate anti-trafficking messages and information that reached approximately 24,000 people attending their concerts in Quito and Guayaquil. Some 50,000 soccer spectators in Ecuador watched a game played on a field bedecked with a huge INNFA "No to Trafficking in Persons" graphic.

Ecuador: Using Public Transportation to Spread Anti-Trafficking Messages.

The municipality of Guayaquil and the Confederation of Taxicab Drivers for the greater Guayaquil area worked together with an NGO to raise public awareness by placing stickers with an anti-trafficking message inside local taxis. The stickers explain the nature of trafficking, warn about heavy penalties for traffickers, and encourage the reporting of trafficking crimes.

Ethiopia and Kuwait: Efforts to Protect Migrant Workers in Source and Destination Countries.

The Ethiopian Immigration Office provides printed information on trafficking in persons, including organizations to contact for help in foreign countries, to thousands of Ethiopians applying for passports to work outside the country. It also requires applicants to view an IOM-produced video, "Make the Right Choice," on the risks of human trafficking inherent in overseas employment and what to do in case of victimization.

The Kuwait Union of Domestic Labor Offices (KUDLO), an association of labor recruitment agencies, under the leadership of General Manager Hashim Majid Mohammed, paved the way for protection of expatriate workers in Kuwait. KUDLO partnered with the Al-Haqooq law firm and several source country embassies to provide free legal services to domestic workers who faced problems with their employers. KUDLO has been working hard to create the first Kuwaiti-run shelter for domestic workers, who will be able to get speedy legal and administrative assistance to resolve workplace problems such as the lack of pay or harassment. In response to the widespread problem of substituting contracts signed by workers in their home country, in their native language, with new, less favorable contracts in Arabic, KUDLO facilitated an

agreement whereby the Indian Embassy and KUDLO review, sign, and file a copy of the contract of every Indian domestic worker before he or she comes to Kuwait. The agreement also provides insurance to the worker in case of health or legal problems. It is working to sign similar agreements with other embassies. KUDLO also brought together arriving migrants with their prospective employers to educate both in their rights and responsibilities.

Indonesia and Lithuania: Mobilizing Scouts and Students.

In 2004, the Scout Movement, which incorporates nearly all public school students across the country, began an anti-trafficking campaign in Indramayu, West Java, where too many young women and girls fall victim to trafficking. In its current phase, the Scout Movement will provide anti-trafficking education to 25,000 students in 116 schools in the Indramayu area by August 2006. The Scout Movement has trained 285 school-level facilitators who utilize innovative training and a campaign kit containing a four-part video documentary, comic books, and other anti-

trafficking materials. The national Scout movement is considering expanding the program to other districts and instituting an anti-trafficking merit badge to encourage more Scouts to learn about and promote anti-trafficking efforts. The Scout's involvement in anti-trafficking is part of a larger strategy initiated by the Indonesian Government, the American Center for International Labor Solidarity (the Solidarity Center), and the International Catholic Migration Commission (ICMC) to mobilize existing mass-membership institutions and their significant networks to combat trafficking.

Similarly, Lithuania has also been raising awareness in the classroom. The Missing Person Families Support Center designed an educational program for schools to ensure students have adequate information on the risks of trafficking. Center employees give students one-hour lessons including viewing a documentary in which young victims tell their stories. Students also engage in a roundtable discussion and receive anti-trafficking brochures. The Center conducts 20 of these sessions annually.

GLOBAL LAW ENFORCEMENT DATA

The Trafficking Victims Reauthorization Act (TVPRA) of 2003 added to the original law a new requirement: that foreign governments provide the Department of State with data on trafficking investigations, prosecutions, convictions, and sentences in order to be considered in full compliance with the TVPA's minimum standards for the elimination of trafficking (Tier 1). The 2004 TIP Report collected this data for the first time. The requirement is fully effective starting with this Report. The chart below compares data collected for this and the two preceding Reports:

Starting with this Report, governments must collect and provide full law enforcement data in order to qualify for Tier 1.

YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	7,992	2,815	24
2004	6,885	3,025	39
2005	6,618	4,766	41

Malawi: Local Awareness Enables Identification of Traffickers.

To enhance its ability to combat child trafficking, the Government of Malawi hired district-level child protection officers to conduct country-wide sensitization meetings that educated rural communities about human trafficking. Informative posters and brochures were also used to raise awareness among local populations. Villagers in the Malawian town of Mchinji learned to recognize trafficking activities through this educational campaign and, soon after, quickly notified local police of a suspicious man attempting to cross the border with a group of children. An investigation ensued, and the man was convicted and sentenced to seven years imprisonment with hard labor for trafficking children. After receiving similar types of education in human trafficking, local communities in Burkina Faso and Guyana have also been able to successfully identify instances of trafficking in their communities.



Anti-trafficking poster, Malawi

The Philippines: Emphasizing Need for Task Forces at Local Level.

The city of Zamboanga formed a local version of the Inter-Agency Council Against Trafficking (IACAT) that mirrors the national council. The body brings together local government units involved with trafficking to foster close coordination in pursuing TIP cases. During 2005, local police, prosecutors, and social workers effectively cooperated in order to achieve the first conviction in the country under the 2003 anti-trafficking law. After the victim in the case came forward, the city's Social Welfare and Development Office worked with police to help investigate the case. Police also worked closely with the prosecutor's office. Finally, the court made this trafficking case a priority, which allowed the case to be concluded in a record five months. The mayor's office set an outstanding example by making known to local government agencies its commitment to fighting human trafficking.

Romania: Candid and Cooperative with Private Researchers.

The Government of Romania commissioned the most comprehensive report on human trafficking in Romania to date. The report was supported and partially financed by UNICEF, and researched by a non-governmental entity. Researchers had complete access to government officials and official information enabling the report to be extremely candid and critical of current gaps in anti-trafficking policy. The report has already begun to serve as a roadmap for how to improve government efforts.

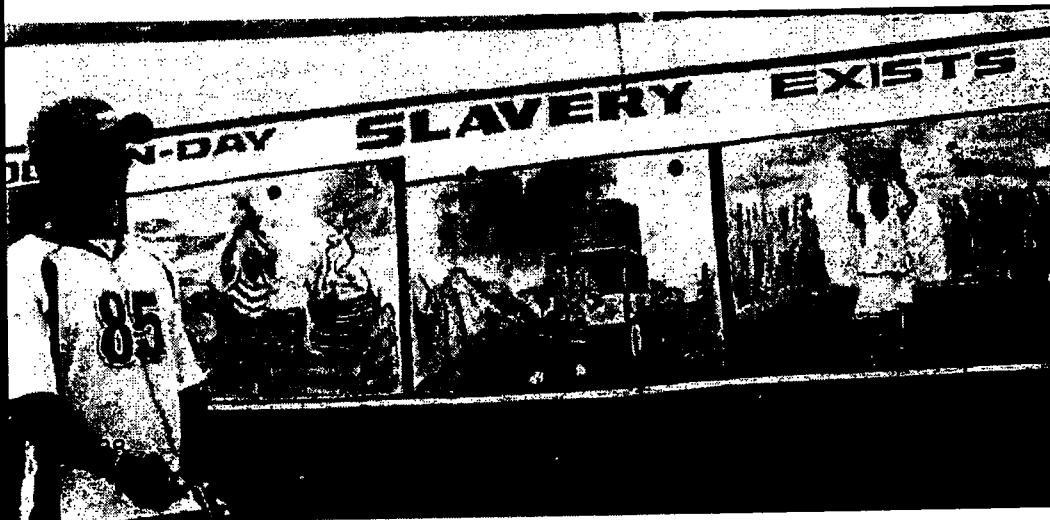
CHILD DOMESTIC SERVITUDE

The largest employment category in the world, for children under age 16, is domestic work in homes other than their own, according to the International Labor Organization. The overwhelming majority of these children are girls. Although the majority of children in forced domestic labor are between 12 and 17, in many countries, children are made to work at much younger ages.

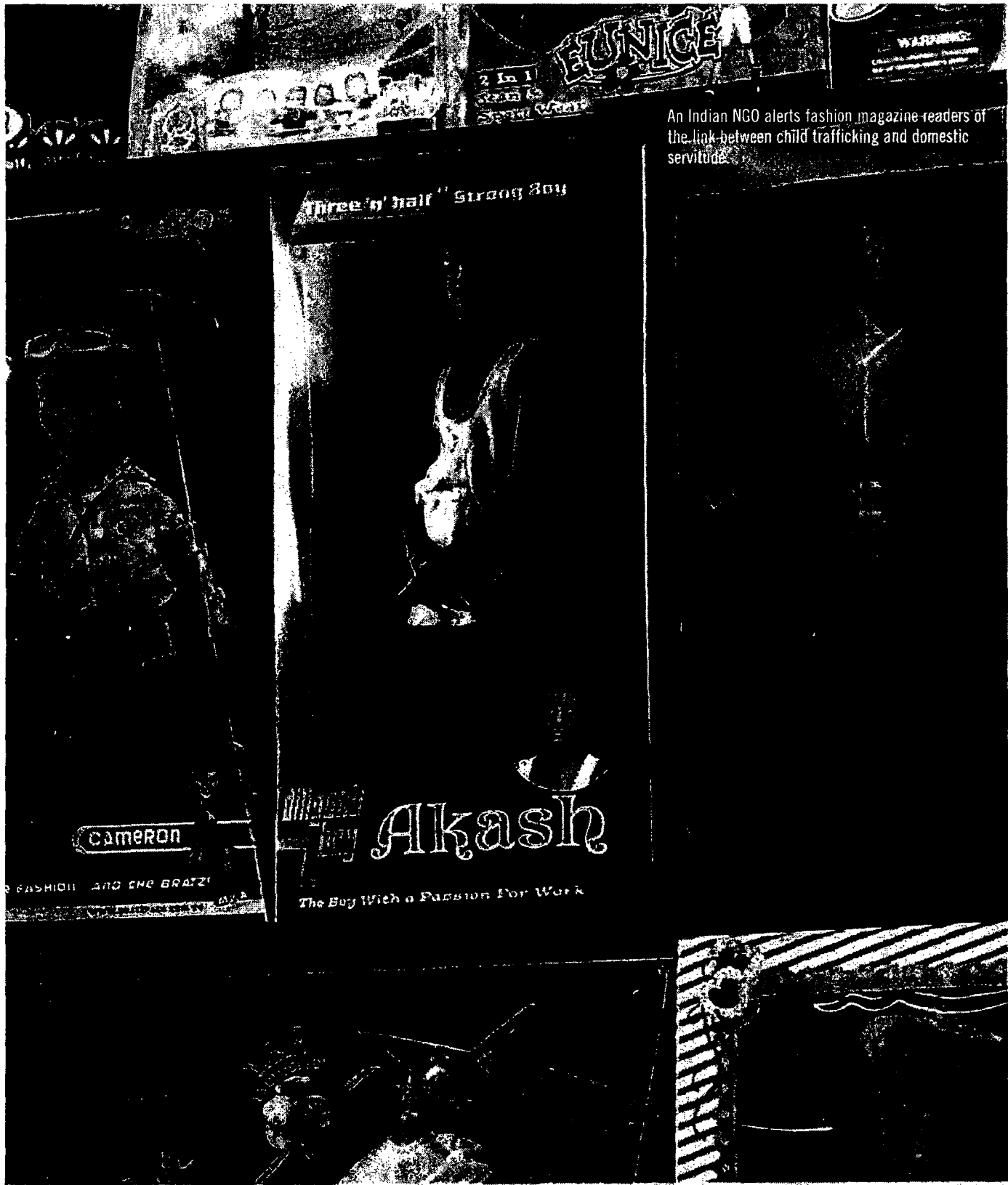
Victims of child domestic servitude are routinely subjected to physical, mental, and verbal abuse, and suffer from a loss of freedom and denial of schooling. They are underfed and overworked. In some countries, such as Egypt, Indonesia, Brazil, and Nigeria, it is normal to have child domestics in one's home. The children are either sent by their parents or lured from rural areas to the city with promises of making enough money to send back to their families. Removed from their own families, they are often forced to work long days, providing services around the clock for the employer's family, such as house cleaning, cooking, laundry, and child care.

Although they typically live with the employer's family, young victims are usually not provided with a room of their own and given no privacy. Routinely, they are forced to sleep on the floor in the corner of a room or under the kitchen table, and are made to eat leftovers. They are often subject to verbal, mental, and physical abuse from an early age by all family members, including other children. In many cases with child victims, they may not leave the home unsupervised and may be locked up when the family goes out.

The isolation of child domestic workers renders them highly vulnerable to sexual exploitation. Child domestics often face sexual abuse from the males in the household, including male children and relatives. Confined to the home, they are not able to flee, seek help, or return to their own homes. The stigma attached to child domestic workers coupled with their lack of education often leaves them with few employment options. What's more, the large populations of child domestics are often invisible to societies that are otherwise increasingly aware and active on other human rights problems. Some commendable efforts are underway to increase public awareness of their plight using innovative techniques. One such effort has been launched by the Indian NGO *National Domestic Worker's Movement*, aiming advertisements at India's middle and upper classes through fashion magazines. An ad from this campaign is on the following page.



Faith Consortium, a U.S. Government grantee, raises awareness about the threat of modern-day slavery through creative venues, such as this street mural in Sierra Leone.



An Indian NGO alerts fashion magazine readers of the link between child trafficking and domestic servitude.

6 out of 10 child domestic workers are put up for sale.

Trafficking of live-in child domestic workers is for real. At an age where they should be buying dolls and toys, they are sold like one. All we ask of you is to treat them like children. Because, that's what they are.

To know more call 022-23780903, e-mail: teenage@bombyvatni.net.in, 107A St. Mary's Apts., Nesbit Road, Maragaoon, Mumbai - 400 010





A rescued toddler—from a village with an established tradition of children entering the sex industry—has a new opportunity to grow up without fear of being trafficked or forced into sexual slavery (left).



The Policy of Victim Rescue

Human trafficking is modern-day slavery, involving victims who are forced, defrauded, or coerced into labor or sexual exploitation. While some victims of this crime are able to escape from involuntary servitude, many more are not able to break free on their own. They need help. Help usually comes in the form of a raid on the place where victims are held against their will. Victims of involuntary servitude in a labor situation are rescued through raids on sweatshops, or searches of homes exploiting domestic servants, for example. Victims of sex trafficking are rescued through raids on brothels and other places where commercial sexual exploitation occurs, such as massage parlors, karaoke bars, and strip clubs. Regardless of the type of rescue, the law enforcement operation—typically termed a “raid”—should be executed through legal means, under the proper authority, using warrants or other necessary court or police orders.

Smart Raids vs. Blind Raids


Law enforcement raids in search of trafficking victims are most effective when they involve good planning and information gathering. While it is unrealistic to get complete information on victims in servitude, learning enough to know, with a high degree of certainty, that trafficking victims are present in the commercial sex and labor sites is important. Victim information is usually obtained through law enforcement people working undercover or through strategically-

recruited informants. Carefully planned to ensure the safety of all involved and with post-rescue care arranged for trafficking victims, these smart raids can free trafficking victims while minimizing harm to others.

Some law enforcement raids are blind: They are executed against a target without prior attempts to verify the existence of victims of trafficking in those locations. Blind raids can lead to poor results while inconveniencing or harming people not involved in trafficking. Law enforcement agents often become disheartened after such unsuccessful raids, especially if they assumed enslaved people would be found enthusiastically awaiting liberation. Bad experiences with blind raids can lead to less effort against sites where labor or sex trafficking is ongoing—or lead to cynicism regarding the human trafficking phenomenon.

Identifying Victims of Trafficking

The violence (physical and psychological) and intimidation that marks involuntary servitude means that victims are often reluctant to identify themselves as victims. This is true around the world and occurs for various reasons. First, victims are usually taught to fear law enforcement authorities and non-governmental organizations (NGOs). If victims are underage, they are typically coerced by traffickers and brothel keepers to claim they are adults consensually involved in prostitution. Adult trafficking victims may be coerced to hide indicators of trafficking—such as confinement, debt bondage, or



Over two million children work in Central America and the Dominican Republic, according to the International Labor Organization (left).

Enslaved in a dressmaking shop in the outskirts of Los Angeles, this victim was forced to work up to 17 hours a day, seven days a week, before being rescued by authorities. Trafficking victims in the United States can apply for a special visa to stay in the U.S. (right).



The Policy of Victim Rescue

threats of violence against them and their families. Labor managers and brothel keepers often threaten victims or their relatives with future harm if their situation is revealed.

Suspected victims must be removed from the site of exploitation, away from the threatening environment, and taken to a safe place. The state often needs to have temporary custody of these suspected victims, as victims or witnesses of serious crimes. In such an environment—usually in the form of a shelter—victims of human trafficking are more likely to reveal their true situations. The true ages of victims can be learned through self-reporting or medical examinations. Police and social counselors need time to interview and counsel suspected victims. This counseling period, ranging from several days to several weeks, should become a standard practice in countries with significant trafficking problems. Once a person's status as a victim of trafficking has been determined, long-term care should be available to facilitate rehabilitation.

Children Used for Commercial Sex

U.S. Government policy on children (under the age of 18) used for commercial sex is unambiguous: They must be removed from exploitation as soon as they are found. The use of children in the commercial sex trade is prohibited under both U.S. and international law. There can be no exceptions, no cultural or socio-economic rationalizations that prevent the rescue of children from sexual servitude.

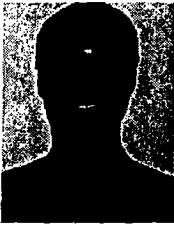
NGO Involvement

NGOs often help law enforcement officers carry out raids and rescues. They can offer psycho-social counseling skills that help identify trafficking victims, usually after they are removed from trafficking situations. NGOs and media representatives can also play a valuable role in holding law enforcement authorities to legal standards of crime prevention and victim care by bearing witness to, and demanding, accountability. NGOs, however, should not play a lead role in a raid or rescue, as they lack authority to perform law enforcement actions. NGOs and the media should avoid any practices that harm the rights of children or others.

Rights of Trafficking Victims

The U.S. Constitution (13th Amendment) prohibits slavery or involuntary servitude in the United States. We seek to ensure this basic standard in our efforts to combat trafficking in persons internationally. In approaching the prospective rescue of trafficking victims through law enforcement operations ("raids"), the rights of victims are paramount. Efforts should be made to minimize the number of non-trafficking victims affected by raids and rescues, but this must not preclude efforts to free every victim, who by definition, is in clear and present danger of physical harm. There should be no safety zone in which traffickers can abuse their victims without fear of law enforcement action.

HEROES ACTING TO END MODERN-DAY SLAVERY



Moussa Sow, Director of *Future of a Child*, Senegal Moussa Sow's NGO, *Future of a Child*, works with trafficking victims to keep young girls from sexual exploitation, and helps young boys deal with the trauma they may have

suffered at Koranic schools, where they may have been forced into begging. A former victim of child abuse, Mr. Sow uses his own difficult beginnings as inspiration to go out on nearly a daily basis to comb the roughest streets for children in distress, putting his life and well-being on the line. He also visits children in prison, reunites countless runaways with their families—even taking them to their homes in other countries—and follows up, into their adulthood, with those he has helped. He successfully campaigned for a larger center to shelter and educate more children. Mr. Sow's passion, respect, love, and patience allows him to establish an emotional connection with every child he meets, making a real difference in their lives.



Kristina Misiniene, Founder and Coordinator of *Aid to the Victims of Trafficking and Prostitution at Caritas*, Lithuania

Kristina Misiniene recognized the need for additional human

trafficking education, prevention, and support for victims, and has worked tirelessly to spread the anti-trafficking message in Lithuania. In 2001, Ms. Misiniene gained support from *Caritas* and secured financing from abroad. Since, she has coordinated assistance to over 300 trafficking victims. She has been at the forefront of largely successful lobbying efforts to convince the government to take more forceful actions to combat trafficking, has collaborated with other NGOs, and rallied over 30 volunteers to widen the services provided to victims of trafficking. She continues to expand education and outreach programs in rural areas of Lithuania. Ms. Misiniene gives

countless hours of her time to provide exceptional psychological help and material assistance to victims of trafficking and works with every victim personally.



Iana Matei, Founder and Coordinator of *Reaching Out*, Romania

Iana Matei's NGO *Reaching Out* has been operating since 1998 and has provided direct assistance to 127

victims of human trafficking. *Reaching Out* offers a one-year recovery and assistance program that provides victims with shelter, health care, legal aid, and the opportunity to complete their education and to learn new skills that enable them to enter the workforce. Upon completion of the program, *Reaching Out* acts as a mediator for victims while they seek employment, with the aim of reducing the victim's chances of re-entering the trafficking cycle. *Reaching Out* also carries out information-awareness campaigns targeting potential victims in several cities in the country. Ms. Matei has managed to maintain an active dialogue with local officials, earning their respect and cooperation. Today, police routinely refer victims to Ms. Matei's shelter. She has done a tremendous job of helping the victims of trafficking, and educating officials on the importance of helping these vulnerable people.



Nodira Karimova, Head of the Tashkent Office of IOM and Founder of *Istiqbolli Avlod*, Uzbekistan

Nodira Karimova's NGO *Istiqbolli Avlod* has assisted over 300 victims and is operating a shelter

for returned trafficking victims. Before the shelter opened, Ms. Karimova and her associates took returned victims into their own homes or even rented apartments for them as they began the process of readjustment. In addition, she has worked to

expand the number of trafficking hotlines to ten, receiving over 13,000 calls in the last year. Karimova developed a strong working relationship with the Uzbek consul in the United Arab Emirates that has facilitated the repatriation of many Uzbek women. Ms. Karimova also helped organize training for the Uzbek consular officials stationed overseas in January 2005, which spread awareness and made clear to the Consular officials that trafficking is a serious problem that demands serious action. She was instrumental in the decision to open additional shelters, one for sexually exploited victims, and another for labor trafficking victims, which will open in 2006.



Irene Fernandez, President of Tenaganita, Malaysia

Irene Fernandez has worked on behalf of both mistreated migrant workers and sex trafficking victims in Malaysia for the past

several years. In 1996, Fernandez was arrested for publishing a report about detainee abuse and very poor sanitation conditions in the country's illegal migrant detention centers. Found guilty in October 2003 and sentenced to one year in jail, she appealed her case; her sentence remains suspended. In 2005, her NGO, *Tenaganita*, published a video entitled "Breaking Labor" that included the tragic stories of several foreign victims of labor trafficking and abuse in Malaysia. *Tenaganita* facilitated legal assistance and shelter for these trafficked victims and repatriated them to their home countries. Due to Ms. Fernandez's efforts, *Tenaganita* has become the largest and most effective anti-trafficking NGO in Malaysia. She has demonstrated considerable vision, courage, and leadership in the face of the Malaysian government lawsuit.

Maria Beatriz Paret de Palacio, First Lady of Ecuador

Ecuador's First Lady has combined her deep concern for the youth of her country with her communication and organizational skills to prevent Ecuadorians from falling victim to human trafficking. She has used her high

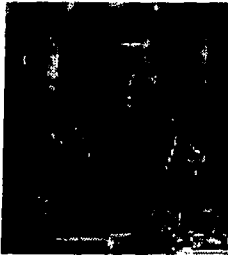
visibility and position as President of the National Institute for Children and Families (INNFA) to lead a nationwide campaign against trafficking.

Under her leadership, INNFA launched a powerful radio, print, and TV campaign that is expected to reach about 70 percent of the population within one year. Mrs. Palacio also led INNFA efforts to convince private industries to join the anti-trafficking efforts, specifically by encouraging cinema chains to show persuasive anti-trafficking spots before movies and two commercial banks to include anti-trafficking flyers in bank statements that went out to 40,000 account holders.



Kyai Husein Muhammad, Founder and Leader of The Fahmina Institute, Indonesia

Kyai Husein Muhammad has helped raise awareness of human trafficking among women and children in rural communities in West Java through an anti-trafficking media campaign, which included the distribution of 22,000 leaflets each week in mosques after Friday prayers, along with outreach to village health clinics and schools. He has researched and produced written works concerning the application of Islamic Law and human trafficking, an unprecedented initiative to use Islamic arguments and traditions to combat this crime. His scholarship highlights the Islamic perspective on victims' rights, the rights of women and children, and the immorality of human trafficking, while emphasizing that victims should not be criminalized and that communities have a responsibility to combat trafficking. Kyai Husein's efforts were instrumental in raising awareness of the risk of trafficking in post-tsunami Aceh, and enlisting Muslim schools there in the ultimately successful prevention of trafficking in persons.



Skari Siddama, Grass Roots Activist and Founder of Bharathi Trust, India

Kari Siddamma has been working extensively with the marginalized Irula (a low caste) tribal communities in Tamil Nadu for more than 12 years. Her work includes freeing bonded laborers, organizing communities into cooperatives, and mainstreaming children into the educational system by providing motivational educational centers. With her intervention, an Irula movement has emerged that is now better organized to pursue indigenous legal rights from exploitive landlords. In one incident in 2004, Siddamma helped release over 1,000 bonded laborers employed in the rice mills of the Red Hills area of Tamil Nadu. With Siddamma's intervention, the plight of bonded laborers reached the Parliament and the laborers were ultimately released and rehabilitated. The *Bharathi Trust* designed a holistic program to address bonded labor including awareness camps, advocacy, day care services, and motivational centers for the eradication of child labor. In Tamil Nadu, this was the first time a tribal group had asserted itself in such a way.



Rahel Gershuni, De Facto Anti-Trafficking Coordinator for the Government of Israel

Rahel Gershuni has tirelessly led the Israeli effort to fight sex trafficking. She first learned about the issue by helping an individual victim navigate

the government bureaucracy. While still handling the cases of many individual victims, she soon emerged as the unofficial anti-trafficking coordinator for the entire government of Israel. She has led a reform movement within the Israeli government by serving as a catalyst for the development of policies that treat sex trafficking victims as true victims and not as criminals. Over the last three years, she has changed countless attitudes, shaped scores of policies, and, most importantly, saved many lives—all without an official appointment, without an assistant, and while holding a full-time job unrelated to her work as the de facto anti-trafficking coordinator.

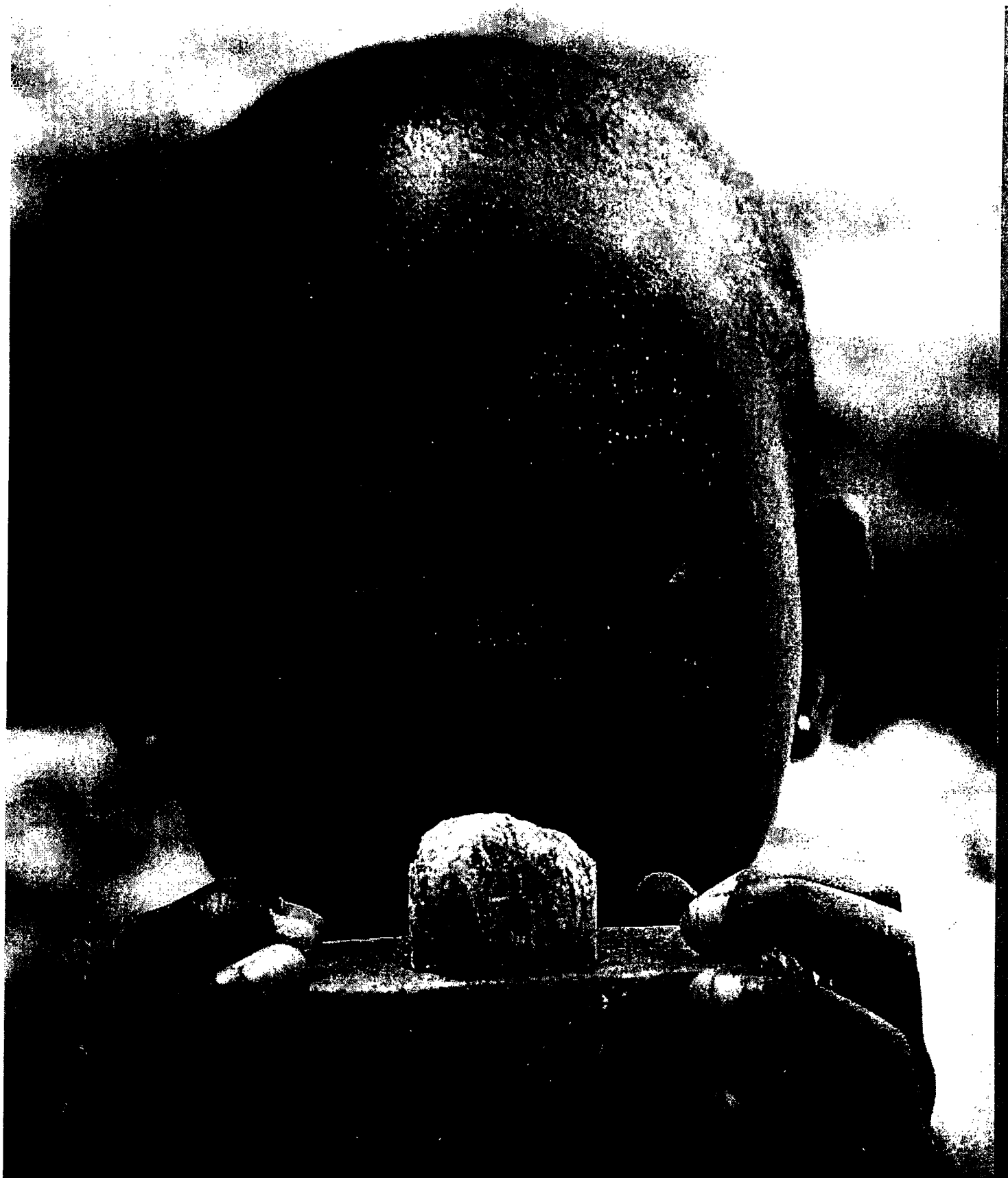


Reverend Peter Nguyen Van Hung, Executive Director of VMWBO, Taiwan

Reverend Hung and the staff of *Vietnamese Migrant Workers and Brides Office* (VMWBO) have helped over 2,000 Vietnamese escape the horrors of labor and sex exploitation since 2004. Under his leadership, the VMWBO has rescued, sheltered, and rehabilitated victims of both labor and sex trafficking, including Vietnamese domestic workers and brides. He has pushed forward prosecutions against employers, labor brokers, and traffickers in Taiwanese courts, and negotiated compensation for lost wages and injuries. Recognizing the importance of coordinating efforts of anti-trafficking organizations, Reverend Hung has built coalitions with various legal aid and labor rights NGOs in Taiwan. Rev. Hung has been a true anti-TIP hero for many abused and enslaved Vietnamese workers in Taiwan.

"[The] report probes even the darkest places, calling to account any country, friend or foe, that is not doing enough to combat human trafficking. Though many complain, the power of shame has stirred many to action and sparked unprecedented reforms. Defeating human trafficking is a great moral calling and we will never subjugate it to the narrow demands of the day."

*-Condoleezza Rice, Secretary of State
May 10, 2006, Independent Women's Forum, Washington, DC*



A child holds a small hammer used to crush stones in a quarry near Dawhenya, east of Accra, Ghana. Children are often trafficked for the purpose of child labor throughout Africa.

TIER PLACEMENTS

TIER 1

AUSTRALIA	FRANCE	MALAWI	SOUTH KOREA
AUSTRIA	GERMANY	MOROCCO	SPAIN
BELGIUM	HONG KONG	THE NETHERLANDS	SWEDEN
CANADA	IRELAND	NEW ZEALAND	SWITZERLAND
COLOMBIA	ITALY	NORWAY	UNITED KINGDOM
DENMARK	LITHUANIA	POLAND	
FINLAND	LUXEMBOURG	SINGAPORE	

TIER 2

AFGHANISTAN	EAST TIMOR	LATVIA	RWANDA
ALBANIA	ECUADOR	LEBANON	SENEGAL
ANGOLA	EL SALVADOR	MACEDONIA	SERBIA-MONTENEGRO
AZERBAIJAN	ESTONIA	MADAGASCAR	SIERRA LEONE
BANGLADESH	ETHIOPIA	MALI	SLOVAK REPUBLIC
BELARUS	GABON	MALTA	SLOVENIA
BENIN	THE GAMBIA	MAURITIUS	SRI LANKA
BOSNIA/HERZ.	GEORGIA	MOLDOVA	SURINAME
BULGARIA	GHANA	MONGOLIA	TAJIKISTAN
BURKINA FASO	GREECE	MOZAMBIQUE	TANZANIA
BURUNDI	GUATEMALA	NEPAL	THAILAND
CAMEROON	GUINEA	NICARAGUA	TUNISIA
CHAD	GUINEA-BISSAU	NIGER	TURKEY
CHILE	GUYANA	NIGERIA	UGANDA
CONGO (DRC)	HONDURAS	PAKISTAN	UKRAINE
COSTA RICA	HUNGARY	PANAMA	URUGUAY
COTE D'IVOIRE	JAPAN	PARAGUAY	VIETNAM
CROATIA	JORDAN	PHILIPPINES	YEMEN
CZECH REPUBLIC	KAZAKHSTAN	PORTUGAL	ZAMBIA
DOMINICAN REP.	KYRGYZ REPUBLIC	ROMANIA	

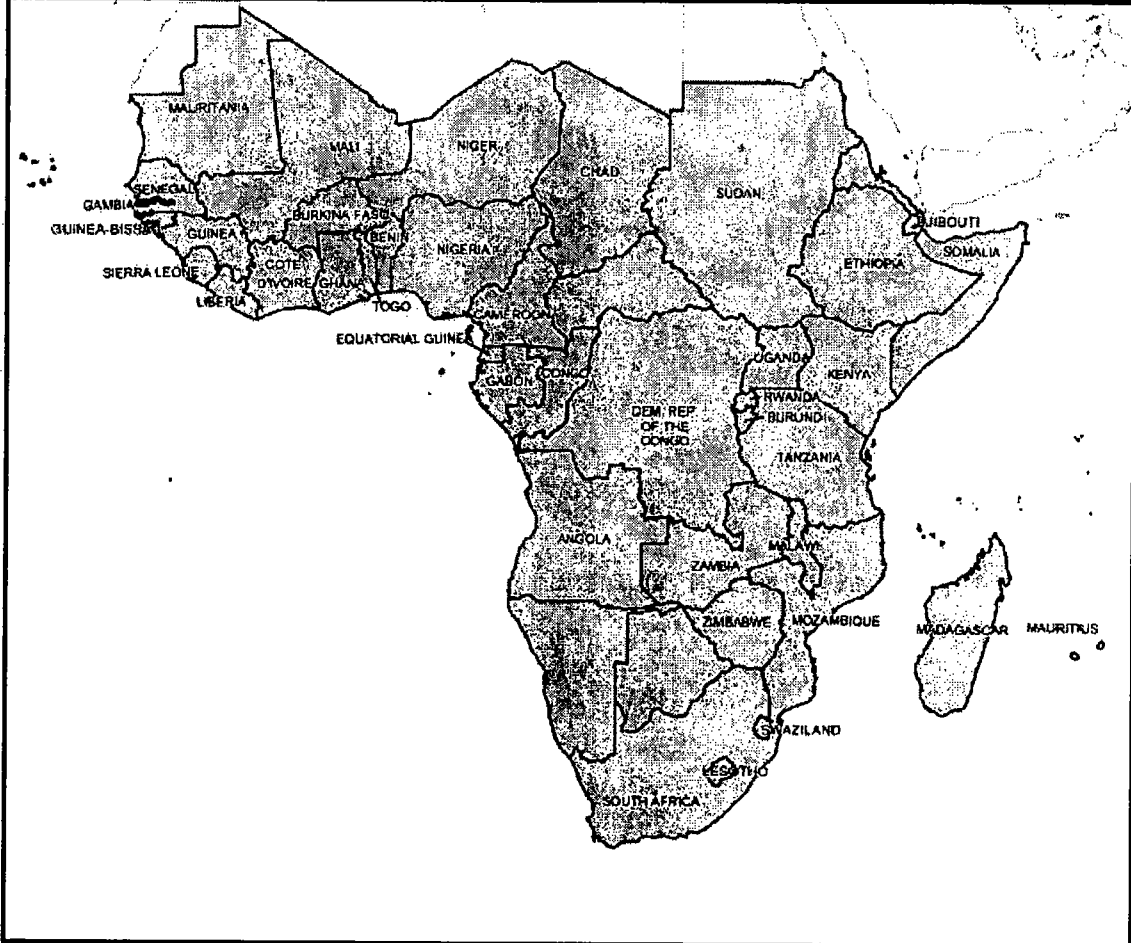
TIER 2 WATCH LIST

ALGERIA	CHINA (PRC)	JAMAICA	OMAN
ARGENTINA	CYPRUS	KENYA	PERU
ARMENIA	DJIBOUTI	KUWAIT	QATAR
BAHRAIN	EGYPT	LIBYA	RUSSIA
BOLIVIA	EQUATORIAL GUINEA	MACAU	SOUTH AFRICA
BRAZIL	INDIA	MALAYSIA	TAIWAN
CAMBODIA	INDONESIA	MAURITANIA	TOGO
CENTRAL AFRICAN REP.	ISRAEL	MEXICO	UNITED ARAB EMIRATES

TIER 3

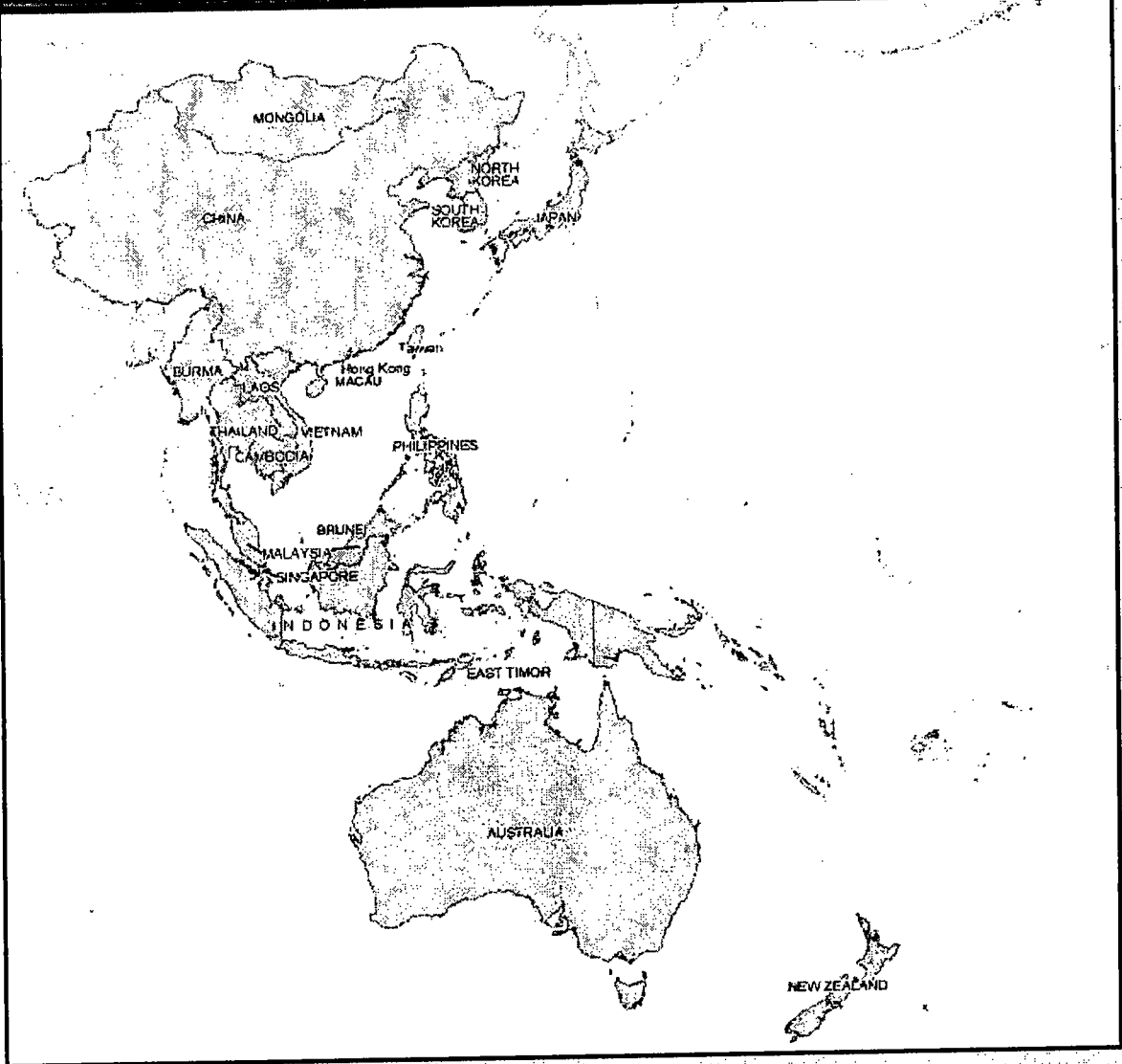
BELIZE	IRAN	SAUDI ARABIA	UZBEKISTAN
BURMA	LAOS	SUDAN	VENEZUELA
CUBA	NORTH KOREA	SYRIA	ZIMBABWE

AFRICA



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	50	10	3
2004	134	29	7
2005	194	58	12

EAST ASIA & PACIFIC



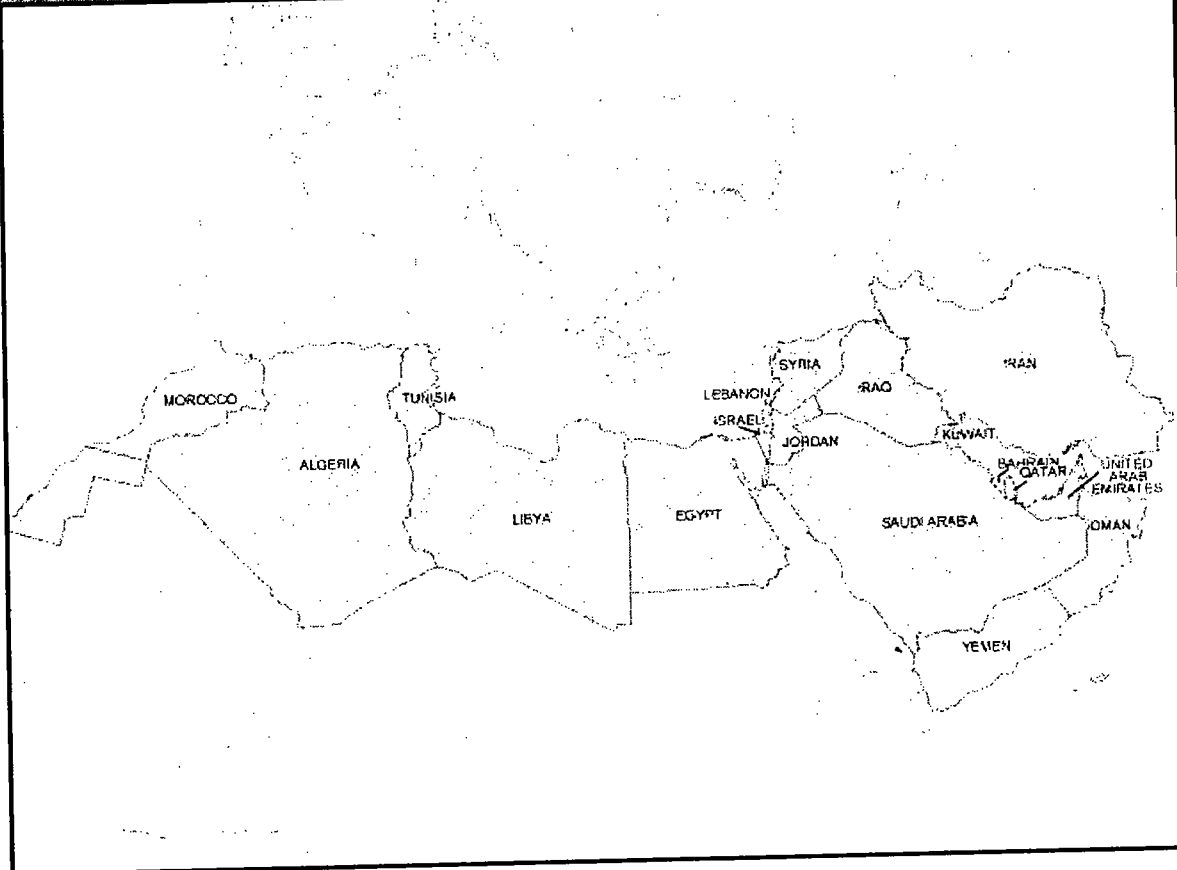
YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,727	583	1
2004	438	348	3
2005	2,580	2,347	5

EUROPE & EURASIA



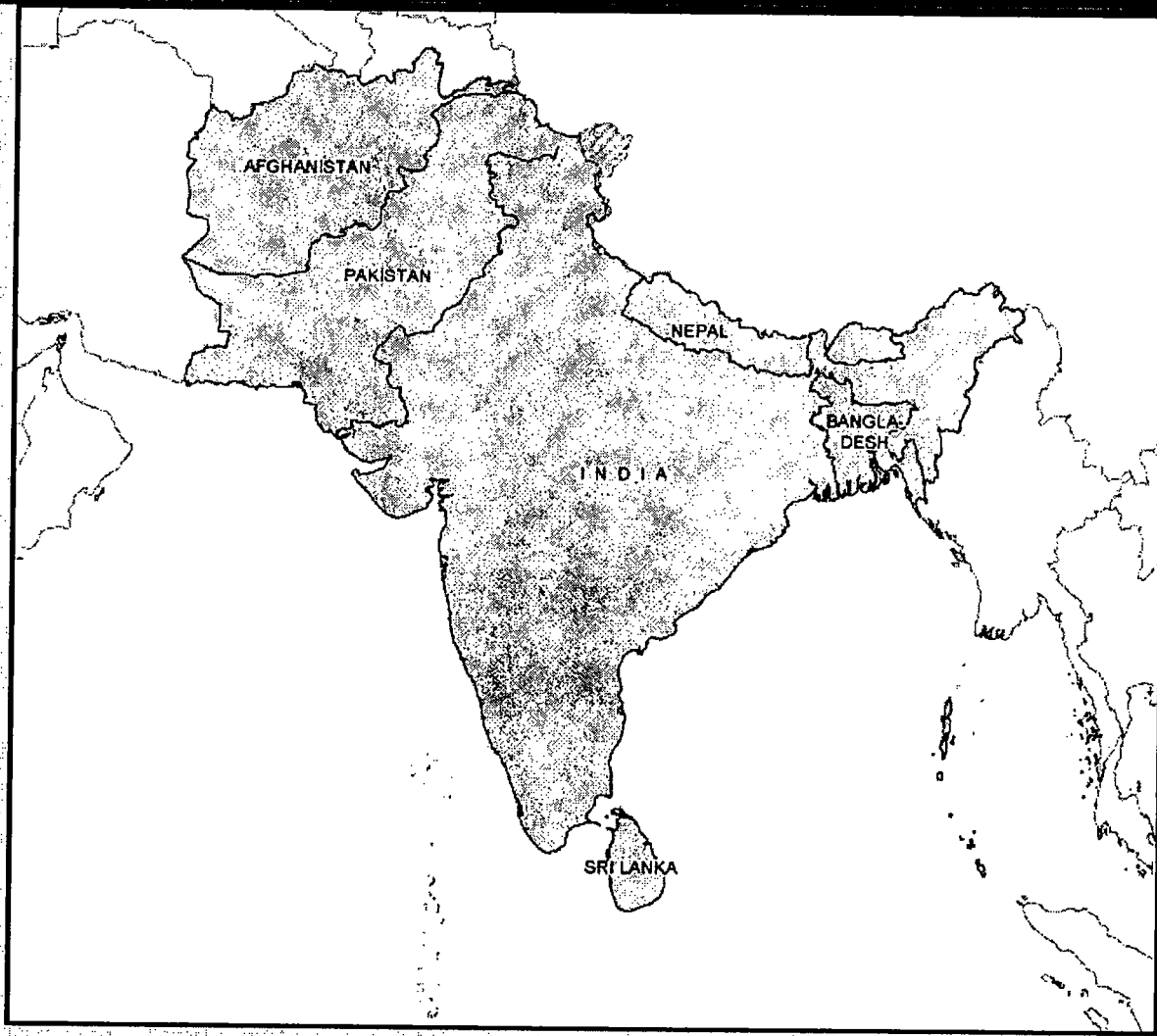
YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,437	1,561	14
2004	3,329	1,274	20
2005	2,598	1,984	12

NEAR EAST



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,004	279	4
2004	134	59	1
2005	112	104	3

SOUTH ASIA



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,599	355	0
2004	2,705	1,260	1
2005	964*	214*	0

**The decline in 2005 is largely due to the lack of data provided by the government of India, unlike previous years.*

WESTERN HEMISPHERE



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	175	27	2
2004	145	56	7
2005	170	59	9

U.S. GOVERNMENT DOMESTIC ANTI-TRAFFICKING EFFORTS

The U.S. Government (USG) in 2005 advanced an aggressive anti-trafficking campaign to address trafficking crimes and victims identified in the United States. This coordinated effort includes several federal agencies and approximately \$25 million in Fiscal Year (FY) 2005 for domestic programs to boost anti-trafficking law enforcement efforts, identify and protect victims of trafficking, and raise awareness of trafficking as a means of preventing new incidents. Specifically, this coordinated effort has resulted in the following successes:

- In 2005, the Department of Justice (DOJ) charged 116 individuals with human trafficking, almost doubling the number charged in FY 2004. Approximately 80 percent of those defendants were charged under the federal Trafficking Victims Protection Act (TVPA) of 2000. Forty-five traffickers were convicted, of which 35 were implicated in sexual exploitation. These statistics represent federal investigations; law enforcement in states and localities also make significant, indispensable contributions to the fight against trafficking in persons

- As of May 22, 2006, the Department of Health and Human Services (HHS) had certified 1,000 victims of human trafficking since the TVPA was signed into law in October 2000. In FY 2005, HHS certified 230 foreign victims of human trafficking from a remarkably diverse array of countries including: Albania, Bangladesh, Bolivia, Cambodia, Cameroon, Chad, Colombia, Czech Republic, Ecuador, El Salvador, Eritrea, Estonia, Ethiopia, Guatemala, Guyana, Honduras, Hungary, Indonesia, Ivory Coast, Jamaica, Kenya, Korea, Latvia, Malaysia, Mongolia, Nepal, Nigeria, Paraguay, Russia, Sri Lanka, Thailand, and Western Samoa. Certification allows human trafficking survivors to access most services and benefits, comparable to assistance provided by the U.S. to refugees

- In FY 2005, the Department of Homeland Security (DHS) issued 112 T-visas

to foreign survivors of human trafficking identified in the United States. T-visas are a special visa category resulting from the TVPA. Through February 2005, DHS issued a total of 616 visas to human trafficking survivors, and another 573 T-visas to members of their family

- In 2005, state law enforcement agencies convicted over 26,000 "johns" for trying to buy sex services

- In FY 2005, HHS launched new anti-trafficking coalitions in ten U.S. cities to increase public awareness of human trafficking and to increase the number of trafficking victims identified as part of its Rescue and Restore campaign

The Department of Defense amended its Manual for Courts Martial in October 2005, as a preventative measure under the Government's "zero tolerance" policy on human trafficking. Now, patronizing a prostitute is a chargeable offense under the Uniformed Code of Military Justice. DOD has also developed a trafficking awareness program to draw attention to the criminality and human consequences of trafficking in persons. The program will be mandatory for all military members and DOD civilians by the end of the year.

While significant progress has been made, the U.S. Government's efforts to address trafficking within the borders of the United States still need improvement. Greater efforts should be made to ensure suspected trafficking victims have time to be counseled, and to provide trafficking information to law enforcement authorities. Victim protection services for U.S. citizen trafficking victims, particularly those who are minors, should be more consistent across the country. Lastly, like most other countries, the USG must continue its efforts to reduce the gap between estimated TIP victims and those who step forward to help in prosecutions and receive services. For a complete assessment of USG efforts to combat trafficking in persons, please visit the Department of Justice Web site [www.usdoj.gov].

COUNTRY NARRATIVES



Challenged by corruption, limited resources, and, in some places, tolerance for the commercial sex trade, Southeast Asia is one of the world's top destinations for pedophiles seeking sex with children.

AFGHANISTAN (TIER 2)

Afghanistan is a source country for women and children trafficked internally and to Iran, Pakistan, and Saudi Arabia for forced labor and commercial sexual exploitation. Children are trafficked internally for forced labor as beggars or into debt bondage in the brick kiln and carpet-making industries. Afghan women and girls are kidnapped, lured by fraudulent marriage or job proposals, or sold into marriage or commercial sexual exploitation within the country and in Iran, Pakistan, and Saudi Arabia. Women are also exchanged to settle debts or resolve conflicts. The Afghan Independent Human Rights Commission reported 150 cases of child trafficking this year, though many suspect the actual level of trafficking is higher.

The Government of Afghanistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although the government has had an interagency working group on trafficking for two years, little discernable action has resulted due in large part to limited resources and lack of capacity. Afghanistan did not enact a trafficking law in 2005, though it continued to rely on kidnapping and other criminal laws to prosecute trafficking offenses. Afghanistan also has not taken sufficient action to address the reportedly high degree of corruption among police and border guards. Police officers, prosecutors, and judges often lack training and sensitivity to trafficking issues. As a result, the government's prosecution level is low and many cases are never heard. Afghanistan should enact a comprehensive anti-trafficking law, increase prosecutions of traffickers including corrupt government officers, and provide technical and sensitivity training for government officials.

Prosecution

Over the year, Afghanistan made some progress in its anti-trafficking law enforcement efforts. Afghanistan does not have a specific anti-trafficking law, and relies primarily on kidnapping statutes to charge trafficking offenses. Despite reports last year that the Ministry of Justice was in the process of drafting an anti-trafficking law, none has been released or enacted. This year, Afghanistan reported 40-70 arrests of child traffickers. Four prosecutions resulted in 15 convictions, with six traffickers sentenced to jail terms ranging from eight months to 20 years and seven traffickers sentenced to death. However, the government did not report significant measures taken to investigate, prosecute or otherwise curb government corruption, particularly among border guards who are widely believed to facilitate trafficking. Afghanistan should enact an anti-trafficking law, increase law enforcement action against corrupt government officials, and expand training programs for police and members of the judiciary investigating and prosecuting these cases.

Protection

The Government of Afghanistan, with limited resources, made modest improvements in its protection efforts, but deficiencies remain. The government cooperated with Saudi Arabia to repatriate children trafficked for forced begging. While the Government of Afghanistan still lacks a shelter providing medical, psychological, and legal aid to trafficking victims, there are shelters operated by NGOs. Adult victims are sometimes jailed. The government also does not encourage victims to participate in trials of their traffickers. Afghanistan should offer basic shelter services and protection for victims, and prevent the arrest and incarceration of suspected trafficking victims. The government should also ensure that victims have the opportunity to participate in the trials of their traffickers if they choose.

Prevention

During the year, Afghanistan took minimal action to prevent trafficking in persons. The government's national anti-trafficking task force met, but was not active. The government disseminated information about missing children through the media and mosques and conducted limited police training to raise awareness of trafficking. Afghanistan failed to consistently and adequately screen emigrants and immigrants at the border in order to identify trafficking victims or to undertake a broad public awareness campaign on trafficking.

ALBANIA (TIER 2)

Albania is primarily a source country for women and children trafficked for the purposes of sexual exploitation and forced labor. Victims are trafficked to Greece and Italy, with many of these victims trafficked onward to the United Kingdom, France, Belgium, Norway, Germany, and the Netherlands. Internal trafficking within Albania and re-trafficking of Albanian victims to other countries remained a problem in 2005. Reports of Roma and Egyptian children trafficked for forced labor or begging continued.

The Government of Albania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to produce successful prosecutions and convictions of traffickers, appointed a new full-time national anti-trafficking coordinator with staff, began to implement its witness protection law for trafficking victims, and signed a bilateral anti-child-trafficking agreement with Greece. While the government demonstrated strong law enforcement efforts, overall implementation of the government's protection and prevention programs remained weak. The government should fully implement its witness protection program, encourage a greater number of victims to testify against their traffickers and make efforts to guarantee victims' safety. Comprehensive reintegration and rehabilitation services are critical to prevent the re-trafficking of Albanian citizens. The government as a whole should assume a greater leadership role in the country's anti-trafficking efforts, actively implement its National Action Plan, and vigorously investigate and prosecute trafficking-related corruption at all levels of law enforcement.

Prosecution

In 2005, the Government of Albania actively continued to investigate and prosecute trafficking; it investigated 49 cases, prosecuted 51 traffickers, and convicted 54 traffickers. Albanian courts sentenced more than half of the convicted traffickers to five to 10 years, with some sentences over 10 years — significant penalties for the region. In February 2005, the government established a specialized asset forfeiture unit and thus far has obtained final judgments of forfeiture for two trafficking cases, with additional cases pending. The government failed to conduct its own specialized anti-trafficking training for police, prosecutors, judges, and other relevant law enforcement officials in 2005, but continued to cooperate closely with NGOs and international organizations on border control and various trainings. Reports of trafficking-related corruption in Albania involving government and police officials continued. The government increased its investigations of police officers for involvement in illegal border crossings, but did not find any government officials complicit in trafficking.

Protection

The government sustained its modest efforts to protect and reintegrate trafficking victims during 2005. NGOs and international organizations administered and funded the majority of services for victims; however, the government provided some facilities and personnel. In 2006, the government began using in one case a witness protection program for trafficking victims. While the government approved a national victim referral mechanism in 2005, it did not employ it during the reporting period. In 2005, Albanian police continued to informally refer victims to shelters and re-integration assistance. Police identified and referred 28 victims within the country and referred 214 victims, who were either repatriated or deported back to Albania to the Vatra Center, a leading NGO in Albania providing shelter and services to victims. The Vatra Center reported assisting 238 victims in 2005, more than half of which had been trafficked at least on one other occasion. In addition, another reintegration shelter, Different and Equal, reported assisting 23 women and girls in 2005. The government-run National Victim Referral Center temporarily housed 32 victims in 2005; many were transferred to other shelters for reintegration. In February 2006, the government signed a bilateral agreement with Greece to address child trafficking, which should assist with the return of child trafficking victims to Albania from Greece.

Prevention

The government made some progress in anti-trafficking prevention during the reporting period. In 2005, the government appointed a new, full-time, national coordinator with a dedicated staff of five. It publicly endorsed the previous government's National Action Plan for 2005-2007, though it failed to implement most of the Plan's objectives, including implementing a referral mechanism, improving witness protection, vocational training and other key reintegration efforts, specialized law enforcement training, and a targeted awareness campaign. The government took steps to increase the level of coordination with NGOs and international organizations, but relied primarily on these groups for anti-trafficking prevention and outreach to vulnerable populations and potential victims. The Ministry of Education continued to implement with IOM a project targeting 36 schools in at-risk regions, and in 2005 expanded the project to another 10 schools.

ALGERIA (TIER 2 WATCH LIST)

Algeria is a transit and destination country for men, women, and children from sub-Saharan Africa and Asia trafficked for forced labor and sexual exploitation. Although many victims willingly migrate to Algeria en route to European countries such as Austria, Belgium, and Italy with the help of smugglers, they are often abandoned once they enter Algeria or are forced into prostitution, laborers, and beggars to pay off their smuggling debt. Armed militants also reportedly traffic Algerian women for sexual exploitation and involuntary servitude, and Algerian children may be trafficked for forced labor as domestic servants or street vendors.

The Government of Algeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Algeria is placed on Tier 2 Watch List for its lack of evidence of increasing efforts to address trafficking in persons over the last year. Algeria took no steps to assess the scope of trafficking in the country and reported no investigations or prosecutions for trafficking offenses this year. The government's plan to create an office to address human trafficking and appoint a national anti-trafficking coordinator, announced in 2004,

has not been implemented. In addition, the government failed to institute a systematic screening procedure to differentiate trafficking victims from the large population of illegal migrants it arrests and deports every year. Algeria should fulfill its plans to create an anti-trafficking policy structure with the development and implementation of a national action plan against trafficking. It should also significantly increase investigations and prosecutions of trafficking offenses, and screen and protect trafficking victims.

Prosecution

Over the year, Algeria made little discernable progress in its law enforcement efforts against traffickers. Algeria does not have a law specifically criminalizing trafficking in persons, but other sections of the criminal code can be used to prosecute trafficking offenses. Nonetheless, the government reported no investigations or prosecutions of traffickers this year. Algeria is also witnessing increasing activity by organized criminal networks that smuggle and traffic men, women, and children from parts of West Africa and Asia to Europe for sexual exploitation and forced labor, yet did not undertake any coordinated effort to investigate this trend and interdict trafficking rings. The government should significantly increase investigations and prosecutions of trafficking crimes, particularly those orchestrated by organized criminal syndicates.

Protection

Algeria did not take significant measures to improve its protection of trafficking victims since last year. Victims are generally treated as illegal immigrants and are not provided with protective services. The government utilizes no systematic procedure to screen trafficking victims to distinguish them from illegal migrants; as such, police officers regularly arrest those illegally in Algeria, including potential trafficking victims, holding them for several days in jail before deporting them. Algeria also does not refer trafficking victims to local NGOs or support NGOs who may offer protective services to victims. The government did, however, provide specialized training for government officials in recognizing trafficking and dealing with victims of trafficking. The government should improve its protection efforts by screening trafficking victims and providing them with appropriate medical, psychological, and legal care.

Prevention

During the year, Algeria made uneven progress in preventing trafficking in persons. In September 2005, members of the Algerian coast guard attended training on smuggling and trafficking prevention, which will allow them to improve their efforts to monitor Algeria's long and porous borders and maritime ports. The government, however, did not take measures to raise public awareness of the dangers of trafficking and should consider establishing a broad public information campaign to do so. In March 2006, Algeria declined to participate in a Moroccan-sponsored conference on illegal migration that would bring Maghreb and European states together in July 2006 to discuss the issue. Algeria organized an African Union experts meeting on migration in April 2006, but did not invite Morocco to participate in or observe the conference. Algeria and Morocco share a common border along established trafficking and migration routes in the Sahara and would benefit from dialogue on the issue.

ANGOLA (TIER 2)

Angola is a source country for small numbers of women and children trafficked, primarily internally, for forced labor and sexual exploitation. Angolan children are trafficked internally for commercial agriculture, porting, street vending, and forced prostitution; some children are trafficked to Namibia and South Africa for domestic servitude and sexual exploitation.

The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Future government actions should focus on: proactively investigating suspected human trafficking cases; utilizing existing legal statutes to prosecute cases of forced labor and commercial sexual exploitation; and providing protective services for children rescued from prostitution and forced labor.

Prosecution

Angola's anti-trafficking law enforcement efforts were modest during the reporting period. There are no specific laws that prohibit trafficking in persons, but elements of Angola's constitution and statutory laws, including those criminalizing forced or bonded labor, could be used to prosecute trafficking cases. No human trafficking cases were investigated or prosecuted during the year. National Police became more professional in the past year, but are still unable to properly document and investigate crimes. During the period, the National Institute for Children (INAC) provided several hundred police officers with training on the nature of human trafficking and how to respond to children found on the street. In 2005, 110 officials at border posts in 10 provinces received UNICEF training that addressed international trafficking laws and the collection of immigration and emigration data through new UNICEF-provided computer hardware and software. During the year, over 800 child travelers were screened at the international airport as part of the implementation of a new law requiring documentation for the international travel of unaccompanied minors; no cases of children traveling illegally outside of the country were found.

Protection

The government sustained the provision of significant but unevenly distributed protections for victims of trafficking during the reporting period. Its Institute for Social and Professional Reintegration of Ex-Combatants continued to collaborate with UNICEF and the World Bank to implement protection programs targeting war-affected children, including child soldiers. During the year, former child soldiers, as well as populations that were not initially registered as child soldiers, were provided with primary education, vocational skills training, psychological services, and assistance with civil registration. Since 2003, these programs have been made available to 4,700 adolescents. The Ministry of Assistance and Social Reintegration continued programs that in 2005 reunified 526 separated children with their families. The government provides basic assistance, including shelter in orphanages or with foster families, for trafficking victims on an as-needed basis; it provided no examples of this assistance being utilized during the reporting period.

Prevention

The government made progress in preventing new incidents of trafficking over the last year. The National Commission to Combat Child Labor and Trafficking in Minors met monthly and began, without outside assistance, research on the extent of trafficking in persons and the government's response to the phenomenon in four border provinces. INAC's educational campaign on child commercial sexual exploitation and child abuse increased public awareness through newspaper ads,

radio public service announcements, and speeches and interviews by government officials; this campaign reached approximately 60 percent of the Angolan population. To strengthen local support for vulnerable children during the reporting period, the government established between 15 and 20 community-level "child networks" to promote dialogue between families, religious sects, local police, tribal authorities, provincial government officials, and prominent community members. These networks raised awareness of child protection issues and reduced the rate of child abandonment. The draft national plan of action to combat child trafficking remained under review. The Ministry of Education increased the number of students enrolled in all grade levels by hiring and training new teachers; 10,000 war-affected children residing in areas of heavy demobilization also benefited from the government's 2005 construction of new schools.

ARGENTINA (TIER 2 WATCH LIST)

Argentina is primarily a destination country for women and children trafficked for the purposes of sexual and labor exploitation. Most victims are trafficked internally, from rural to urban areas, for exploitation in prostitution. Argentine women and girls are trafficked to neighboring countries for sexual exploitation. Foreign women and children are trafficked for commercial sexual exploitation, primarily from Paraguay, but also from Bolivia, Brazil, the Dominican Republic, Colombia, and Chile; and Bolivians are trafficked for forced labor.

The Government of Argentina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Argentina is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to combat trafficking over the previous year, particularly in the key area of prosecutions. Government efforts to improve interagency anti-trafficking coordination did not achieve significant progress in moving cases against traffickers through the judicial system. However, the government made progress in other areas, by submitting anti-trafficking legislation to Congress in August 2005 and sensitizing provincial and municipal government officials to the trafficking problem. Looking to the coming year, the government should work with Congress to achieve passage of anti-trafficking legislation; increase efforts to prosecute traffickers; expand training for court and law enforcement officials; and work with NGOs to heighten public awareness of the problem.

Prosecution

The government made limited progress in its actions against traffickers during the reporting period. Argentina lacks anti-trafficking statutes; law enforcement used other laws that prescribe penalties of up to 20 years in prison against traffickers. In the absence of anti-trafficking laws, officials were unable to provide accurate information regarding the extent of government actions against traffickers. The data available indicate that authorities launched at least 10 investigations relating to trafficking for sexual and labor exploitation, and arrested more than 33 suspects, including two provincial officials. However, there were no reports of investigations leading to convictions during the reporting period. A special prosecutor's unit for crimes against sexual integrity, child prostitution, and trafficking in persons was created in June 2005; the unit had begun receiving cases, but was not yet fully operational by March 2006.

Protection

The government made modest efforts to assist victims during the reporting period. The Attorney General's Office and provincial Victims Assistance Offices coordinated victim assistance policy through the Federal Council of Victims Assistance Offices and offered a variety of services including medical and psychological treatment, legal counseling, referrals to other sources of assistance, and repatriation. The government did not operate victim shelter and health care facilities dedicated for trafficking, but Victims Assistance Offices worked with social services agencies to ensure that trafficking victims received safe shelter and appropriate care. The government encouraged victims to support prosecutions and worked with source countries directly or referred repatriation requests to IOM. IOM repatriated approximately 40 foreign victims from six countries in the region. Identified trafficking victims were not detained, jailed, or forcibly deported, but more officials require training regarding how to identify and work with victims.

Prevention

The government made notable advances in prevention activities during the reporting period. Comprehensive anti-trafficking legislation was submitted to Congress in August 2005. The legislation defines trafficking according to the standards of the UN Protocol to Prevent, Suppress and Punish Trafficking Persons, Especially Women and Children, and addresses protection and prevention programs. Government agencies trained provincial and municipal officials and launched a national awareness campaign on radio and television regarding violence against women and trafficking in persons.

ARMENIA (TIER 2 WATCH LIST)

Armenia is a major source and, to a lesser extent, a transit and destination country for women and girls trafficked for sexual exploitation largely to the United Arab Emirates (U.A.E.) and Turkey. Traffickers, many of them women, route victims directly into Dubai or through Moscow. Traffickers also route victims to Turkey through Georgia via bus. Profits derived from the trafficking of Armenian victims reportedly increased dramatically from the previous year.

The Government of Armenia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Armenia is placed on Tier 2 Watch List for a second consecutive year because of its failure to show evidence of increasing efforts over the past year, particularly in the areas of enforcement, trafficking-related corruption, and victim protection. While the government increased implementation of its anti-trafficking law, it failed to impose significant penalties for convicted traffickers. The government failed to vigorously investigate and prosecute ongoing and widespread allegations of public officials' complicity in trafficking. Victim protection efforts remained in early, formative stages. Victim-blaming and lack of sensitivity for victims remain a problem among Armenian officials, particularly in the judiciary.

Prosecution

In 2005, the Government of Armenia increased the use of the 2003 anti-trafficking statute under Article 132, which prohibits trafficking in persons for forced labor and sexual exploitation. However, many courts overturned convictions handed down under Article 132, and reduced sentences by converting the charges into lesser pimping charges. The government continued to

apply other criminal codes to about half of its trafficking cases in 2005. During the reporting period, the government investigated 30 trafficking cases, resulting in 14 prosecutions and 17 convictions. While Article 132 provides for longer sentences, penalties actually imposed continue to be insufficient and not commensurate with those for other equally grave crimes in Armenia. During the reporting period, only a few convictions resulted in actual imprisonment; the remaining offenders received suspended sentences, corrective labor and fines. Lack of public confidence and allegations of official complicity continued to hurt the credibility of the government's anti-trafficking efforts. The government established a special task force in February 2006 to investigate widespread allegations against an official within the Prosecutor General's anti-trafficking unit. However, after a cursory investigation, this task force found no evidence of any wrongdoing. The government failed to provide direct training to educate prosecutors and judges on its new trafficking law, although it distributed to police practical guidelines on methods to investigate trafficking cases.

Protection

The Armenian Government continued to rely on international organizations and NGOs to provide protection and assistance to trafficking victims; these non-governmental groups cited good cooperation with government officials. Victim assistance programs reportedly sheltered 16 victims in 2005, the majority referred by Armenian officials. Notably, the police took the initiative to invite NGOs to screen and interview four suspected trafficking victims. A formalized screening and referral mechanism has yet to be developed or implemented among law enforcement officials. Some victims continue to receive poor treatment during court cases, reducing the likelihood of future victims willing to come forward to testify against their traffickers.

Prevention

In 2005, official recognition and acknowledgment of trafficking in Armenia improved and the government began to implement its January 2004 National Action Plan (NAP). Government officials made public appeals to help raise awareness about trafficking. The government joined UNDP in raising awareness about trafficking. The Department for Migration and Refugees (DMR) included trafficking information in its outreach activities through the distribution of brochures and visits to rural regions in Armenia. The DMR also developed a draft law on regulating labor migration, to include licensing for employment agencies that recruit people for jobs abroad. The government continued to provide housing to vulnerable children released from Armenian orphanages.

AUSTRALIA (TIER 1)

Australia is a destination country for women from Southeast Asia, South Korea, and the People's Republic of China (P.R.C.) trafficked for the purposes of sexual exploitation. The majority of trafficking victims are women who travel to Australia voluntarily to work in both legal and illegal brothels but are deceived or coerced into debt bondage or sexual servitude. The Australian Crime Commission reports that deceptive practices in contract terms and conditions, which often mask debt bondage, appear to be increasing among women in prostitution, while deceptive recruiting practices appear to be decreasing. There were also some reports of internal trafficking in Australia.

The Government of the Australia fully complies with the minimum standards for the elimination of trafficking. Over the reporting period, Australia passed important criminal code reforms that

strengthened its domestic trafficking laws, namely defining the crime of debt bondage. Additionally, the government continues to be a regional leader in the Bali Process on People Smuggling, Trafficking in Persons, and Related Transnational Organized Crime. The government provides adequate resources to anti-trafficking efforts and works regionally to train officials and law enforcement on prevention and detection of trafficking-related crimes. Despite important gains, over the past three years there have been no convictions or punishment of traffickers, a key deterrent to trafficking crimes.

Prosecution

The Government of Australia continued to pursue trafficking prosecutions during the year. Government law enforcement agencies consolidated their trafficking detection and prosecution efforts during the year, despite setbacks in the courts. Five prosecutions are underway in the country, one of which commenced during the reporting period. Two other cases were dismissed because the juries could not reach verdicts. The government plans to retry one case; the main government witness in the other case declined to make herself available for a re-trial. Nonetheless, the Australian Federal Police's Transnational Sexual Exploitation and Trafficking (TSET) team reported 14 trafficking investigations during the last year. Australian authorities investigated 11 child sex tourism cases: three persons were prosecuted and convicted and five are still under investigation. Of the three convicted pedophiles, two received short custodial sentences — one of three years — and one was released on conditional court order.

Protection

The Government of Australia provides a comprehensive package of care for trafficking victims, their immediate family members or witnesses who are able and willing to aid in a criminal investigation, though application of this program has been criticized by anti-trafficking NGOs in the country. There are three types of visas available to trafficking victims: Bridging F Visas; Criminal Justice Stay Visas; and Witness Protection Visas (temporary) and (permanent). Bridging F Visas permit a person otherwise ineligible to remain in Australia for up to 30 days as long as the person is deemed by law enforcement authorities as important to a criminal investigation. Criminal Justice Stay Visas are granted to victims for longer terms of residency if police decide that their presence is required for an investigation or prosecution; however, in practice, this means they must make themselves available to serve as a witness in a prosecution. Witness Protection Visas (temporary) and (permanent) are granted if a victim provides a "significant contribution" to a criminal investigation or prosecution, and in order to qualify for a permanent Witness Protection Visa a person must have held a Witness Protection (temporary) Visa for at least two years. The Witness Protection (permanent) Visa is designed to protect victims from retribution they would face if they had to return to their country of origin. To date, no Witness Protection (Trafficking) Visas have been issued to victims of trafficking; however, four victims are currently under consideration.

Individuals granted status under these special visa classes are entitled to a package of benefits, including shelter, counseling, and food and living allowances. The benefit program is administered by the government's trafficking care program (VOTCare). Thirteen new persons, including eight recipients of bridging F visas, received assistance during the reporting period and a total of 54 potential victims, including 42 holders of Bridging F Visas have received assistance since the VOTCare program began on January 1, 2004. No witness protection visas have thus far been granted in cases where victims have participated in a criminal prosecution. The result is that some victims may be asked to participate in a criminal prosecution of their trafficker without assurances of their immigration status at the end of the case.

Prevention

Australia supports strong prevention efforts in the country as well as in source countries. Australia is a prominent leader in many regional projects aimed to detect, prevent, and raise awareness on matters relating to trafficking in persons. The government provides regular, systematic, and specialized training for law enforcement officials on the identification of trafficking. It continues to work through its interdepartmental committee to implement its 2003 action plan to eradicate trafficking in persons, which received substantial funding for its implementation. Additionally, the government regularly provides funding to NGOs and service providers to care for and assist trafficking victims.

AUSTRIA (TIER 1)

Austria is a transit and destination country for women from Romania, Bulgaria, Russia, Belarus, Moldova, Ukraine, and some African countries trafficked for the purposes of sexual exploitation. The IOM estimates there are 7,000 foreign victims in Vienna alone. Victims are transited through Austria to Italy, France, and Spain. In 2005, 700 Roma girls from Bulgaria were identified in Vienna; these children were trafficked for purposes of forced petty theft and commercial sexual exploitation.

The Government of Austria fully complies with the minimum standards for the elimination of trafficking. Austria in January 2006 eliminated a "dancer" visa that had been used to traffic women into the country. The government's Task Force on Trafficking in Human Beings worked to develop a National Action Plan. Although Austria has a commendable record on anti-trafficking efforts, the government should consider strengthening trafficking sentences and ensure that traffickers serve their prescribed time in prison. Police should also devote more resources to combat human trafficking. The government should consider expanding its prevention campaign to include demand-reduction programs.

Prosecution

The Austrian Government increased its law enforcement efforts over the reporting period. In 2005, police filed 168 trafficking cases with the public prosecutor. Authorities conducted a total of 192 trafficking prosecutions utilizing several trafficking-related statutes. Conviction data for 2005 was unavailable at the time of this Report; however, Austrian courts in 2004 convicted 49 traffickers, an increase from 11 convictions in 2003. Fourteen traffickers received prison sentences ranging from one to 12 months, seven traffickers received sentences of one to three years, while only two traffickers received sentences of three to five years in prison. Twenty-four traffickers received partially suspended sentences and served an unspecified amount of time in prison. Two traffickers received a fine and served no prison time. The recent prosecution of serial trafficker and former Olympic figure skater Wolfgang Schwartz highlighted serious concerns about Austria's willingness to enforce prescribed prison sentences for convicted traffickers. Schwartz was convicted in 2002 of trafficking women for sexual exploitation, but was never forced to serve his one and one-half year prison sentence. Police launched investigations against clients of a trafficking ring that victimized underage girls; this case remains ongoing and police had made no arrests at the time of this Report. Cooperation between Austrian and Bulgarian law enforcement authorities improved on the matter of child trafficking during the reporting period; in March 2006, two Bulgarian liaison officers were

posted to Vienna for one month. Their presence significantly reduced the number of Bulgarian child victims arrested for pick-pocketing, according to Austrian police.

Protection

Austria continued to provide a high level of assistance and protection to victims of trafficking over the last year. Victims qualify for temporary residence visas. The government fully funds a key anti-trafficking NGO in Austria; in 2005, the government approved a five-year funding commitment for the NGO that improved the NGO's stability and its ability to plan and execute the delivery of its services. Victims had full access to the Austrian social system.

Prevention

Austria focused much of its prevention effort in source countries. In September 2005, Austrian embassies and consulates in Russia, Belarus, and Ukraine began issuing special information about the dangers of forced prostitution to women who applied for visas and declared their intention to work as exotic dancers or in a similar profession considered at-risk for trafficking. These embassies and consulates also now require these women to apply for visas in person in order to exercise more control over such potential victim cases. The city of Vienna subsidized five projects in Moldova, Hungary, Albania, Macedonia, and Bulgaria.

AZERBAIJAN (TIER 2)

Azerbaijan is primarily a source and transit country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Most Azerbaijani victims were trafficked for sexual exploitation to Turkey and the Persian Gulf. Other destinations include Russia, Germany, and Greece. Reports of internal trafficking also continued, as did reports of men trafficked to Turkey and Russia for forced labor.

The Government of Azerbaijan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government undertook important steps to prevent and combat trafficking during the reporting period. In 2005, the government passed anti-trafficking legislation, appointed a new national anti-trafficking coordinator, fully vetted the staff of an anti-trafficking police unit, nearly completed renovations of a trafficking shelter, and created two new trafficking hotlines. The government should take immediate and tangible steps to improve victim rehabilitation by opening, adequately staffing, and fully funding its shelter for trafficking victims. It should also implement a nation-wide victim referral mechanism so that law enforcement personnel improve identification and protection of trafficking victims.

Prosecution

In 2005, the Government of Azerbaijan adopted its Law on the Fight Against Trafficking in Persons and adopted corresponding amendments to the criminal code. The law covers trafficking for both forced labor and sexual exploitation and carries a maximum penalty of 10 to 12 years. Due to the late passage of the criminal code amendments, however, the government continued to use older trafficking-related laws to prosecute traffickers in 2005. During the reporting period, the government opened 160 trafficking investigations and prosecuted 153 cases, resulting in 93

convictions. By the end of the reporting period, 37 traffickers were in prison. The government gave fines to 26 convicted traffickers and gave suspended sentences to 10 convicted traffickers in 2005. During the reporting period, the government completed a thorough vetting process, including conducting exams and background investigations, for its anti-trafficking police unit to ensure the unit meets international standards. The Ministry of Interior worked with customs and border officials to monitor and identify potential trafficking victims at airports, seaports, and land crossings and in January 2006 announced the disruption of a transnational trafficking ring. The Azerbaijani Government cooperated with U.S. counterparts to provide critical information for the prosecution of a U.S. trafficking case involving Azerbaijani victims in 2005. Reports of border guards and law enforcement officials receiving bribes to facilitate trafficking continued. The government established an anti-corruption commission last year to address pervasive corruption.

Protection

The Government of Azerbaijan continued to provide an inadequate level of assistance and support to victims in 2005. During the reporting period, the government failed to develop or implement a formal screening and referral mechanism to identify and assist victims. Although officials informally referred victims to state healthcare facilities, these facilities lack the capacity to provide the required specialized treatment or information for victims of trafficking. Some police referred victims to NGOs; however, a lack of adequate shelters in Azerbaijan forced NGO workers to use their own homes to shelter victims. The government made significant progress constructing and renovating a new trafficking shelter during the reporting period; the shelter is expected to open in spring 2006.

Prevention

The Government of Azerbaijan established two nation-wide trafficking hotlines in 2005. During the reporting period, the government conducted joint seminars with NGOs on trafficking throughout Azerbaijan, demonstrating increased interaction with civil society on trafficking. The State Committee on Women, Children and Families incorporated trafficking prevention into its education and trainings that targeted women from all sectors of society. The anti-trafficking coordinator led the government's inter-agency task force in coordinating communication among agencies.

BAHRAIN (TIER 2 WATCH LIST)

Bahrain is a destination country for men and women trafficked for the purposes of involuntary servitude and sexual exploitation. Men and women from India, Pakistan, Nepal, Sri Lanka, Bangladesh, Indonesia, Thailand, and the Philippines migrate willingly to Bahrain to work as laborers or domestic servants, but may be subjected to conditions of involuntary servitude when faced with exorbitant recruitment and transportation fees, withholding of their passports, restrictions on their movement, non-payment of wages, and physical or sexual abuse. Women from Thailand and Eastern Europe are also believed to be trafficked to Bahrain for the purpose of commercial sexual exploitation or forced labor. For instance, the Thai Ministry of Foreign Affairs reports that it assisted 154 Thai women return to Thailand, many of whom are believed to be victims of trafficking.

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

because its significant efforts to address trafficking in persons, as assessed by this Report, are based largely on pledges of future efforts over the coming six months. Specifically, the government did not enact a comprehensive anti-trafficking law extending labor protection to domestic workers; however, a draft comprehensive anti-trafficking and labor law has been submitted for cabinet approval and should be passed in the near future. Moreover, although the government still has not opened a shelter to house victims of trafficking, the government has taken steps forward, such as allocating a budget and approving a site; the Government of Bahrain should take active measures to ensure that this shelter is opened soon. The government inter-agency committee coordinated the efforts of various ministries to help foreign workers. Bahrain should take measures to enact and enforce the anti-trafficking legislation it has drafted, explore new and additional ways to protect domestic workers, and follow through on commitments to open a shelter for victims of trafficking in the imminent future. Bahrain should also ensure that trafficking victims are not detained and deported.

Prosecution

During the year, Bahrain made some progress in investigating and prosecuting traffickers. Bahrain does not have a comprehensive anti-trafficking law, and did not enact draft legislation that criminalizes all forms of trafficking, although this legislation may be enacted soon. Other sections of the criminal code can be used to prosecute trafficking offenses, but Bahrain did not report any prosecutions or convictions this year. Despite reports that the Public Prosecutor's office received 92 cases this year, the government did not provide evidence that these cases were ever prosecuted. The Ministry of Labor employs mediation practices to resolve complaints before they rise to the level of legal action. The government has supported anti-trafficking training of law enforcement, judges, prosecutors, lawyers, NGO representatives, and employers through workshops. In addition, labor inspectors closed three recruitment agencies for labor violations and placed one on probation. The government should enact its draft legislation and increase investigations and criminal prosecutions of traffickers and recruitment agencies complicit in trafficking.

Protection

Bahrain took some significant measures to improve its protection of trafficking victims since last year. Although Bahrain allocated a budget and land for a shelter, the shelter has yet to be opened. The government does not otherwise provide shelter, medical or psychological care, or legal aid to victims of trafficking. Some illegal foreign workers are detained and deported without adequate protection. Hotlines are available to register complaints from foreign workers, but currently operate only during working hours. The government has instructed police not to return foreign workers to their employers if there is a risk of violence against the worker. Bahrain should significantly improve its protection efforts by extending the hours of hotline operations, and should refrain from deporting victims of trafficking.

Prevention

Bahrain made some progress in its efforts to prevent trafficking in persons. The government distributed multi-lingual brochures detailing workers' rights and assistance resources at airports, health centers, and foreign embassies. The Ministry of Labor also advertised two hotlines in the English-language newspaper. In 2005, the Ministry of Labor conducted seminars, in which both management and laborers participated, at 13 companies at which problems had been reported. The government should take measures to inform employers of the rights of foreign workers and the consequences for violation of these rights. To prevent the non-payment of wages, the Ministry of Labor is working with the banking sector to establish bank accounts for foreign workers so that employers can electronically transfer the workers' paychecks.

BANGLADESH (TIER 2)

Bangladesh is a source and transit country for men, women, and children for the purposes of sexual exploitation, involuntary domestic servitude, child camel jockeying, and debt bondage. Women and children from Bangladesh are trafficked to India and Pakistan for sexual exploitation. Bangladeshi women migrate legally to Gulf states—Qatar, Bahrain, Kuwait, the U.A.E., and Saudi Arabia—for work as domestic servants, but often find themselves in situations of involuntary servitude. In addition, Bangladeshi boys are trafficked to the Gulf to serve as camel jockeys and internally as bonded laborers in the fishing industry. Women and girls from rural areas are trafficked internally for sexual exploitation and domestic servitude. Burmese women trafficked to India for sexual exploitation transit Bangladesh.

The Government of Bangladesh does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bangladesh continued to make progress on efforts initiated two years ago. The government repatriated 166 child camel jockeys from the U.A.E., rescued 160 children from bonded labor in the fishing industry, launched a broad public awareness campaign, and provided anti-trafficking training to border guards and diplomats. Despite these achievements, Bangladesh continues to face a significant internal and international trafficking problem. Bangladesh should assign greater priority and resources to its law enforcement response to trafficking. It should also institute programs to protect witnesses.

Prosecution

The Government of Bangladesh sustained efforts to punish traffickers in 2005, prosecuting 87 cases and convicting 36 traffickers – 27 of whom received life sentences. Although the number of prosecutions increased over 2004, the number of convictions declined. Police also arrested 150 alleged traffickers. Notably, Bangladesh began prosecutions against child camel jockey traffickers. Although a lack of resources hinders investigations, Bangladesh expanded anti-trafficking police units to every district to encourage victims to testify against their traffickers and to compile data on trafficking. In response to inadequately trained police and prosecutors, the government worked with legal experts to provide specialized training to prosecutors and with IOM to develop a trafficking course for the National Police Academy. Despite persistent reports of security personnel complicity in trafficking, the government has investigated only three such cases since June 2004, charging eight officials with trafficking complicity.

Protection

The Government of Bangladesh continued to provide an inadequate level of protection to victims of trafficking over the reporting period. With limited resources, the government supported crisis centers in hospitals that are open to trafficking victims, but it also relied heavily on NGOs to provide legal, medical, and psychological care to victims. Of the 166 child camel jockeys repatriated from the U.A.E., 144 have returned to their families, 16 are preparing for reunification, and authorities are searching for relatives of the remaining six. Bangladesh should institute a system to protect witnesses from retribution and to encourage more to testify at trials against traffickers.

Prevention

Bangladesh made significant progress in its trafficking prevention efforts throughout the year through broad public awareness campaigns and specialized training. A campaign of public service announcements aired 3,152 television spots and 305 radio announcements warning the public of the

dangers of trafficking. The Ministry of Social Welfare also provided anti-trafficking information to micro-credit borrowers, reaching over 400,000 at-risk women. Bangladesh noticeably improved its training efforts, providing entry-level diplomats and over 20,000 border guards with specialized anti-trafficking training. Over 2,100 imams received training on the risks, threats, and modalities of trafficking and 100 imams received training as trainers. As a result, 2,667 imams delivered specific anti-trafficking messages during Friday prayer services in 2005, reaching millions of people.

BELARUS (TIER 2)

Belarus is primarily a source country for women and children trafficked to Europe, North America, the Middle East, Japan, and South Korea for the purpose of sexual exploitation. Reports of men trafficked for forced labor to Russia increased significantly in 2005. IOM assisted an increased number of Belarusian men and women trafficked for sexual exploitation and forced labor over the last year. Traffickers continued to utilize the open border between Russia and Belarus to move victims both eastward and westward.

The Government of Belarus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government adopted amendments to its criminal code to enhance its anti-trafficking enforcement framework and improve victim protection in 2005. Lack of adequate funding for victim protection, however, hampered the government's ability to deliver consistent assistance to victims and undertake new anti-trafficking responsibilities. The government should provide additional training to officials to raise general awareness and improve victim identification throughout Belarus. The government's inter-agency task force on trafficking should meet more regularly to increase coordination and communication among relevant agencies and NGOs and to streamline its anti-trafficking response.

Prosecution

The Government of Belarus continued to strengthen its law enforcement response to trafficking in 2005. The government increased the maximum penalty for convicted traffickers to 15 years and amended the law to protect trafficking victims from criminal prosecution, but only for victims who cooperated in an investigation and prosecution. During the reporting period, the government stepped up its enforcement efforts by investigating 359 suspected traffickers – a 56 percent increase from the previous year – and securing 173 convictions. Sentences ranged from fines to 15 years in prison. In March 2005, the government convicted four individuals for trafficking more than 30 Belarusian women to Europe and Canada via Ukraine; the prosecutor appealed the case to increase their sentences. Reports of law enforcement and border officials' complicity in trafficking continued in 2005. Although the government reportedly pursued a crack-down on all types of border-related corruption, particularly among customs officials, the government failed to report any efforts to investigate or prosecute acts of corruption.

Protection

In August 2005, the government issued an edict that defines the status of trafficking victims and provides protection and medical care for trafficking victims. However, the government did not provide any specific funding to implement these mandated reintegration and rehabilitation services. The Belarus Government relied primarily on NGOs to provide victim assistance, although the

government continued to provide some in-kind logistical support. Law enforcement officials significantly increased the number of victim referrals to NGOs and IOM; a total of 563 victims received reintegration assistance from IOM in 2005.

Prevention

In 2005, the government continued to rely primarily on international organizations to disseminate anti-trafficking information. The Ministry of Interior did, however, help raise public awareness by referring appropriate callers to its general information hotline or to an anti-trafficking NGO hotline. In addition, the government periodically ran anti-trafficking awareness advertisements in state media. High-level public officials spoke out against trafficking and acknowledged the seriousness of the problem in Belarus, helping to raise official awareness at the local level. Through a Presidential decree, the government increased regulation of employment, modeling, and marriage agencies to prevent traffickers from fraudulently recruiting victims in 2005. In addition, the government now requires those seeking work or study abroad to obtain permission from the government. Some outside observers noted that the government's recent anti-trafficking actions might negatively affect Belarus citizens traveling for legitimate purposes.

BELGIUM (TIER 1)

Belgium is a destination and transit country for women and children from Central Europe, Asia, and Sub-Saharan Africa, primarily trafficked for the purpose of sexual exploitation. Men are trafficked for exploitive labor in restaurants and sweatshops. Reportedly, trafficking for forced labor and forced begging increased from past low levels. There were reportedly eight domestic servants who were brought to Belgium by diplomatic personnel and then subjected to conditions of involuntary servitude. Six of these cases are in advanced stages of investigation.

The Government of Belgium fully complies with the minimum standards for the elimination of trafficking. Belgium made appreciable progress to combat trafficking in 2005 by strengthening its anti-trafficking laws to both meet international standards and prohibit child sex tourism, as well as by improving victim protection and raising awareness of the problem. The government continued to vigorously investigate and prosecute trafficking and provided victims with specialized protection and assistance. A more tailored reintegration assistance program for victims would further strengthen the government's response to the trauma suffered by victims. The government should publish full statistical evidence illustrating that traffickers receive substantial punishments commensurate with the heinous nature of the crime to deter traffickers. To supplement existing anti-trafficking efforts, the government should also implement a focused and highly visible demand reduction campaign aimed at potential clients to emphasize the link between prostitution and sex trafficking.

Prosecution

The Government of Belgium continued to improve its law enforcement response to trafficking during the reporting period. In 2004, the government investigated 276 cases of trafficking and convicted at least 50 traffickers, but was unable at the time of this Report to provide full data on sentences for 2004. In 2005, the government amended its trafficking law to harmonize it with prevailing international standards on trafficking. Penalties for trafficking carry a maximum penalty

of 10 to 20 years' imprisonment. In a landmark case in October 2005, a Pakistani national received eight years' imprisonment and a 55,000 Euro fine for running a trafficking network in Belgium. In addition in 2005, for the first time the government prosecuted a sex tourist, sentencing a Belgian national to 10 years in prison for sexually abusing over 200 children in Thailand over a 20-year period. Although forced or bonded labor within Belgium's diplomatic community was reported to be a problem, there were delays with the government's investigation and prosecution of these reported cases. The Ministry of Foreign Affairs actively issued 10 sanctions, and 20 letters of intent to sanction to accredited diplomats over the past two years. During the reporting period, the government provided protection and residence to the victims involved in these cases in exchange for their cooperation in ongoing investigations. In 2005, the Ministry of Justice conducted/organized specialized training for magistrates handling trafficking cases. There were no reports of officials' complicity in trafficking over the last year.

Protection

The Belgian Government in 2005 continued to subsidize three specialized trafficking shelters providing assistance to victims of trafficking, and NGOs continued to report excellent cooperation and coordination with law enforcement. NGOs praised Belgium's family reunification efforts for trafficking victims; in 2005, the government reunited a Romanian mother with her two children, providing them with significant support. During 2005, the three shelters cared for 198 trafficking victims. The government continued to provide victims a 45-day "reflection" period of care during which they could consider whether to assist in the investigation of their traffickers; subsequent government protection was linked to a victim's willingness to testify. In practice, the Belgian government granted permanent residency to many victims who assisted in prosecutions. Over a third of the current residents in Belgium's shelters have been granted indefinite residence status and thus qualify for the full social benefits available to Belgian citizens, including access to job training, rehabilitation, and medical treatment.

Prevention

Belgium sustained strong efforts to prevent new incidents of trafficking. In 2005, the government established a new smuggling and trafficking analysis center to coordinate its anti-trafficking response. In 2005, the government launched a public awareness campaign on the exploitation of children using billboards in public transit and other areas of public space. The government continued to co-sponsor an awareness raising campaign to warn and educate Belgian travelers about child sex tourism. The Ministry of Labor continued to conduct periodic workplace raids in high trafficking exploitation industries. Belgium continued to fund regional and global anti-trafficking prevention campaigns in source countries.

BELIZE (TIER 3)

Belize is a source, transit, and destination country for men, women, and children trafficked for the purposes of labor and sexual exploitation. Women and girls are trafficked to Belize, mainly from Central America, and exploited in prostitution. Children are trafficked to Belize for labor exploitation. Belize's largely unmonitored borders with Guatemala, Honduras, and Mexico facilitate the movement of illegal migrants who are vulnerable to traffickers. Girls are trafficked within the country for sexual exploitation, sometimes with the consent and complicity of their

close relatives. There are also unconfirmed reports that Indian and Chinese migrants are trafficked for involuntary servitude in homes and shops.

The Government of Belize does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Belize failed to show evidence of significant law enforcement or victim protection efforts over the last year. Laws against trafficking remained weak and largely unenforced, adult victims received no attention or assistance, and the government made no significant effort to raise public awareness and work with vulnerable populations.

Prosecution

Anti-trafficking laws remained weak and the government made negligible progress in identifying and punishing traffickers during the reporting period. Law enforcement officials investigated five trafficking cases, prosecuted three, and convicted two traffickers. The country's anti-trafficking statute provides for a \$5,000 fine or imprisonment for one to five years. In practice, recent convictions have resulted in one-year sentences. Penalties for sex crimes are significantly greater and prosecutors could use the more serious charges, when appropriate, against traffickers, but no such instances were confirmed during the reporting period. The National Assembly considered revisions to the Liquor Licensing Act that would bar convicted traffickers from receiving liquor licenses. However, police and prosecutors generally lack the resources needed to pursue anti-trafficking investigations and bring traffickers to trial. Although there are allegations of general corruption in Belize, there were no specific allegations of trafficking complicity; there were no known investigations or prosecutions of public officials for trafficking complicity.

Protection

The Government of Belize's protection services throughout the last year were minimal and did not meet victim needs. The anti-trafficking law provides specific victim protection policies, including temporary legal residence and protection from prosecution for victims willing to testify. However, the government operates no witness protection programs and there were no known attempts to identify foreign victims who might have requested such services. The government offered no programs for shelter or health care services to victims; normally, these costs are only covered if the victim's trafficker is convicted and ordered to pay restitution. Most of the few identified trafficking victims were referred to battered women's shelters or, in the case of minors, a children's home that offers care until the children can be returned to their homes. The government provided full assistance (shelter, medical aid, and financial help) to one Belizean child victim returned from El Salvador.

Prevention

The government failed to carry out any significant trafficking prevention efforts during the period. Prevention awareness and sensitivity training fall almost exclusively to organizations outside the government, such as IOM, the Organization of American States, ECPAT, and some public media outlets. The anti-trafficking committee completed a first draft of a National Plan of Action and submitted the plan to the Cabinet in December 2005. The government cites lack of resources as a primary factor in its failure to do more.

BENIN (TIER 2)

Benin is a source, transit, and destination country for children trafficked for forced labor and sexual exploitation. According to the ILO, the vast majority of Beninese victims are trafficked within Benin, while most of the remaining victims are trafficked to Nigeria, Gabon, Cote d'Ivoire, Ghana, and Niger. A much smaller number of victims are trafficked to Benin from Niger, Togo, and Burkina Faso. Children are trafficked as domestic servants, plantation laborers, and street vendors, and for work in commercial enterprises, the handicraft industry, and construction.

The Government of Benin does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its response to trafficking, the government should promulgate and enforce its anti-trafficking legislation and increase protection and prevention efforts.

Prosecution

The Government of Benin has demonstrated increased efforts to combat trafficking through law enforcement in the last year. The National Assembly passed a law prohibiting child trafficking in January 2006, though the government still needs to promulgate the law before it can be enforced. The Ministry of Justice established a new statistical unit that has begun to collect trafficking crime statistics. From January to October 2005, the government used older statutes to prosecute 83 trafficking cases, 20 of which have resulted in convictions and prison terms of three months to one year. The government is working with UNICEF to form a steering committee responsible for overseeing the drafting of a Children's Code to provide increased legal protection to children. Benin signed a bilateral agreement with Nigeria in June 2005 and a multilateral agreement with eight other West African nations in July 2005. The Police Minors' Protection Brigade (BPM) actively investigates trafficking, but is handicapped by a lack of resources. While the government has not initiated trafficking training for law enforcement, the BPM participated in a UNICEF-sponsored training.

Protection

The Government of Benin continued to provide minimal protection to trafficking victims over the last year. Although the government does not operate its own shelter, police and ministry officials work with NGOs and international organizations to provide victims with care. Most victims are first taken into custody by the BPM, where they are interviewed before being referred to NGO shelters for care. These interviews are conducted by law enforcement officials without the involvement of skilled counselors. Law enforcement authorities intercepted 140 victims in 2005 and repatriated 15 victims to Togo and Nigeria. The Ministry of the Family also cooperates with international organizations, NGOs, and a network of 1,141 local anti-trafficking committees throughout the country to provide victim care. For example, the Ministry works with UNICEF to help reintegrate repatriated Beninese victims at a vocational training center. However, a shelter built in Benin by a foreign donor over a year ago with the capacity to hold 160 victims remains unused. Victims are not punished for crimes directly related to being trafficked.

Prevention

The Government of Benin continued to make limited efforts to raise public awareness about trafficking. The government has collaborated with UNICEF to hire a consultant to assist with drafting a national action plan to combat child trafficking. While the inter-ministerial committee to combat trafficking has

not met regularly, the government plans to restructure and strengthen this committee in 2006. The government has collaborated with NGOs and international organizations to raise awareness about trafficking. For example, the Ministry of Labor, together with ILO-IPEC and seven domestic union organizations, sponsored campaigns to educate employers to respect child labor laws.

BOLIVIA (TIER 2 WATCH LIST)

Bolivia is a source and transit country for men, women, and children trafficked for the purposes of labor and sexual exploitation. Victims are primarily trafficked within the country, but a significant number are also trafficked to neighboring South American countries and to Spain. Many victims are minors trafficked internally for sexual exploitation, forced mining, and agricultural labor. Bolivian workers have been trafficked to sweatshops in Argentina and Brazil, and to Chile for involuntary servitude. Illegal migrants from Asia transit Bolivia; some may be trafficking victims.

The Government of Bolivia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made clear progress in several key areas over the last year and, as a result, moved up from Tier 3. Bolivia is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to combat trafficking in the areas of trafficking prosecutions and victim protection. Nevertheless, during the reporting period, government officials demonstrated increased resolve to combat trafficking and a heightened understanding of the problem. The government enacted anti-trafficking laws, raised public awareness, and increased trafficking investigations. The government should intensify efforts to investigate and prosecute traffickers, work with NGOs and local governments to raise public awareness, and increase victim assistance.

Prosecution

The Government of Bolivia made modest but increasing efforts to strengthen and enforce laws against trafficking during the reporting period. It enacted penal code reforms against commercial sexual exploitation of minors and criminalized all forms of trafficking, setting trafficking penalties of eight to 12 years' imprisonment. Special anti-trafficking police and prosecutor units in La Paz investigated 25 new cases against traffickers from June to December 2005, prosecuted seven, and obtained one conviction. Law enforcement used statutes against trafficking, corruption of minors, kidnapping, and pimping pending enactment of the new anti-trafficking legislation. The government also established anti-trafficking police units in the cities of Santa Cruz and Cochabamba. Authorities relied on outside sources to provide anti-trafficking training for police, prosecutors, and judges. A severe lack of resources hampered the government's ability to combat trafficking more effectively. Corruption, otherwise endemic in Bolivia, was not identified as a major factor in trafficking; there were no reports of officials involved in trafficking.

Protection

The government slightly increased protection efforts during the reporting year, but services were inadequate overall and unavailable to many trafficking victims. Severely limited funding for social welfare programs resulted in the absence of government operated or supported shelters for trafficking victims. The government relied upon municipal authorities to furnish legal services, emergency shelter, counseling, and health care to trafficking victims. The city of La Paz opened an

emergency shelter and a local hotline that served hundreds of victims of abuse and commercial sexual exploitation. Law enforcement referred victims to the emergency shelter or NGOs for assistance. Family Protection Brigade Units in cities like Cochabamba provided short-term care and shelter to some trafficking victims; such units were constrained by an acute lack of resources.

Prevention

The government made limited progress in trafficking prevention activities during the reporting period. National leaders, including acting President Rodriguez, spoke out against trafficking. They also created an interministerial commission to coordinate anti-trafficking policies and worked with municipal authorities and schools to increase public awareness of the dangers of trafficking. Most prevention activities were left to NGOs and international organizations.

BOSNIA AND HERZEGOVINA (TIER 2)

Bosnia and Herzegovina (BiH) is a country of origin, transit, and destination for women and girls trafficked internationally and domestically for the purpose of sexual exploitation. There were some reports of trafficking of Roma children within BiH for forced labor. Victims primarily originate from Moldova, Ukraine, and Romania; other source countries include Russia and Serbia and Montenegro. As in most countries in the region, traffickers targeted younger victims and trafficking occurred increasingly underground, from cafes and gas stations to private apartments and homes.

The Government of Bosnia and Herzegovina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increased efforts to address trafficking during the reporting period, particularly in the area of victim protection. In 2005, the BiH Government actively investigated trafficking cases and improved law enforcement capacity through specialized training on recognition and investigation. The government successfully implemented a formal victim screening and referral process. The government increased the number of trafficking investigations; however, sentences for trafficking remained low or suspended. While it achieved a high rate of convictions, the BiH Government should be more proactive in aggressively prosecuting trafficking crimes by ensuring penalties are sufficient to deter traffickers. The government should also increase efforts to address trafficking-related complicity of public officials. Overall, the government demonstrated significant progress and has laid the groundwork for greater future success.

Prosecution

The Government of Bosnia and Herzegovina significantly increased its law enforcement efforts in 2005 by conducting 70 investigations, up from 47 the previous year; the 70 new investigations involved 118 defendants. The government prosecuted 22 cases, of which 19 resulted in convictions; 12 convicted traffickers received suspended sentences. Three cases resulted in acquittals. Length of sentences imposed by the courts increased slightly; in February 2006, courts handed down a five and a half year sentence, the second-longest sentence for trafficking in Bosnia. However, judges continued to use suspended sentences in the majority of trafficking cases, often a result of plea agreements. In a September 2005 case that resulted in the death of a Ukrainian victim in 2004, the government failed to ensure punishment that adequately reflected the heinous nature of the offense;

the primary traffickers were sentenced to less than three years, far below the maximum available penalty for trafficking. Active coordination of the anti-trafficking strike force with police and prosecutors resulted in four successful raids in 2005. The State Border Service (SBS) trained its officers at airports and border crossings on victim identification, interviewing techniques, and referral procedures. All officers consulted a screening questionnaire to assist them in evaluating victims. There were isolated instances over the reporting period of low-level officers taking bribes and facilitating trafficking. The government launched three new investigations into official complicity in trafficking; two investigations involving three officers from the previous reporting period remained ongoing. The government has yet to issue an indictment or officially charge any officials for their involvement in trafficking.

Protection

The BiH Government took concrete steps to improve its victim protection efforts over the last year. The government implemented a victim referral agreement with NGOs for screening, identifying, and assisting foreign victims. The government increased funding for victim protection and signed an memorandum of understanding with five NGOs to provide victims with shelter and counseling. NGOs and IOM reported assisting a total of 88 victims in 2005. Trafficking victims identified and referred by the government automatically qualify for three month temporary residency, making BiH one of the few countries in Europe to allow some form of residency for trafficking victims.

Prevention

The Office of the State Coordinator assisted in the development and implementation of public awareness and prevention campaigns in 2005. This included a major national campaign targeting both potential consumers and young victims. In 2005, the State Coordinator participated in local capacity building to respond to trafficking and helped raise awareness about child begging and forced labor of Roma children. The government, with substantive input from NGOs and other relevant stakeholders, developed, disseminated, and began implementation of its 2005-2007 National Action Plan, and approved a 2006 Plan in February 2006. NGOs and international organizations cite excellent cooperation with the State Coordinator, who chairs a regular working group of NGOs and international organizations to assess implementation of victim protection and prevention efforts. The State Coordinator continued to publish an annual report on trafficking, which includes data collected from law enforcement and NGOs throughout BiH.

BRAZIL (TIER 2 WATCH LIST)

Brazil is a source and destination country for women and children trafficked for the purpose of sexual exploitation, and for men trafficked for forced labor. Women and girls are trafficked for sexual exploitation within Brazil and to destinations in South America, the Caribbean, Western Europe, Japan, the U.S., and the Middle East. Approximately 70,000 Brazilians, mostly women, are engaged in prostitution in foreign countries; some are trafficking victims. Child sex tourism is a problem within the country, particularly in the resort areas and coastal cities of Brazil's northeast. An estimated 25,000 Brazilian victims, mostly men, are trafficked within the country for forced agricultural labor. Some foreign victims from Bolivia, Peru, China, and Korea are trafficked to Brazil for labor exploitation in factories but the number of foreign victims is much smaller than the number of Brazilians trafficked from or within the country.

The Government of Brazil does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Brazil is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to fight trafficking, specifically for its failure to apply effective criminal penalties against traffickers who exploit forced labor. However, the government did enact reforms to modernize and strengthen laws against some types of trafficking and continued to work with destination countries to disrupt international trafficking networks. The government should make appreciable progress in increasing prosecutions and convictions of traffickers, and institute and implement more effective criminal penalties for forced labor trafficking.

Prosecution

The Government of Brazil made marginal progress in bringing traffickers to justice during the reporting period. The government increased trafficking-related arrests and investigations, in cooperation with foreign governments, which led to convictions of foreign nationals by their host governments. There was only one reported prosecution in Brazil that resulted in a conviction at the national level for a trafficking-related crime during the reporting period — a decrease from three convictions obtained in 2004. Although the government increased personnel dedicated to investigations of forced labor operations and rescued 4,113 forced labor victims in 2005, violators of forced labor laws enjoyed virtual impunity from criminal prosecution. However, there were some unconfirmed reports that traffickers were convicted at the state level and in state labor courts for trafficking-related crimes. The government enacted criminal code reforms that broaden the definition of trafficking to cover victims of both sexes, and provide the same penalties for both internal and international trafficking for commercial sexual exploitation. The crime of trafficking for sexual exploitation now carries a three- to eight-year penalty that increases in aggravated circumstances, such as acts involving young victims, abuse of authority, violence, or serious injury. Criminal code reforms did not add trafficking for forced labor to Brazilian law's definition of trafficking. Criminal statutes against slavery that can be used against traffickers for forced labor carry a possible prison term of one to three years and a fine, but forced labor cases are rarely prosecuted. Federal authorities arrested 180 trafficking suspects and investigated five cases in 2005. Borders agents began to screen for potential victims. The Federal Police continued to work with counterparts in Portugal, Spain, Italy, the Netherlands, Sweden, Mexico, and the United States on trafficking cases that involved the exploitation of Brazilian victims abroad and arrested 56 suspects in Brazil as a result of these joint investigations. There was no evidence of institutional complicity in trafficking, but isolated instances of officials employing slave labor were reported. In the only confirmed prosecution during the period, a senator was convicted and fined for exploiting workers in slave-like conditions.

Protection

The Brazilian government made significant efforts to protect victims during the reporting period. The government cooperated with a number of shelters or health care facilities specifically dedicated to trafficking victims and workers at more than 600 victim assistance centers throughout the country were trained to assist trafficking victims, in addition to victims of other crimes such as domestic violence. Referral centers with multidisciplinary staff offered psychological and social assistance and referred victims to appropriate health and legal services. An additional network of over 400 centers evaluated and referred at-risk children, including child victims of commercial sexual exploitation and sex tourism. The State of Sao Paulo continued working with an NGO to provide victim support to Brazilian women and girls returning through Sao Paulo from trafficking situations abroad. Several other state offices also referred trafficking victims to NGOs, although NGOs noted problems in some of these referral systems. The government also continued training its diplomatic

personnel to recognize and assist trafficking victims. In general, the rights of victims were respected and foreign victims who were material witnesses in their trafficker's prosecution could obtain other employment or leave the country.

Prevention

The government sustained progress through strong efforts to raise public awareness and train officials. It continued major awareness campaigns to combat sex tourism, forced labor, and commercial sexual exploitation, and high level government officials spoke out against trafficking. In new initiatives, the government trained 360 law enforcement officials, including highway patrol officers, and civil servants to identify and assist trafficking victims. The government worked with the University of Brasilia to introduce a correspondence course that focused on trafficking and trained 600 professionals. Authorities also worked closely with NGOs, the ILO, and the UN on prevention, capacity building, and protection projects.

BULGARIA (TIER 2)

Bulgaria is a source, transit, and destination country for women and girls trafficked from Romania, Moldova, Russia, Ukraine, Armenia, Lebanon, and Central Asia to and through Bulgaria to Germany, France, Italy, the Netherlands, Belgium, the Czech Republic, Kosovo, and Macedonia for the purpose of sexual exploitation. Roma children were trafficked within Bulgaria and abroad for purposes of forced begging and petty theft. In 2005, Austrian authorities identified 700 Roma children trafficked from Bulgaria to Austria for forced begging and commercial sexual exploitation. The Ministry of Interior noted an increase of men and boys trafficked for purpose of labor exploitation.

The Government of Bulgaria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bulgaria took several steps to improve its law enforcement efforts in 2005. The government amended its Constitution to allow for the extradition of Bulgarian citizens for crimes committed abroad, including human trafficking; the government also adopted asset forfeiture legislation to serve as a further trafficking deterrent. Although Bulgaria partially implemented its witness protection legislation and protected some trafficking victims in 2005, a number of victims that cooperate with police still received only partial protection. Bulgaria continued to make progress in its anti-trafficking efforts, although corruption and a failure to fully separate human trafficking from human smuggling continued to be challenges. The government should continue to strengthen its statistics collection system and segregate trafficking data from trafficking-related statistics. Police should vigorously investigate trafficking-related corruption among government officials.

Prosecution

The Government of Bulgaria made considerable progress in its law enforcement efforts to combat trafficking. Authorities conducted 134 sexual exploitation investigations and seven labor exploitation investigations in 2005. Sixty-three traffickers were formally indicted in 2005, up from 27 in 2004. In 2005, courts convicted 34 traffickers, an increase from seven in 2004. Convicted traffickers generally served the full sentences mandated by the court; the punishment for trafficking in Bulgaria ranges from one to 10 years in prison. In 2005, the Bulgarian Border Police cooperated in 20 investigations with law enforcement authorities of several destination countries. Corruption

among border guards and customs officials remains a concern; one police officer was indicted for forced prostitution.

Protection

The Bulgarian Government continued to provide a high level of victim assistance and protection during the reporting period the last year. All victims in Bulgaria are eligible for free medical and psychological care provided through public hospitals and NGOs. Foreign victims who choose to cooperate with trafficking investigations are provided with full residency and employment rights until the end of the criminal proceedings. Foreign victims who choose not to cooperate in trafficking investigations are permitted to stay in Bulgaria for one month plus 10 days before repatriation to their country of origin. The government does not offer legal alternatives to the removal of victims to countries where they face retribution or hardship. Although the government does not provide funding to NGOs and international organizations, it collaborated with them on identification, referral, and assistance to trafficking victims. Police routinely refer victims to NGOs for assistance.

Prevention

The government and local authorities provided support to the IOM and Bulgarian Red Cross to conduct the "Open Eyes" campaign that aimed to increase awareness of trafficking among high-risk communities using posters, brochures, and commercials on television. Materials were also distributed in more than 950 schools, at major youth events, at all border check points, labor bureaus, and government embassies and consulates. Local education officials allowed NGOs to screen trafficking awareness films in schools and distributed anti-trafficking materials to students. The government adopted a National Strategy for Combating Human Trafficking in 2005.

BURKINA FASO (TIER 2)

Burkina Faso is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Burkinabe children are trafficked within Burkina Faso as well as to Benin, Cote d'Ivoire, Ghana, Mali, Niger, Nigeria, and Togo. Nigerian and Malian children are trafficked to Burkina Faso. To a lesser extent, Burkinabe women are trafficked to Europe for sexual exploitation.

The Government of Burkina Faso does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its efforts to combat trafficking, Burkina Faso should educate law enforcement officials about its trafficking law, increase efforts to prosecute and convict traffickers, and strengthen efforts to educate the public about trafficking.

Prosecution

The Government of Burkina Faso continued modest efforts to combat trafficking through law enforcement throughout the last year. Burkinabe law prohibits child trafficking, but there is no law against the trafficking of adults. Out of 44 traffickers detained by police, local vigilance committees, and other security forces in 2005, six were prosecuted and convicted. Most traffickers were released after a short stay in custody. Police failed to follow-up on a case of a Nigerian girl who escaped from forced prostitution in Burkina Faso. The girl was repatriated to

Nigeria, but security forces did not attempt to find her traffickers. In a December 2005 public report, the Ministry of Social Action, the lead government agency in combating child trafficking, criticized the Ministry of Justice's lack of progress in addressing trafficking. The government has failed to train Burkinabe prosecutors or security forces on the child trafficking law since its passage in 2003. Burkina Faso signed a multilateral agreement with eight other West African countries to combat trafficking. Under Burkinabe law, while the government may extradite foreign traffickers for prosecution, it is barred from extraditing its own nationals.

Protection

The Government of Burkina Faso continued to make limited efforts to protect trafficking victims, despite limited resources. Police, local vigilance committees, and other security forces intercepted approximately 860 trafficked children in 2005. The government continued to operate 19 transit centers for destitute children, including trafficking victims, in collaboration with UNICEF as well as its own center in Ouagadougou. The government continued to help repatriate foreign nationals to their country of origin after a stay of a few days in transit centers and continued to assist with the repatriation of Burkinabe children from Mali and Burkina Faso. The government attempts to return Burkinabe victims to their families soon after placing them in transit centers. While the government generally does not offer services to repatriated Burkinabe child victims, some families of victims receive micro-credit loans to provide an income alternative to their child's labor. The government did not punish victims for unlawful acts that were a direct result of their being trafficked.

Prevention

The government continued to make limited efforts to raise awareness about trafficking, despite the lack of resources to launch an aggressive education campaign. During the year, government officials regularly spoke out against trafficking in persons. The government has undertaken campaigns to educate parents and children about the dangers of trafficking. Although a committee of government and international organization officials drafted a national action plan against trafficking in 2002, it has yet to be adopted by the Cabinet.

BURMA (TIER 3)

Burma is a source country for women and men trafficked for the purposes of forced labor and sexual exploitation. Burmese men, women, and children are trafficked to Thailand, the People's Republic of China (the P.R.C.), Bangladesh, Malaysia, Korea, and Macau for sexual exploitation, domestic service, and forced labor — including commercial labor. A significant number of men, women, and children from Burma are economic migrants who wind up in forced or bonded labor and forced prostitution. To a lesser extent, Burma is a country of transit and destination for women trafficked from the P.R.C. for sexual exploitation. There are some cases of persons trafficked from Bangladesh to Malaysia and from the P.R.C. to Thailand through Burma. Internal trafficking of persons occurs primarily for labor in industrial zones and agricultural estates. Internal trafficking of women and girls for sexual exploitation occurs from villages to urban centers and other areas, such as truck stops, fishing villages, border towns, and mining and military camps. The military junta's economic mismanagement, human rights abuses, and its policy of using forced labor are driving factors behind Burma's large trafficking problem.

The Government of Burma does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Significant state use of internal forced labor — a form of trafficking — continued, especially by the military. The Burmese military is directly involved in trafficking for forced labor and there are reports that some children were forcibly enlisted into the Burmese Army. Local civil authorities and military forces continued to use forced labor in their areas of control. Beginning in November 2005, the government also ordered civil servants to relocate without their families to the country's new capital. The Burmese Government charged 10 officials with forced labor violations in 2005 but allowed officials to counter sue their accusers, in some cases resulting in harsher penalties for the complainants of forced labor than for the culpable officials. Because of these governmental actions, the ILO stopped accepting new cases documenting forced labor abuses in Burma. Since April 2005, there has been no evidence that the Burmese Government is willing to take steps to investigate and prosecute cases of forced labor. In the last year, the government took some steps to combat trafficking for sexual and labor exploitation, including passing a comprehensive anti-trafficking law, holding a national seminar, and conducting training for law enforcement officers.

Prosecution

The Burmese Government made minimal progress in prosecuting trafficking-related cases, especially cases involving trafficking for sexual or labor exploitation. In September 2005, Burma passed an anti-trafficking in persons law that covers sexual exploitation, forced labor, slavery, servitude, and debt bondage. The anti-trafficking law applies to internal and external trafficking and carries penalties of 10 years' minimum to life imprisonment. Penalties for sexual and labor exploitation are the same. This law is not used effectively, however, because the Burmese judiciary is corrupt and lacks resources and independence. In 2005, the Burmese Government claims it prosecuted 426 traffickers in 203 cases under the new law and identified 844 victims; an indeterminate number of these cases actually involved severe forms of trafficking in persons. The government did not take action, however, against military or civilian officials who engaged in forced labor, and the ILO stopped submitting cases for investigations in April 2005. During the reporting period, the government expanded the Police Anti-Trafficking Unit from 40 to 65 officers stationed in Rangoon and in border towns to monitor trafficking. Corruption continued to be a major problem. Although local and regional officials, primarily along the borders, were suspected of complicity in trafficking, the government reported no prosecutions of corrupt officials related to trafficking. The Burmese military continued to carry out forced labor, including forced portering.

Protection

The Burmese Government provided basic reintegration assistance to victims. The government continued to refer victims to the few NGOs and international organizations providing protection for victims of trafficking, including a repatriation center on the Thai-Burmese border. The government in 2005 proposed new restrictions on all NGOs and international organizations, thereby risking the ability of these organizations to care for repatriated victims. The Burmese Government coordinated with international NGOs a limited number of government-to-government repatriations of victims from Thailand, China, and Malaysia. The government provided compensation to victims trafficked internally for forced labor in one case only, and did not fund international or domestic NGOs providing victim protective services. In forced labor cases, the law does not protect victims seeking justice from counter suit filed by accused

officials. Successful counter-suits result in criminal penalties for the victims. The Central Police Training Institute developed a teaching curriculum on trafficking.

Prevention

Burma's efforts to prevent trafficking remained inadequate. Governmental measures to prevent trafficking for sexual exploitation include publicizing the dangers in border areas via government-sponsored discussion groups, distribution of printed materials, and media programming. The government conducted training for law enforcement officers on the new anti-trafficking law and awareness workshops at the national and local levels on the dangers of trafficking for the purposes of labor and sexual exploitation.

BURUNDI (TIER 2)

Burundi is a source country for children trafficked for the purposes of child soldiering and forced labor. The country is emerging from a 12-year civil war in which government and rebel forces used approximately 7,000 children in a variety of capacities, including as cooks, porters, spies, sex slaves, and combatants. In contrast with past years, there were no reports over the last year that the Burundian security services used children as soldiers or sex slaves, although there were infrequent reports that some soldiers continued to force children to perform menial tasks. The one rebel faction that remains outside the peace process, the PALIPEHUTU-FNL, continued to recruit children from the four provinces in which it operates and used them as child soldiers in Burundi's ongoing internal civil conflict. Burundian children may be trafficked internally, as well as to neighboring countries, for forced labor or commercial sexual exploitation.

The Government of Burundi does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To improve its anti-trafficking efforts, the government should take steps to bring to justice those who continue to forcibly conscript and utilize child soldiers, and investigate the nature of child commercial sexual exploitation within the country. Government forces should immediately cease using children to perform any sort of military function or menial tasks and swiftly punish soldiers who do so.

Prosecution

The government's anti-trafficking law enforcement efforts in 2005 focused on sensitizing public officials against the use of child soldiers; there were no investigations or prosecutions of trafficking cases. Burundi has no law specifically prohibiting trafficking in persons, but laws against kidnapping, slavery, smuggling, and prostitution outlaw most forms of trafficking. In 2005, the National Structure for Child Soldiers (SNES) provided training on child soldier demobilization and reintegration to newly elected local government officials and over 750 new military officers from former rebel groups. The military also received training on respecting human rights from the UN Mission in Burundi and human rights organizations. During the year, the Ministry of Defense instructed military officers to punish soldiers found to be forcing children and other civilians to perform menial tasks; punishments meted out included the performance of extra duties, docking of pay, and confinement to quarters or the brig for up to one week. The Ministry of Defense confirmed that soldiers with such discipline problems would be among the first to leave during "downsizing" of the security services over the next year.

Protection

Ongoing combat between government security services and PALIPEHUTU-FNL limited the government's ability to demobilize and rehabilitate child soldiers; however, the government provided significant assistance to child soldiers in regions under its control. The government and the six former rebel groups that are part of the Burundian peace process, together with the World Bank, UNICEF, the UN Mission in Burundi, and local and international NGOs, demobilized an additional 108 children during the reporting period, bringing the total of demobilized children to 3,028 since December 2004. The government, with financial and technical assistance from these partners, provided 18 months of family-based medical, psycho-social, educational, and other material support to 3,013 demobilized child soldiers. In addition, more than 1,300 of these children were provided with vocational skills training, including carpentry, auto mechanics, animal husbandry, and farming techniques, as possessing viable productive skills deters children from rejoining rebel groups. Other demobilized children were given loans to open small shops or build houses.

Prevention

During the reporting period, the SNES, working with its international partners, significantly expanded its public awareness programming to combat the recruitment and use of child soldiers. While the first year of these campaigns provided the public with a broad overview of the child soldier issue, their focus was refined in 2005 to center on the prevention of re-recruitment of children by rebels; HIV/AIDS prevention and awareness raising among former child soldiers; and helping former child soldiers adjust to civilian life. The SNES employed 133 full-time trainers who conducted at least three seminars a week in each province on these topics. The government also ran media campaigns on public and private radio stations. At the local level, the SNES continued to use trained civil society organizations, churches, and local associations to advocate in their communes against the recruitment of child soldiers and conduct public seminars on children's rights and the reintegration of former child soldiers into local communities.

CAMBODIA (TIER 2 WATCH LIST)

Cambodia is a source, destination, and transit country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant number of Cambodian women and children are trafficked to Thailand and Malaysia for commercial sexual exploitation and forced labor. Cambodian men are trafficked primarily to Thailand for forced labor in the construction and agricultural sectors – particularly the fishing industry – while Cambodian women and girls are trafficked for factory and domestic work. A significant number of Cambodian children are trafficked to Vietnam and Thailand for the purpose of forced begging. Cambodia is a transit and destination point for women from Vietnam trafficked for sexual exploitation. Trafficking for sexual exploitation also occurs within Cambodia's borders, from rural areas to the country's capital, Phnom Penh, and other secondary cities in the country.

The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Cambodia is placed on Tier 2 Watch List because the determination that it is making significant efforts is based in part on commitments to sustain progress over the coming year. During the last year, the Cambodian Government stepped up efforts to arrest, prosecute, and convict traffickers. Police actions increased

over the last year, resulting in a raid and subsequent shutdown of a notorious hotel/brothel where trafficking victims were found. The owner of the brothel was later prosecuted and convicted. Although Cambodia's anti-trafficking efforts remained hampered by corruption at all levels of government and an ineffectual judicial system, the Cambodian Government made efforts to address trafficking-related official corruption by arresting and initiating prosecutions of two anti-trafficking unit police officials and two provincial police officials. The Ministry of Interior (MOI) also developed a National Action Plan to eradicate trafficking in persons and is in the process of creating a memorandum of understanding with NGOs to regulate the handling of trafficking victims. The Cambodian Government should make greater efforts to prosecute and convict public officials who profit from or are involved in trafficking and should also pass and enact comprehensive anti-trafficking legislation.

Prosecution

During the reporting period, the Cambodian Government made clear progress in its anti-trafficking law enforcement efforts. Cambodia does not have a comprehensive anti-trafficking law but it used existing statutes to prosecute traffickers. A comprehensive anti-trafficking bill that provides law enforcement and judicial officials with enhanced powers to arrest and prosecute traffickers is nearing final government approval in 2006. Penalties for trafficking of persons over the age of 15 for sexual exploitation carry sentences of up to 15 years' imprisonment, while penalties for trafficking of persons under 15 years of age for sexual exploitation carry sentences of up to 20 years' imprisonment. In 2005, the Cambodian police reported conducting 67 operations, resulting in the arrest of 111 perpetrators and the rescue of 164 victims. The Ministry of Justice reported the prosecution and conviction of at least 45 traffickers during the year, double the number in 2004. Cases, for the most part, were generated by the efforts of NGOs. Corruption, lack of training and funding for law enforcement, and a weak judiciary remain the most serious impediments to the effective prosecution of traffickers. There are reports that corrupt police officials continue to leak information to brothel/karaoke operators about upcoming police raids. Responding to reports of complicity of public officials in trafficking, the government initiated action against four officials in mid-2005 for trafficking-related corruption. The government, in cooperation with international organizations and NGOs, conducted training for police officers on investigation techniques, surveillance, and case preparation and management of trafficking cases. Despite past U.S. funding for training of the Police Anti-Trafficking Department, it has conducted only a limited number of proactive investigations over the last year.

Protection

The Cambodian Government in 2005 continued to provide limited assistance to victims. The government referred victims to NGOs and international organizations, and operated two temporary shelters for victims through the Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY). The Cambodian Government relied primarily on foreign and domestic NGOs to provide protective services to victims although on occasion, it provided in-kind support to NGOs, such as land, office space, and staff. The government continued to support an NGO that has primary responsibility for placement of trafficking victims in long-term shelters.

Prevention

The government made modest efforts to promote awareness of trafficking during the reporting period. Working with NGOs and international organizations, the Cambodian government implemented a campaign in most parts of the country to raise public awareness regarding the dangers of trafficking through public meetings, posters, television and radio campaigns, and the use

of traditional Cambodian theater. The Ministry of Women's Affairs collaborated with IOM to expand a nationwide anti-trafficking information and advocacy campaign that included district-level meetings with government officials and the distribution of educational materials and videos. The MOI's Anti-Trafficking Police Unit also conducted intervention programs to teach students about the risks of trafficking and their rights under the law.

CAMEROON (TIER 2)

Cameroon is a source, transit, and destination country for children and women trafficked for labor and sexual exploitation. The majority of child victims are trafficked within the country, although some are also trafficked from Cameroon to Nigeria, Gabon, and the Central African Republic and to Cameroon from Nigeria, Cameroon, Chad, Gabon, the Democratic Republic of the Congo, the Central African Republic, Benin, and Niger. Children are trafficked for domestic servitude and street vending; as forced laborers on tea, cocoa, banana, and rubber plantations; for forced work in spare-parts shops; and for commercial sexual exploitation. A smaller number of women and girls are trafficked to Equatorial Guinea and Europe for sexual exploitation, often lured away by fraudulent marriage proposals.

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

Prosecution

The Government of Cameroon demonstrated increased progress in combating trafficking through law enforcement means over the past year. In December 2005, the government enacted a statute prohibiting child trafficking. The government expects to present a draft law against adult trafficking to the National Assembly in 2006. The government has also begun drafting a Child Protection Code and is finalizing a Family Code that will increase the minimum marriage age for girls to 18. Authorities arrested 12 traffickers during the year. Eight are awaiting trial, including one who is in police custody. One trafficker was deported to the U.S. where she was convicted for a trafficking offense. The General Delegate for National Security in December 2005 signed an order creating an anti-trafficking vice squad within the National Office of Interpol. The government does not provide specialized anti-trafficking training to law enforcement officials.

Protection

The Government of Cameroon demonstrated significant efforts to protect trafficking victims over the reporting period. The Ministry of Social Affairs continued operating temporary shelters in all 10 provincial capitals of the country that provided repatriated child victims with care while officials located their families. The government also referred victims to local NGOs and orphanages for assistance. In 2005, the government collaborated with the ILO on a U.S. Government-funded project to remove 1,200 children from cocoa plantations and provide them with schooling or skills training. In May 2005 the government collaborated with the Gabonese Government in repatriating 11 Cameroonian trafficking victims from Gabon. The government has identified three provinces with high concentrations of trafficking victims where it will begin training law enforcement and

government officials to better identify and provide protection to victims. The government does not punish victims for unlawful acts committed as a direct result of their being trafficked.

Prevention

The Cameroonian Government demonstrated modest efforts to prevent trafficking. In partnership with the ILO, the government established village child labor committees to educate communities about the dangers of child labor. In November 2005, the Minister of Labor signed an order creating a National Committee for the Implementation of the International Program for the Elimination of Child Labor (IPEC) responsible for integrating IPEC activities into national efforts against child labor. The government began drafting a National Strategic Plan Against Child Trafficking, which it plans to present to the National Assembly for adoption in 2006.

CANADA (TIER 1)

Canada is a source, transit, and destination country for men, women, and children trafficked for the purposes of labor and sexual exploitation. In 2004, the Royal Canadian Mounted Police (RCMP) estimated that 600-800 persons are trafficked into Canada annually and that an additional 1,500-2,200 persons are trafficked through Canada into the United States. Women and children are trafficked from Africa, Central and South America, Eastern Europe, and Asia for sexual exploitation. Most trafficking victims have been identified from source countries in Asia including South Korea, Thailand, Cambodia, Malaysia, and Vietnam. On a much lower scale, men, women, and children are trafficked for forced labor. Some Canadian girls and women are trafficked internally for commercial sexual exploitation.

The Government of Canada fully complies with the minimum standards for the elimination of trafficking. Over the last year, two new Canadian laws were passed to strengthen anti-trafficking and sexual exploitation legislation. Victim protection and services for victims are primarily the responsibility of provinces and territories, and protection and services for trafficking victims vary by province or territory. As such, some international organizations and NGOs have criticized the Government of Canada for lack of social services and refugee or immigration protection specifically tailored for trafficking victims; however, they have only been able to cite a few specific examples of these alleged problems. Although a government agency provides posters and pamphlets on trafficking, efforts should be made to increase public awareness campaigns in communities vulnerable to trafficking to inform potential victims of their rights or immigration options. In British Columbia—a key area for trafficking-related crimes—the RCMP, in collaboration with the Public Safety Ministry, is implementing a pilot project for victims of trafficking. Efforts should be made to expand this type of program.

Prosecution

The first prosecution under the Immigration and Refugee Protection Act (IRPA) anti-trafficking provision began in March 2006. There are 17 open investigations under the section of the IRPA that relates specifically to trafficking in persons. In 2005, six trafficking convictions under Canada's criminal code were reported, with nine other trafficking prosecutions underway. There were also a number of prosecutions in Adult Criminal Court in Canada for individuals procuring children in prostitution. There were a number of legislative changes in 2005. Law C-49, which went into effect in November 2005, improved upon the IRPA by creating three new offenses

explicitly relating to trafficking in Canada's criminal code. C-49 specifically criminalizes trafficking, prohibits the receipt of financial or material benefit from trafficking, and prohibits the withholding or destroying of documents, such as identification or travel documents, for the purpose of committing or facilitating a trafficking offense. Provincial and local authorities may be authorized to prosecute trafficking cases under the IRPA, and with the C-49 law, are able to specifically prosecute trafficking cases under Canada's criminal code. Law C-2, which came into effect on January 2, 2006, included significant reforms to facilitate the testimony of all child victims and witnesses, as well as adult victims and witnesses, of sexual assault and trafficking. This law also increases penalties for commercial sexual exploitation of children, from five to 10 years' imprisonment. Canada has a law against child sex tourism with extraterritorial application.

In late 2004, Canada tightened the issuance of temporary work status for foreign exotic dancers under its temporary worker program¹, and this has resulted in a significant decrease in the number granted. The government will also soon distribute information to individuals working in Canada under this program to inform them of their rights in hopes of preventing any abuses that may occur. Visa officers are trained to detect fraud or abuse, and adult entertainment establishments that wish to employ foreign workers as "exotic dancers" are required to follow certain regulatory mandates, including providing employment contracts and paying for travel expenses. The majority of "exotic dancer" residency permits were issued to Romanians. The presence of a visa waiver for South Korean nationals visiting Canada may be facilitating trafficking of South Koreans to the United States. However, U.S. law enforcement officials have noted that increased scrutiny by U.S. and Canadian officials at the border and airports has led to a decrease in the trafficking and smuggling of South Koreans through Canada, with some opting to go through Mexico.

Protection

There is no national victim protection services program. In general, victim protection is administered on the provincial or territorial level. While each province or territory provides services for victims of crimes, and this may include trafficking victims, they do not all follow the same model, leading to uneven services across the country. Canadian immigration is working to finalize a document for immigration officers that may aid with detection and referral of victims of trafficking. Canada's Justice Department has a "Victim's Fund" program to which NGOs may apply for funds to fill gaps in service delivery to victims, which could include trafficking victims. The government has pledged \$5 million to support this initiative. Additionally, Canada has a witness protection program.

The IRPA allows for visas to enable trafficking victims, among others, to remain in Canada on a temporary basis. Other types of visas exist to allow permanent residency. While some NGOs state that immigration relief is difficult to access, the government insists that all persons who have been identified as victims of trafficking and have asked to remain in Canada have received the appropriate legal immigration status to do so. Nonetheless, NGOs report anecdotal evidence that some victims of trafficking were arrested and deported.

Prevention

The government continues to coordinate anti-trafficking policies through its 17-member Inter-departmental Working Group. There has been some training of federal law enforcement officials on trafficking and the implementation of Canada's criminal offenses against trafficking.

The RCMP recently published the law enforcement guidebook "Human Trafficking Reference Guide for Canadian Law Enforcement." Several roundtables and conferences have been held in Vancouver regarding trafficking in persons. Over the years, Canada has funded international anti-trafficking programs and established in September 2005 a Human Trafficking National Coordination Center, which is staffed by two RCMP officers and one analyst. The government has committed to add more staff to the center. In addition to the center, there are six regional RCMP human trafficking regional coordinators. On the demand side, Ontario courts reported sending each month at least 30 men convicted for soliciting prostitution to a Toronto "John School."

¹Under Canada's Temporary Worker Program, foreign workers may qualify to come to Canada, including individuals who come to Canada to work as "exotic dancers." Dancer and entertainment type visas have been abused and exploited by traffickers in many other countries.

THE CENTRAL AFRICAN REPUBLIC (TIER 2 WATCH LIST)

The Central African Republic is a source and destination country for children trafficked for forced labor and sexual exploitation. While the majority of child victims are trafficked within the country, some are also trafficked to and from Cameroon and Nigeria. Children are trafficked for domestic servitude, sexual exploitation, and forced labor in shops and commercial labor activities.

The Government of the Central African Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Central African Republic is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year, specifically its inadequate law enforcement response to trafficking crimes. To improve its response to trafficking, the government should pass legislation prohibiting trafficking and reach out to NGOs and the international community to form partnerships for initiatives to prosecute traffickers, protect victims, and educate the public about trafficking.

Prosecution

The Government of the Central African Republic demonstrated weak efforts to combat trafficking through law enforcement over the reporting period. The Central African Republic does not have legislation prohibiting trafficking, though it does have laws against forced child labor and sexual assault. In collaboration with the UN, the government will revise its labor code in 2006 to better conform to international child protection conventions. Judicial officials have only a nascent awareness of trafficking in persons. The government provides no trafficking training for law enforcement officials. The government does not actively investigate trafficking cases and has not prosecuted any traffickers. Government officials plan to initiate the process of drafting anti-trafficking legislation.

Protection

The Government of the Central African Republic demonstrated insufficient efforts to protect trafficking victims over the reporting period. The Central African Republic does not provide services to trafficking victims or assist them through referrals to NGOs, very few of which themselves have adequate resources or a strong awareness of trafficking. No government agencies have been designated to address victim protection. The Ministry of Social Affairs expressed a willingness to conduct protection programs but lacks the resources to do so.

Prevention

The Government of the Central African Republic demonstrated some modest efforts to prevent trafficking. The government does not conduct campaigns to educate the public about trafficking or liaise with NGOs or international organizations to do so. The government collaborated with UNICEF, however, to conduct one study published in 2005 on child abuse, sexual exploitation, and sex trafficking in the Central African Republic, and a second study that will be published in 2006 on violence associated with child labor. In partnership with UNICEF, the government also plans to draft a national action plan against child sexual exploitation in 2006. There are no dedicated ministries or government structures in place to address trafficking.

CHAD (TIER 2)

Chad is a source, transit, and destination country for children trafficked for forced labor and sexual exploitation. The majority of victims are trafficked within Chad to work in involuntary domestic servitude, herding, or as beggars. Minors are also trafficked from Cameroon and the Central African Republic for commercial sexual exploitation to Chad's oil-producing regions. Chadian children are trafficked to Cameroon, the Central African Republic, Nigeria, and possibly Saudi Arabia.

The Government of Chad does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its progress in combating trafficking, Chad should pass anti-trafficking legislation and provide increased victim care.

Prosecution

During the reporting period, the Government of Chad continued to make modest efforts to investigate, arrest, and prosecute traffickers. Chadian law does not specifically prohibit trafficking in persons. Prosecutors use related laws, however, such as kidnapping, sale of children, and statutes against child labor, to charge traffickers. Legal code revisions outlawing trafficking are pending approval by the Council of Ministers. In 2005, Chadian authorities arrested three child traffickers who are awaiting trial. The Ministry of Justice is cooperating with Saudi Arabian officials to investigate cases of Chadian children working there as beggars. The government in 2005 closed a Koranic school for forcing children to beg.

Protection

Chad continued to make modest efforts, within its limited capacity, to provide victim protection during the reporting period. The government lacks sufficient resources to provide its own shelters but it contributes funding and in-kind support to UNICEF's protection efforts. When police or other authorities find a trafficking victim, they regularly notify the Ministry of Justice's Child Protection Department, UNICEF, or local NGOs to arrange for victim assistance. On an ad hoc basis, government ministries also provide temporary shelter and parental counseling to victims before returning them to their families.

Prevention

The Government of Chad continued to make significant efforts to prevent trafficking during the reporting period. The government television station broadcast several anti-trafficking documentaries and the government radio station broadcast a discussion on child exploitation by religious leaders.

The government daily newspaper covered stories of child trafficking and the exploitation of children by religious leaders. The Ministries of Justice and Social Action educated key parliamentarians on legal code provisions pertaining to child trafficking and prostitution. Government officials and the High Islamic Council held meetings with religious leaders about forced child labor. The government also conducted several public awareness meetings in southern Chad for local communities on the dangers faced by child herders and domestics. The Ministry of Labor held meetings with local communities in Goundi, Toulala, Doboti, and Koumra, the key source areas for children trafficked into the capital for labor exploitation.

CHILE (TIER 2)

Chile is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Most victims are Chilean minors trafficked internally for sexual exploitation. Chileans are also trafficked to Argentina, Peru, Bolivia, the United States, Europe, and Asia for sexual and labor exploitation. Foreign victims are brought to Chile for commercial sexual exploitation or involuntary domestic servitude from Peru, Argentina, Colombia, Bolivia, and China.

The Government of Chile does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made strong efforts to identify child victims and to support NGO programs that assisted trafficking victims. The government designated an agency to coordinate anti-trafficking efforts, began central collection of case data, and investigated a number of cases involving the trafficking of minors and women for sexual exploitation. The government should criminalize all forms of trafficking and increase efforts to train officials, raise public awareness, and prosecute traffickers.

Prosecution

The Government of Chile made modest progress on improving law enforcement efforts during the reporting period. After ratifying the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime in November 2004, the government began reforms to bring Chile's laws into compliance with Protocol standards. Existing laws against trafficking, focused on movement of persons across borders for prostitution, were supplemented by laws against acts of violence and the commercial sexual exploitation of minors. Chile lacked statutes against internal trafficking, making it difficult to gather trafficking case data, but the government designated an anti-trafficking coordinator in the Interior Ministry who worked with the Public Ministry to start gathering information on new cases investigated and prosecuted. From May 2005 through March 2006, 83 new cases were opened, with 50 pending active investigations, and 14 prosecutions were initiated by the period's end. All but six of the new trafficking-related cases dealt with commercial sexual exploitation of minors. No information was available regarding the status of cases initiated in previous years. There were no reports of government officials investigated or prosecuted for complicity in trafficking.

Protection

The Chilean Government made substantial efforts to assist trafficking victims during the reporting year. Child victims trafficked into sexual exploitation received counseling, psychological and health

care, and educational courses in NGO-operated centers for abused and exploited children. The government gave \$2 million to 16 NGOs that implement victim-assistance programs in 12 districts of the country. Police officials who identified child trafficking victims referred them to family courts for placement in protective custody with foster families, relatives, or shelters and put victims in contact with NGOs. The government worked with Bolivian and Argentine authorities to coordinate the safe repatriation of foreign victims. There were no reports that the government punished victims for unlawful acts that were a direct result of their being trafficked. Trafficking victims may remain in Chile during legal proceedings against their traffickers. Victims can also bring legal action against traffickers and seek restitution. The government had no residence visa program for foreign trafficking victims, but granted temporary residence to at least one victim to avoid returning her to potential re-victimization in her home country. Once their traffickers have been prosecuted, victims must apply for residency or risk deportation.

Prevention

The government made modest but increased prevention efforts during the reporting year. The Public Ministry trained hundreds of law enforcement agents to recognize and investigate potential trafficking and trained prosecutors to more effectively prosecute cases. The National Women's Service raised trafficking awareness and provided information on victim's rights and the prosecution of traffickers to 100 officials and 160 civic activists in the cities of Iquique and Arica.

CHINA (TIER 2 WATCH LIST)

The People's Republic of China (P.R.C.) is a source, transit, and destination country for women, men, and children trafficked for purposes of sexual exploitation and forced labor. The majority of trafficking in China is internal, but there is also international trafficking of Chinese citizens to Africa, Asia, Europe, Latin America, the Middle East, and North America. Women are lured through false promises of legitimate employment only to be forced into commercial sexual exploitation largely in Taiwan, Thailand, Malaysia, and Japan. There also are cases involving Chinese men and women smuggled into destination countries throughout the world at an enormous personal financial cost and then forced into commercial sexual exploitation or exploitative labor to repay debts to traffickers. Women and children are trafficked into China from Mongolia, Burma, North Korea, Russia, and Vietnam for forced labor, marriage, and sexual slavery. Most North Koreans seeking to leave North Korea enter northeastern China voluntarily but some are forced into sexual servitude or forced labor after arriving in China. Others reportedly are trafficked into China from North Korea. Domestic trafficking remains the most significant problem in China, with an estimated minimum of 10,000-20,000 victims trafficked internally each year; the actual number of victims could be much greater. International organizations report that 90 percent are women and children, trafficked primarily from Anhui, Henan, Hunan, Sichuan, and Yunnan and Guizhou Provinces to prosperous provinces along China's east coast for sexual exploitation. Some experts believe that the serious and prolonged imbalance in the male-female birth ratio may now be contributing to Chinese and foreign girls and women being trafficked as potential brides.

The Government of China does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Accessing information on China's anti-trafficking efforts is difficult due to the closed nature of the government and the lack

of many independent NGOs; however, based on the information currently available, China is placed on Tier 2 Watch List for a second consecutive year for its failure to show evidence of increasing efforts to address transnational trafficking. The Government of China provides reasonable protections to internal victims of trafficking; however, protections for Chinese and foreign victims of transnational trafficking remain inadequate and victims are sometimes punished for unlawful acts that were a direct result of their being trafficked — e.g., violations of prostitution or immigration/emigration controls. However, the government began drafting a national anti-trafficking action plan, expected to be finalized later in 2006, that will formally designate anti-trafficking responsibilities to relevant state ministries and NGOs.

China should adopt comprehensive anti-trafficking legislation that includes a full definition of trafficking in persons in line with the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children. It should recognize debt bondage and child commercial sexual exploitation—with "child" defined as a person below the age of 18—as forms of trafficking.

Prosecution

China vigorously investigates and prosecutes crimes of trafficking, although the P.R.C. Government's definition of trafficking in persons does not match U.S. and UN definitions. For example, the government considers fraudulent adoptions to be a form of trafficking in persons, but it does not consider debt bondage or involuntary servitude to be trafficking in persons crimes. A number of related criminal statutes address various aspects of trafficking in persons, including laws against trafficking or kidnapping for coercive prostitution, and laws aimed at individuals who traffic in girls under the age of 14 for commercial sexual exploitation. These laws carry substantial penalties, including execution. During the first 10 months of 2005, the Ministry for Public Security (MPS) reported 1,949 cases of trafficking of women and children, though the MPS acknowledges that cases of trafficking and smuggling are both included in this number. China does not provide statistics on convictions or sentences; however, given the nature of the criminal system in China (lack of an independent judiciary and rule of law), most cases likely resulted in convictions with substantial sentences or execution. As with past years, sex trafficking has been the center of the government's law enforcement efforts, not coercive labor practices, such as involuntary servitude and forced labor. The MPS plans to establish an anti-trafficking police unit, and its mandate should include these types of cases. The government conducted some anti-trafficking training for law enforcement officials during the past year. There were no known reports of action taken against trafficking-related corruption.

Protection

The focal point of China's protection policy is the All China Women's Federation (ACWF), which provides some assistance to trafficked Chinese women and girls and also coordinates with other government agencies and international organizations for victim care and assistance. The ACWF, however, has no clear and formal mandate to assume responsibility for the care of trafficking victims who, as victims of a serious crime, technically are part of the MPS mandate on crime. The MPS, however, has no resources or training with which to provide the necessary shelter and counseling for victims. This lack of coordination is expected to be addressed by a National Action Plan on Trafficking in Persons, now being drafted. The government reported that 3,574 women and children were rescued from trafficking situations during the first 10 months of 2005. The MPS, working with the Ministry of Civil Affairs, also provides some shelter, medical care, and psychological services for victims. The MPS, ACWF, and the Ministry of Civil Affairs collaborated in opening shelters and rehabilitation centers in Jiangsu, Yunnan, and Sichuan Provinces, areas with large numbers of reported

trafficking victims. The government reported that 2,000 women have received help in these facilities. Another facility in Dongxing, Guangxi Province aids Vietnamese trafficking victims. However, none of these efforts is coordinated and there is no national referral mechanism for victims of trafficking. As such, protection measures vary widely from province to province. Despite providing some reasonable care to identified Chinese victims, efforts to protect foreign victims and P.R.C. women returning from Taiwan remain inadequate. Chinese officials do not adequately differentiate between trafficking victims and illegal migrants seeking to avoid criminal penalties. During the reporting period, there were reports that P.R.C. citizens who were subjected to conditions of trafficking in Taiwan faced fines or other punishment upon their return to the mainland; P.R.C. officials state that this practice is no longer occurring. Burmese and Vietnamese trafficking victims may also face punishment and summary deportation to their countries of origin. MPS officials do not offer foreign victims of trafficking legal alternatives to their removal to countries where they face retribution or hardship. This is particularly the case with regards to North Korean trafficking victims in China, as all North Koreans in China are presumed to be economic migrants.

Prevention

The government recognizes that trafficking is an issue that should be addressed and has significantly stepped up efforts to work with international organizations. The government is working with UNICEF on a National Plan of Action to combat trafficking in persons, but the plan has been languishing for a number of years. Nonetheless, the government does show signs of addressing forced labor conditions among informal and formal sector laborers, which continue to be reported throughout China, and it is actively working with the ILO to address such concerns. A country program to fight trafficking was coordinated by the ACWF, MPS, and UNICEF and resulted in the development of a training manual, video, and other materials designed to educate youth about the dangers of trafficking. ACWF also conducts a number of other anti-trafficking outreach efforts.

COLOMBIA (TIER 1)

Colombia is one of the Western Hemisphere's major source countries for women and girls trafficked abroad for the purpose of sexual exploitation. The government estimates that 45,000-50,000 Colombian nationals engage in prostitution overseas and that many of them have been trafficked. Colombian women and girls are trafficked to South, Central, and North America, the Caribbean, Western Europe, Japan, Hong Kong, and the Middle East. Within the country, although some Colombian men are trafficked for forced labor, trafficking by organized crime networks—some related to terrorist organizations—of women and children from rural to urban areas for sexual exploitation remains a much larger problem. Internal armed violence in Colombia has displaced many rural communities, making them more vulnerable to trafficking, and insurgent and paramilitary groups have forcibly recruited and exploited an estimated 6,000 to 11,000 children as soldiers, or in forced labor and prostitution. Child sex tourism is a problem in Cartagena and resort areas on the Caribbean coast. Some reports also suggest that Colombia is a transit point for movement of victims from other Andean countries on their way to Europe and the United States.

The Government of Colombia fully complies with the minimum standards for the elimination of trafficking and has demonstrated the political will to improve its efforts to combat trafficking. The government demonstrated enough progress during the reporting period to meet the minimum

standards, but must show appreciable progress during the next year. Prosecutions and new investigations increased and courts convicted at least two traffickers during the reporting period. The government in August 2005 enacted additional legislation to strengthen anti-trafficking efforts, particularly in respect to victim protection and prevention. The government should vigorously pursue actions that bring traffickers to justice, expand support for victim assistance, and raise awareness in vulnerable populations regarding the dangers of trafficking. It should also develop and implement the national strategy against trafficking called for in the August 2005 law.

Prosecution

The Government of Colombia's enforcement efforts improved in comparison with the previous reporting period. Colombia's anti-trafficking laws prohibit all forms of trafficking in persons. Penalties of up to 23 years' imprisonment are adequate to deter trafficking and equivalent to those for other serious crimes. Authorities arrested 49 trafficking suspects and prosecuted 25 trafficking cases during the reporting period. Courts confirmed two trafficking convictions during the reporting period; both traffickers received nine-year prison terms. In January 2006, police first used asset forfeiture provisions/laws to seize trafficker assets. Law 985, enacted in August 2005, strengthened anti-trafficking statutes by making a victim's consent to his or her movement irrelevant in proving whether trafficking has occurred. The government continued international cooperation efforts, working with Venezuela, El Salvador, Panama, and Japan in the investigation of trafficking networks. There were no reports of officials prosecuted for trafficking but two consular employees were investigated for arranging documents to move Chinese nationals into Colombia in a case that may have involved trafficking.

Protection

The government made modest progress in addressing victims' needs during the reporting period, but resources proved insufficient to keep pace with the demand for services. Colombian missions abroad referred 33 cases to IOM for repatriation assistance and assisted Colombian victims abroad in gaining access to host country protection and services. Police investigators set up interview facilities in Bogota's international airport to meet with returning victims, debrief them, and inform them of their rights and procedures for pressing charges. In various law enforcement operations within the country, authorities rescued more than 61 trafficking victims. There were no reports of the government arresting, deporting, or otherwise punishing foreign victims. In both domestic and international cases, the Ministry of Interior and Justice was the agency responsible for providing lodging, medical and psychological care, access to financial and employment assistance, legal support throughout the judicial case against the trafficker, and safe passage for victims returning to their home communities. However, services were insufficient to meet demand, particularly with respect to medium-term rehabilitative requirements. The government did not operate specially designated trafficking victim care or victim health care facilities. Government authorities worked closely with NGOs and international organizations that also provided services to victims. The government encouraged victims to help build cases against traffickers; however, most victims feared retaliation from trafficking networks and were reluctant to assist in prosecutions. No trafficking victims participated in the witness protection program administered by prosecutors.

Prevention

The government made modest progress during the reporting year in raising public awareness, but continued to rely heavily on NGOs and international organizations to create and conduct prevention

campaigns. The Ministry of Communication ran televised public service announcements to raise public awareness. Law 985 of 2005 formally charged the Interinstitutional Committee to Combat Trafficking in Persons, headed by the Minister of Interior and Justice, with coordinating anti-trafficking policies and developing a comprehensive national action plan.

DEMOCRATIC REPUBLIC OF THE CONGO (TIER 2)

The Democratic Republic of the Congo is a source and destination country for men, women, and children trafficked for forced labor and sexual exploitation. The vast majority of trafficking occurs within the country's unstable eastern provinces, where transitional government control is nominal and members of armed groups continue to perpetrate violent acts with impunity. Indigenous and foreign armed rebels continue to abduct and forcibly recruit Congolese men, women, and children to serve as laborers, porters, domestics, combatants, and sex slaves, albeit at a much reduced rate from previous years. Many people abducted in past years, including a limited number of Ugandan nationals being detained by Ugandan militia operating in Congolese territory, are still being held by these armed groups. There were reports of Congolese children in prostitution in brothels in the country. There were also numerous reports indicating that some local authorities attempted to recruit child soldiers for armed groups. During the year, there was one known case of Congolese children trafficked to Zambia.

The Government of the Democratic Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Given the transitional government's financial, military, and political inability to deal with armed rebel groups, its capacity to effectively address trafficking is limited. To further its anti-trafficking efforts, the government should continue demobilizing child soldiers, demonstrate progress toward the passage of anti-trafficking legislation, and arrest and prosecute traffickers. It should also continue military action against armed groups that recruit children for military service or abduct civilians for forced labor or sexual slavery.

Prosecution

Although the country's criminal justice system — police, courts, and prisons — was decimated by years of war and remains extremely weak, military tribunals sentenced commanders of armed groups to prison for illegally detaining children during the reporting period. There is no law specifically prohibiting trafficking in persons, but existing laws prohibit slavery, forced labor, the prostitution of children under the age of 14, and the activities of brothel owners, clients, and pimps. The Ministry of Justice, with French Government assistance, worked to revise the penal code to include specific laws against trafficking in persons; completed draft legislation is expected in September. The government lacks the funds to print and distribute copies of the current penal code to the country's 2,500 magistrates. In May 2005, the head of the Congolese armed forces (FARDC) instructed all brigade commanders not to recruit children and explained the severe punishments that would be meted out against anyone responsible for such conscription. FARDC's Auditor General also instructed all military courts to legally pursue anyone who continued to recruit children for military participation. As a result, in early 2006, Kanyanga Biyoyo, Commandant of rebel army Mundundu-40, was sentenced to five years in prison for war crimes, including the recruitment and use of child soldiers. In March 2006, the government arrested and turned over Thomas Lubanga, leader of the UPC rebel movement, to the International Criminal Court for recruiting and using

children under the age of 15 in armed conflict. Local law enforcement authorities were rarely able to enforce existing laws due to lack of personnel, funding, and the inaccessibility of eastern areas of the country. However, local police in the east used laws barring underage persons from drinking establishments to close down suspected or known brothels; no one was arrested during these operations. In 2005, the Congolese embassy in Lusaka fully cooperated with the Zambian Government to repatriate Congolese child trafficking victims. At the national level, FARDC, with United Nations Mission to the Congo (MONUC) support, conducted dozens of operations in the eastern provinces to neutralize foreign armed groups, the primary perpetrators of human trafficking in the country.

Protection

Through its national demobilization commission, CONADER, the Ministry of Defense worked closely during the year with NGOs and international organizations to demobilize and reintegrate into society children associated with armed groups. When such groups disarm and are integrated into FARDC, CONADER identifies and separates out children and transports them to camps for temporary housing and vocational training. In 2005, 14,315 children were removed from armed groups. Of the 16,809 children demobilized since 2004, 8,663 were reunified with their families, 7,044 returned to academic schooling, and 4,609 received vocational training. As the government lacked funding to fully respond to the large numbers of demobilized children, NGOs provided legal, medical, and psychological services. The government lacks the resources not only to aid other categories of trafficking victims, but also to provide security and basic services to its citizens.

Prevention

The government's efforts to prevent trafficking increased during the reporting period. In 2005, CONADER and MONUC sensitized newly integrated FARDC troops – both commanders and rank and file soldiers – on the illegality of using child soldiers. There was no formal coordination or communication between various agencies on trafficking in persons; however, the expansion of FARDC and MONUC presence and operations in the eastern provinces reduced militia activity, effectively preventing additional forcible recruitment of child soldiers by foreign armed groups.

COSTA RICA (TIER 2)

Costa Rica is principally a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Women and girls from Nicaragua, the Dominican Republic, Colombia, Guatemala, Ecuador, Cuba, Peru, China, Russia, and the Philippines are trafficked to the country for sexual exploitation; Costa Rican women and children are trafficked within the country for the same purpose. The government acknowledges that child sex tourism is a serious problem. Costa Rica serves as a transit point for victims trafficked to the United States, Mexico, Canada, and Europe. Men, women, and children are also trafficked, usually within the country, for forced labor as domestic servants, agricultural workers, and workers in the fishing industry.

The Government of Costa Rica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities investigated numerous reports of minors trafficked for sexual exploitation, cooperated on international trafficking investigations, and initiated a new public awareness campaign that

targeted girls and young women vulnerable to commercial sexual exploitation. The government should work with the legislature to pass necessary anti-trafficking laws. It should also improve services for victims and increase investigations and prosecutions of traffickers. When complaints are filed against officials allegedly involved in trafficking, they should be vigorously investigated. The government should also develop a national plan of action and designate an official to lead inter-agency cooperation.

Prosecution

The Government of Costa Rica showed only limited success in enforcement efforts against traffickers during the reporting year, and laws remained inadequate to address all forms of trafficking. Costa Rica lacks an anti-trafficking law; consequently, crimes that involve trafficking are difficult to track. A variety of criminal statutes were used against traffickers but the slow judicial system and the lack of trafficking-specific statutes prevented officials from confirming how many cases involving trafficking resulted in convictions in 2005. In practice, law enforcement anti-trafficking efforts focused on commercial sexual exploitation of minors, for which officials reported 37 new investigations during the reporting period. Authorities cooperated with Nicaraguan and U.S. counterparts in trafficking investigations, but lack of Costa Rican internal government coordination generally hampered enforcement efforts. Although there were indications that some border officials have been involved in trafficking, no reported complaints of trafficking-related corruption were filed during the reporting period.

Protection

The Costa Rican Government's efforts to protect trafficking victims remained extremely limited during the reporting year, largely due to the lack of resources. The government continued to punish some victims for unlawful acts they committed as a direct result of their being trafficked. Identified trafficking victims did not face jail, but officials treated some adult victims as illegal migrants and deported them. Foreign nationals identified as trafficking victims could seek repatriation; alternatively, they could apply for work permits or refugee status. Most protective services were severely lacking. The government operated no shelters or health care facilities designated for trafficking victims and lacked the ability to provide even temporary shelter or services. Officials used no standard referral process to transfer trafficking victims to NGOs and the government lacked the capacity to fund NGOs that assisted trafficking victims.

Prevention

The government made some progress on prevention during the year. An existing campaign against child sex tourism continued and a new campaign was launched using television, radio, and billboard notices to warn young women of the dangers of commercial sexual exploitation. The government relied heavily on third parties to raise awareness and provide anti-trafficking training.

COTE D'IVOIRE (TIER 2)

Cote d'Ivoire is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Women and girls are trafficked for domestic servitude and used in prostitution. Boys are trafficked for agricultural labor on cocoa and palm oil plantations, in mines and for combat. Internal trafficking is prevalent, with children in refugee zones increasingly

vulnerable to being trafficked. Internationally, Ivoirian women and children are trafficked to Spain, Italy, the Netherlands, Syria and Libya. Other victims are trafficked to Cote d'Ivoire from Burkina Faso, Ghana, Liberia, North Africa, Ukraine, China, and the Philippines.

The Government of Cote d'Ivoire does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Nearly four years of civil conflict has left the nation paralyzed by in-fighting among political factions and with an extreme budget shortfall. Despite these challenges, the government has demonstrated some political will to combat trafficking. To strengthen its response to trafficking, the government should pass its draft anti-trafficking legislation, increase law enforcement and victim protection efforts within its capabilities, and ensure that police are not complicit in trafficking.

Prosecution

The Government of Cote d'Ivoire demonstrated minimal efforts to combat trafficking through law enforcement during the reporting period. A law prohibiting trafficking drafted in 2002 still awaits adoption at the National Assembly. The government arrested two traffickers and prosecuted one trafficking case using a kidnapping statute. The government rarely investigates trafficking cases. Police report being unable to investigate brothels exploiting alleged trafficking victims because of a lack of vehicles. NGOs report, however, that Ivoirian police are themselves often the exploiters of women used in prostitution. In 2005 Cote d'Ivoire's National Committee for the Fight Against Trafficking and Child Exploitation (NCFTCE) took the lead in drafting a regional multi-lateral anti-trafficking agreement it entered into with eight other countries.

Protection

During the reporting period, the Government of Cote d'Ivoire made significant efforts to protect trafficking victims. Though lacking its own shelters, the government contributed a building and utilities to a local NGO for a shelter, as well as nine civil servants to staff the shelter. In addition, the government provided modest funding to a local NGO that provides reintegration services to trafficking victims. The government rescued 17 Burkinabe children trafficked to Cote d'Ivoire and cooperated with UN and Burkinabe authorities to repatriate them to Burkina Faso. In addition, the Minister of Labor, in collaboration with the West African Project Against Abusive Child Labor in Commercial Agriculture (WACAP), withdrew 6,270 children from hazardous work on farms, enrolled another 1,224 children vulnerable to becoming victims of hazardous labor in alternative education programs, and provided income-generating activities to parents. While officials often refer victims to indigenous NGOs for assistance, on several occasions victims were treated as criminal violators and kept in juvenile detention centers. Moreover, some trafficking victims have been punished for unlawful acts committed as a direct result of their being trafficked — prosecuted for offenses such as prostitution or document fraud.

Prevention

Cote d'Ivoire made significant efforts to prevent trafficking over the last year. The Minister of Labor signed a National Action Plan to combat the worst forms of child labor with strategies for providing education, shelter, and repatriation services to trafficking and child labor victims. In addition, the Ministry of Labor collaborated with WACAP to educate 21,000 farmers about child labor exploitation and started a data bank to track the number of children in worst forms of labor. In June 2005, the government organized an ILO-funded trafficking awareness seminar for local communities in Bondoukou, a source region for trafficking victims. In 2006, the government reinstated a Child Labor Task Force that had disbanded during civil conflict.

CROATIA (TIER 2)

Croatia is a country of transit, and increasingly a source and destination, for women and girls trafficked for the purpose of sexual exploitation. Female victims from Romania, Bulgaria, Bosnia and Herzegovina (BiH), and other parts of Eastern Europe are trafficked through BiH and Serbia and Montenegro to Croatia. Due to Croatia's border with the EU, many victims are trafficked into Western Europe. There was one reported case of trafficking for forced labor in 2005.

The Government of Croatia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although the government increased its law enforcement investigations in 2005, follow-through on law enforcement efforts remained inadequate and, due to an enormous judicial case backlog, no traffickers were convicted or sentenced in 2005. The government continued to employ a systematic screening process to identify and assist trafficking victims and implemented comprehensive awareness and prevention programs in 2005. The government should vigorously prosecute trafficking cases with the purpose of obtaining convictions and adequate sentences for traffickers. The government should continue to work to ensure the institutionalized screening process already in place reaches all potential victims transiting Croatia, including illegal migrants and, increasingly, migrants who transit the country legally.

Prosecution

In 2005, the Government of Croatia increased implementation of its 2004 trafficking law. The government conducted over 44 trafficking investigations, an increase from 17 the previous year. While the government prosecuted seven trafficking cases, no convictions were reported. Croatia's laws criminalize all forms of trafficking; during the reporting period, the government drafted legislation that would allow for prosecution of clients who knowingly use the services of trafficking victims. In 2005, in cooperation with IOM, the government completed its comprehensive train-the-trainer program for law enforcement and trained an additional 250 border police on victim identification and 20 officers on specific techniques for interviewing foreign trafficking victims. The government collaborated with other governments in the region to assist victims and arrest traffickers. While there were no specific reports of trafficking-related complicity, corruption and organized crime continued to hinder Croatia's anti-trafficking efforts.

Protection

In 2005, the government continued to provide all identified victims with shelter, and legal, medical, and psychological services as well as educational and vocational training; government assistance was not conditioned on victim cooperation in a trafficking case. The government continued to implement a national referral system, employing joint NGO-IOM-police "mobile teams" through which victims are identified and referred for assistance. Border police continued to follow a specific protocol outlining aggressive investigative techniques to identify trafficking victims transiting through Croatia, and referred cases involving potential trafficking victims to the Criminal Police Directorate for Organized Crime within the Ministry of Interior. Despite the government's efforts to train police and other front-line responders on victim identification, the number of trafficking victims identified in Croatia overall remains inadequate. As a result, only five victims were identified during the reporting period, a decrease from 18 identified the previous year. The government provided two victims with one-year residency permits in 2005. Victims have adequate protection if they choose to testify.

Prevention

In 2004, the government continued to monitor its anti-trafficking efforts via its anti-trafficking coordinator, and a working group that includes NGOs met regularly to discuss specific trafficking cases and programs. In 2005, the Government of Croatia funded two public awareness campaigns targeting potential victims among the general public and children. Law enforcement officials, specially trained in trafficking, participated in the comprehensive awareness campaigns, which included roundtables, local TV and radio spots, and print ads at train stops and billboards, all of which advertised the government's anti-trafficking hotline. In 2005, the Ministry of Interior developed a flyer, translated it into four languages, and distributed it at border crossings to potential trafficking victims. In December 2005, the government organized a series of seminars to educate journalists on trafficking issues, with a special emphasis on protection of victims' identity. During the reporting period, the government adopted a National Plan for Trafficking in Children.

CUBA (TIER 3)

Cuba is a source country for women and children trafficked for the purposes of sexual exploitation and forced child labor. The nature and extent of trafficking in the country is hard to gauge due to the closed nature of the government and a lack of non-governmental reporting.¹ However, Cuba is a major destination for sex tourism, which largely caters to hundreds of thousands of European, Canadian, and Latin American tourists. Cuba's thriving sex trade involves large numbers of minors and there is anecdotal evidence that state-run hotel workers, travel company employees, taxicab drivers, bar and restaurant workers, and law enforcement personnel are complicit in the commercial sexual exploitation of these children. There are also reports that Cuban women have been trafficked to Mexico for sexual exploitation, in addition to unconfirmed reports that Cubans are forced to work as deckhands on smuggling trips in order to pay off large smuggling debts. Cuban forced labor victims also include children coerced into working in commercial agriculture.

The Government of Cuba does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Information related to trafficking in Cuba is difficult to obtain because the Government of Cuba will not publicly release information and any attempt to engage the Government of Cuba is rebuffed as politically motivated. To improve its efforts to combat trafficking, the government should publicly acknowledge that trafficking occurs and make efforts to investigate, prosecute, and convict those who are abusing women and children in the sex trade.

Prosecution

The government has no anti-trafficking law enforcement policy and there were no investigations, arrests, prosecutions, or convictions of traffickers over the period covered by this report. The Cuban penal code provides penalties for trafficking-related crimes; however, the Cuban Government does not provide information on the actual enforcement of these laws. Article 302 of the Cuban penal code provides for penalties ranging between four and 20 years for inducing or promoting prostitution. Penalties are increased to 20 to 30 years if the act involves facilitating a person's entry to or exit from the country. Article 316 provides penalties of seven to 15 years' imprisonment for the trafficking of minors. Cuba also has laws against forced labor and sexual exploitation. Despite the presence of laws that may be used to prosecute traffickers, it is not known if any such laws resulted in a prosecution or a conviction during the reporting period.

There were no known investigations or prosecutions of public officials for complicity in trafficking during the reporting period.

Protection

Cuban Government efforts to aid trafficking victims were not seen or reported over the last year. Victims are punished for unlawful acts committed as part of their being trafficked; women and children in prostitution are occasionally sent to "reeducation" programs, and most are sentenced to several years in prison. Furthermore, "rehabilitation centers" for women and children engaged in prostitution (some of whom may be trafficking victims) are not staffed with personnel who are trained or equipped to adequately care for potential trafficking victims. Additionally, there is evidence to suggest that such rehabilitation centers are in fact the equivalent of prisons and do not provide any necessary services to the women and children housed there. There is no coordination on trafficking-related matters with international organizations or NGOs operating in the country.

Prevention

The government undertakes no information campaigns to prevent trafficking for sexual exploitation, and does not officially admit that Cuba has a trafficking problem. There are passing references to trafficking-related issues in a National Action Plan for Youth and Adolescents, but nothing specific regarding the prevention of trafficking or how to address the growing numbers of children engaged in prostitution in the country.

¹The Cuban Government does not tolerate independent NGOs and most are in fact operating under the direction of the Cuban government.

CYPRUS (TIER 2 WATCH LIST)

Cyprus is primarily a destination country for a large number of women trafficked from Eastern and Central Europe for the purpose of sexual exploitation. Other countries of origin include the Philippines and the Dominican Republic. Traffickers continued to fraudulently recruit victims for work as dancers in cabarets and nightclubs on short-term "artiste" visas, for work in pubs and bars on employment visas, or for illegal work on tourist or student visas. Traffickers often rotated victims between different cabarets in cities throughout Cyprus. There were credible reports of female domestic workers from India, Sri Lanka and the Philippines forced to work excessively long hours and denied proper compensation.

The Government of Cyprus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Cyprus has been placed on Tier 2 Watch List because of its failure to show evidence of increasing efforts to address its serious trafficking for sexual exploitation problem. While there were seven convictions using prostitution and sexual exploitation laws, the government failed to utilize its anti-trafficking legislation during the reporting period. The government did not proactively implement its National Action Plan, nor did it formally open a trafficking shelter. The government slightly decreased the number of "artiste" visas issued in 2005, but failed to fulfill its commitment to abolish this visa category. The government should assign a clear political priority to fighting trafficking immediately. It should start prosecuting trafficking crimes. As

promised in the National Action Plan, the government should significantly reduce the number of "artiste" visas and abolish this visa category to prevent further exploitation of trafficking victims in Cyprus. It should produce and launch a national public awareness campaign to reduce demand for trafficking victims in Cyprus. The Cypriot Government should complete, proactively implement, and distribute its standardized handbook for screening and referral of victims and ensure its wide distribution to all foreign workers entering Cyprus.

Prosecution

In 2005, the Government of Cyprus failed to sustain the anti-trafficking law enforcement momentum started in the previous year. The government finalized its proposed laws on trafficking but has not yet introduced them to Parliament; this proposed legislation would abolish the "artiste" visa and expand Cypriot law to include other forms of trafficking. In 2005, the Cypriot police arrested an increased number of traffickers. While the government convicted seven suspects on charges related to prostitution, it was unable to confirm whether a trafficking element was involved. In March 2006, the Council of Ministers introduced amendments to its current immigration law to the House of Representatives, which would harmonize it with EU directives to combat human trafficking. During the reporting period, the government cooperated in five international trafficking investigations and responded to requests for assistance from source countries. During the year the press reported that at least 19 officers have been implicated in corruption cases, at least two of which were related to prostitution or possible trafficking. To combat police corruption, the Council of Ministers appointed an independent body to investigate police corruption in April, 2006, but failed to investigate reports of trafficking-related corruption.

Protection

The Government of Cyprus did not demonstrate tangible progress in providing protection and assistance to victims of trafficking in 2005. It fell short of targets established by the government's own National Action Plan. Although the government procured funding, obtained permits and signed a lease for a shelter for trafficking victims, it failed to open it during the reporting period. The anti-trafficking unit informally referred victims to an NGO shelter in Limassol, but the government did not establish a formalized screening and referral process. The government's Welfare Services provided financial aid, counseling and temporary shelter to 36 victims for up to three weeks in subsidized homes for the elderly. Although the planned 2004 standardized internal guidelines on victim identification and referral were completed and sent to all ministries for final review, they have yet to be printed or distributed. The government cooperated with NGOs in preparing the new immigration legislation and handbook. During the reporting period, the police identified 55 victims of trafficking, 42 of whom testified or pressed charges against their traffickers. Identified victims were offered legal alternatives to their removal and were allowed to remain in the country in order to testify. In the absence of a formal screening process, some unidentified victims continued to be at risk of deportation.

Prevention

The Government of Cyprus made some limited progress in implementing prevention elements of its National Action Plan in 2005. The government printed 60,000 trafficking prevention leaflets in four languages for those entering Cyprus on "artiste" visas, and began distributing these at immigration police offices and at airports. Although the government funded a promised demand-oriented public awareness campaign, it has yet to conduct any large scale campaigns to generate public awareness about the role customers play in contributing to trafficking in Cyprus. The government drafted a pamphlet in Greek for all foreign workers entering Cyprus on other work

visas, but has yet to print or distribute it. It issued 4,000 new "artiste" visas in 2005, a 13 percent decrease from the previous year.

Area Administered by Turkish Cypriots:

The northern part of Cyprus is governed by a Turkish Cypriot administration that has declared itself the "Turkish Republic of Northern Cyprus" ("TRNC"). The United States does not recognize it, nor does any other country, except Turkey.

The area administered by Turkish Cypriots is a destination for women trafficked from Eastern and Central Europe for the purpose of sexual exploitation. Reportedly, men were trafficked to work in the construction industry. There are continued indications that it is also used as a transit point for persons trafficked into forced labor into the EU.

The area administered by Turkish Cypriots does not have a law that specifically prohibits trafficking in persons. In 2005, all potential trafficking cases were tried on the charge of "living off the earnings of prostitution." Persons convicted under this law can receive a maximum sentence of two years in prison. This is not commensurate with the penalties for other similar crimes in the area administered by Turkish Cypriots, such as rape. Police arrested 25 suspects, prosecuted 16 cases and convicted nine suspects, all of whom paid minor fines. In 2005, 1,031 "artiste" visas were issued to women working in 46 nightclubs, and as of January 2006, 378 foreign women were working in this area. In 2005, immigration police repatriated 150 women who wished to curtail their nightclub contracts. Police corruption remained a problem; in May 2005, two police officers were questioned on suspicion of involvement in a false visa ring but no arrests were made. In 2006, Turkish Cypriots established an anti-trafficking hotline, but have not publicized it. Turkish Cypriots should take proactive steps to train law enforcement and other front-line responders on victim identification techniques, including the key difference between trafficking and smuggling — exploitation.

CZECH REPUBLIC (TIER 2)

The Czech Republic is a source, transit, and destination country for women from the former Soviet Union, China, and Vietnam trafficked to and through the Czech Republic for the purpose of sexual exploitation. Czech women are trafficked to Germany, Austria, the Netherlands, and Scandinavia. The Czech Republic is a transit and destination country for men and women trafficked from Ukraine, Belarus, China, Vietnam, India, and North Korea for the purposes of labor exploitation. IOM reported in 2005 that labor trafficking is a growing problem in the Czech Republic. Ethnic Roma women remain at the highest risk for trafficking within the country.

The Government of the Czech Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Czech Republic is placed on Tier 2 because of inadequate sentences for traffickers and concerns over forced labor. The North Korean (D.P.R.K.) regime provides contract labor for private industry in the Czech Republic. There are allegations that this labor is exploitative, specifically that the D.P.R.K. government keeps most of the wages paid to the North Korean workers and that workers' movement is controlled by D.P.R.K. government 'minders.' The Czech Government has conducted four investigations since 2004 and

continues to investigate the North Korean workers' presence in the Czech Republic. To date, however, it has not confirmed that they enjoy freedom of movement away from D.P.R.K. government 'minders' and are not subject to other coercive practices, such as the collection of a majority of the workers' salaries by D.P.R.K. officials. While concerns remain over efforts to combat forced labor and trafficking sentences, the government continued to provide excellent victim protection and assistance services as well as funding to all local NGOs with trafficking assistance programs. Law enforcement efforts also showed steady improvement. Several hundred police were trained in trafficking awareness and victim identification. The government should ensure that more convicted traffickers serve time in prison, and establish clear internal guidelines for police and prosecutors to successfully investigate and prosecute labor trafficking cases. The government should vigorously investigate all reports of suspected labor trafficking and regulate the practice of labor brokers that recruit guest workers to work in the Czech Republic. To this end, the government should implement recommendations made under the National Strategy to increase the number of police in the Organized Crime Unit. More labor inspectors should be given mandatory training on trafficking and on identifying labor trafficking victims.

Prosecution

The government demonstrated some progress in its anti-trafficking law enforcement efforts over the past year. During the reporting period, police conducted 18 trafficking investigations, down from 30 in 2004. There were 12 trafficking prosecutions resulting in 20 convictions. This total is up from 12 convictions in 2004. Additionally, 52 traffickers were prosecuted and convicted of offenses relating to but not specifically for trafficking in 2005. Although the number of prosecutions increased, the majority of convicted traffickers continued to receive suspended sentences. During the reporting period, only eight traffickers received prison sentences; twelve convicted traffickers received suspended sentences. The government sponsored several trainings for prosecutors and judges to improve prosecutions and increase prescribed sentences during the reporting period. Although there were no reports of institutional involvement in trafficking by Czech Government agencies, NGOs reported allegations of individual cases of corruption within the Czech Alien and Border police. There were 90 convictions of police and border officers for corruption in 2005, though the Czech government could not confirm any cases related to trafficking.

Protection

The government demonstrated significant efforts to protect and assist victims. The government permanently funds a victim assistance program that provides comprehensive victim protection. Victims choosing to cooperate with authorities may receive temporary-stay visas and are provided with health care, financial support, housing, additional counseling, job-placement assistance for foreign victims, and vocational training for repatriated Czech victims. Upon completion of legal proceedings, victims may choose to apply for permanent residency in the Czech Republic. Two victims were granted permanent residency during the reporting period. Beginning in 2005, victims granted a temporary stay visa were allowed to receive work permits. During the reporting period, 17 victims enrolled in the victim assistance program. The government also funds an IOM repatriation program for victims from Georgia and Moldova.

Prevention

Prevention efforts were adequate during the reporting period. As part of its demand reduction program, the government funded a study of prostitution clients and the demand for sexual services in the country. The Foreign Ministry continued its anti-trafficking education programs and provided

trafficking information to persons applying for Czech visas in countries identified as sources of trafficking. In addition, consular officers received a new instructional manual on trafficking and some consular officers were provided training to identify potential victims. The government carefully monitored migration patterns for evidence of trafficking.

DENMARK (TIER 1)

Denmark is primarily a transit and destination country for women and children trafficked from Ukraine, Moldova, Russia, the Baltic States, Thailand, and Nigeria for the purpose of commercial sexual exploitation. In 2005, there was one reported case of internal trafficking. Most cases of child trafficking involved the commercial sexual exploitation of young women aged 14 to 18. The government recognizes that trafficking is a problem in Denmark.

The Government of Denmark fully complies with the minimum standards for the elimination of trafficking. Denmark has shown considerable progress in addressing the problem of trafficking both internally and abroad. The government collaborates well with civil society organizations in addressing trafficking issues. In September 2005, the government amended its National Action Plan to bring greater attention to the trafficking of children. Government services offered to victims immediately upon their identification are sufficient. In order to provide more protection to victims who are returned to source countries, the Danish government should consider extending the 15-day stay currently offered to victims, as well as adopt legal alternatives to the removal of victims who may face retribution or hardship upon repatriation. The government should also centrally compile and maintain more comprehensive data regarding investigations, prosecutions, convictions, and sentences.

Prosecution

The Government of Denmark showed continued progress in its anti-trafficking law enforcement efforts. Danish police conducted more than 30 trafficking investigations. In 2005, the government prosecuted four trafficking cases using its anti-trafficking law and 26 trafficking cases using its procurement law. Three people were convicted under the anti-trafficking law and 57 traffickers were convicted under the sexual procurement law. There was no comprehensive data provided on the specific sentences prescribed to traffickers; however, Danish law provides that all traffickers serve time in prison. No traffickers received suspended sentences. The government provided specialized training for authorities on how to recognize, investigate, and prosecute instances of trafficking. The National Police maintained a website with up-to-date information on trafficking that is accessible by the police. The government regularly cooperated with neighboring countries on joint investigations. While victims were encouraged to assist in investigations and prosecutions, few victims were willing to testify for fear of retribution upon their repatriation or against their family members in their home country.

Protection

The Danish Government's efforts to provide care for victims of trafficking improved during the reporting period. The government continued to fully fund three organizations that provided services for actual and potential victims. In 2005, one organization provided support for 60 trafficking victims, an increase from 29 in 2004. When police raided brothels or suspected

trafficking rings, they often included social workers to assist victims onsite. Victims received immediate medical care and counseling. The newly introduced trafficking in children appendix to the National Action Plan provides for greater NGO support to minors, including the appointment of a guardian for each minor. Victims found in violation of immigration law are neither jailed nor fined and are offered a 15-day stay before repatriation during which they receive health care, counseling, and shelter. If these victims do not voluntarily return to their countries of origin, they are barred from re-entry to Denmark for one year. The government is aware that some victims may face hardship or retribution upon repatriation. Danish organizations attempt to arrange NGO care for these victims upon re-entry in their country of origin; however, the government is often unable to make such arrangements due to the underdeveloped NGO systems in many source countries.

Prevention

Denmark continued its progress in trafficking prevention. The government adequately monitored its borders and cooperated with other EU member states to prevent suspected criminals from entering Denmark. The government allocated \$162,000 for an information campaign that targets the demand for trafficking and increases public awareness; the campaign will be launched in fall 2006. The government funds social organizations that regularly held information and outreach campaigns in local regions for both child and adult trafficking.

DJIBOUTI (TIER 2 WATCH LIST)

Djibouti is a source, transit, and destination country for women and children trafficked for the purposes of sexual exploitation and possibly forced labor. Small numbers of girls are trafficked to Djibouti from Ethiopia, Somalia, and the self-proclaimed Republic of Somaliland for sexual exploitation; economic migrants from these countries also at times fall victim to trafficking upon reaching Djibouti City or the Ethiopia-Djibouti trucking corridor. A small number of girls from impoverished Djiboutian families also engage in prostitution as a means of income, and they may be victims of trafficking. Children in prostitution are found on the streets or in brothels. Individuals acting as pimps or protectors are frequently used to set up transactions; older children reportedly force younger children to engage in prostitution and then collect their earnings. Women and children from neighboring countries reportedly transit Djibouti for Arab countries, Somalia, and Somaliland for ultimate use in forced labor or sexual exploitation.

The Government of Djibouti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Djibouti is placed on Tier 2 Watch List because the determination that it is making significant efforts is based partly on the government's commitments to undertake future steps over the coming year, particularly in regard to drafting and passing a comprehensive anti-trafficking law. To begin combating trafficking in Djibouti, the government should initiate anti-trafficking legal reform, begin to educate government officials and the general public on the issue of trafficking in persons, and establish a mechanism for providing protective services to trafficking victims, particularly through the forging of dynamic partnerships with NGOs and associations already engaged in child protection activities.

Prosecution

The Government of Djibouti showed negligible efforts to punish acts of trafficking during the reporting period. Djibouti does not have a specific law prohibiting trafficking in persons, though laws against pimping and unpaid labor could potentially be used to prosecute trafficking cases. There were no prosecutions of traffickers during the year. The Brigade des Moeurs (Vice Police) is responsible for confronting the problem of children in prostitution; the brigade conducts nightly patrols of the bars in Djibouti City for persons under 18 years of age. In 2004, the brigade arrested 412 children in prostitution; 255 of these children were Ethiopian and 152 were Somali. Children under the age of 18 arrested for prostitution are typically charged with a misdemeanor crime as opposed to the full criminal charge prostitution normally carries; these girls are usually released. Police stations were, at times, used as temporary shelters for children while they waited for expedited court hearings. The government did not provide any specialized training for government officials in trafficking recognition or in the provision of assistance to trafficking victims.

Protection

There were no government efforts to protect victims of trafficking during the reporting period. Victims could, in theory, receive the same medical care available to victims of other crimes, but there were no known cases of this happening. The government punishes trafficking victims for unlawful acts they have committed as a direct result of their being trafficked. The government also failed to offer legal alternatives to the removal of foreign trafficking victims to countries where they could face hardship or retribution. Undocumented foreign trafficking victims are deported by truck to their country of origin. Djiboutian victims are returned to their families. During the year, the police reportedly turned some street children over to two child protection NGOs for care; no further information on these activities is known.

Prevention

There is minimal understanding within the Djiboutian political hierarchy of what constitutes trafficking in persons. The government did not conduct anti-trafficking public education campaigns during the reporting period. The Labor Inspector's Bureau, which consists of one Inspector and six Controllers, lacks funding and has limited reach; the current state of labor inspection makes it nearly impossible to accurately assess labor conditions, including those potentially involving trafficking for forced labor, throughout the country. Both vulnerable Djiboutian women and Djiboutian trafficking victims could potentially take advantage of available micro-credit loans that assist poor women in starting income-generating activities.

DOMINICAN REPUBLIC (TIER 2)

The Dominican Republic is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. IOM estimates that 50,000 Dominican women work in prostitution around the world and that an estimated one-third of these women are trafficking victims. Other international organizations estimate that between 30,000 and 50,000 Dominicans are victims of trafficking. Dominican women are often recruited through acquaintances or family networks, and by means of false promises and misleading employment advertisements. Many are unaware of the true nature of the work, the coercive demands that later will be made of them, or the amount of money they will receive. The primary destinations include Argentina, Australia, the Netherlands, Brazil, Costa Rica, the Netherlands Antilles, Germany, Greece,

Italy, Japan, Panama, Suriname, and Switzerland. There is also significant internal trafficking of women and children from rural areas to cities and tourist districts. Haitians are trafficked to the Dominican Republic to work in the sugarcane industry in shantytowns, referred to as "bateys." The conditions in the bateys are substandard; in some bateys, armed guards reportedly kept workers' clothes and documents.

The Government of the Dominican Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Dominican Republic has undertaken modest improvements to combat trafficking throughout the country, but much more should be done to address corruption, which often impedes investigations and law enforcement efforts in the country. Additionally, more attention should be given to identifying and aiding potential Haitian victims of trafficking. Increased efforts in victim protection are also necessary, and the government should work to increase funding to those agencies and organizations that are providing shelters and social services to trafficking victims.

Prosecution

The Dominican Republic's anti-trafficking law enforcement efforts increased over the reporting period, and the government made significant efforts to provide trafficking-related law enforcement data. The Dominican Republic has an anti-trafficking law, enacted in 2003. The law addresses both alien smuggling and trafficking in persons, and provides for penalties from 15-20 years' imprisonment and fines of 175 times the minimum wage. This law was used to convict seven individuals over the reporting period. There are also a number of related criminal laws that may be used against traffickers. During the reporting period, the government closed several brothels where children were being exploited, and convicted one of the brothel owners, sentencing him to five years' imprisonment. The government also secured convictions of four other trafficking defendants under its anti-trafficking law. These convictions resulted in 15-year prison terms for each defendant and 24 children were rescued from a brothel as a result. Child trafficker Maria Martinez Nunez, who had been awaiting trial since 2002, was also convicted. According to the Attorney General's Office, there are an additional 10 prosecutions underway. There were no reported investigations or prosecutions of public officials for complicity in trafficking despite widespread reporting of such corruption.

Protection

The government's efforts to protect victims of trafficking continued to be hampered by a lack of resources. Under the anti-trafficking law, victims are entitled to housing, medical care, and access to educational and other services. There are no shelters in the country specifically aimed at assisting trafficking victims; resource constraints make it difficult to fulfill this aspect of the law. The government's social services agency (CONANI) runs seven shelters in the country that may aid child trafficking victims. In addition, the government provides some funding to the Adoratrices Center, a religious organization that is coordinating with IOM to rehabilitate trafficking victims and provide them with vocational training. Adult trafficking victims are generally referred to IOM or to anti-trafficking NGOs. An important aspect of anti-trafficking efforts is the government's professional development institute (INFOTEP), which provides job training to trafficking victims. The government has also stepped up efforts to control the Haitian border, and some advocates believe this has lowered the number of Haitians trafficked into the country. The government continues to deny birth certificates to Haitians born in the Dominican Republic, which leaves them more vulnerable to traffickers and also leaves them without access to certain services in the Dominican Republic.

Prevention

The government acknowledges that trafficking is a problem and has established anti-trafficking units in the Attorney General's office, the National Police, the Migration Directorate, and the Secretariat of Foreign Relations. The government sponsored several education and prevention campaigns, including "La Ley Pega Fuerte" ("The Law Strikes Hard"), with posters and brochures that highlight the legal consequences of trafficking in persons. The government also held and participated in international seminars aimed at preventing trafficking, including a program designed to provide job training for youth at risk of trafficking. An October program in Boca Chica, a known hotspot for sex tourism, reached 400 adolescents.

EAST TIMOR (TIER 2)

East Timor is a destination country for women trafficked for the purpose of sexual exploitation. There are also unverified reports of men trafficked for forced labor. The majority of women trafficked to East Timor are from Thailand, Indonesia, the Philippines, and the P.R.C. Within the country, there is internal trafficking of women and girls from rural areas to the capital, Dili, for commercial sexual exploitation. There are reports indicating that the decline in the international peacekeepers' presence has resulted in a decrease in the number of foreign trafficking victims.

The Government of East Timor does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The East Timorese government collaborated with NGOs and regional and international bodies, but it continued to have difficulty distinguishing trafficking victims from illegal migrants. While the government suffers from a lack of adequate financial resources, it also lacks political will to combat trafficking. The Government of East Timor should concentrate on arresting and prosecuting traffickers, improving victim protection measures, and raising awareness of trafficking. The government should also adopt a strong and comprehensive anti-trafficking law.

Prosecution

The Government of East Timor's law enforcement efforts against trafficking were minimal over the last year. There were no arrests or prosecutions of traffickers; the government did not compile information on law enforcement efforts. East Timorese authorities did not conduct investigations or raids over the last year. East Timor has basic legislation that criminalizes internal and external trafficking and is in the process of finalizing a new penal code that will criminalize the activities of pimps and brothel owners/operators. The Immigration and Asylum Act of 2003 criminalizes all forms of trafficking but penalties are less severe than penalties for rape and forcible sexual assault. There is a lack of coordination between prosecutors and the police, and law enforcement officials generally lack training. Despite rumors of law enforcement officials' complicity in trafficking, there were no reported prosecutions of corrupt officials related to trafficking.

Protection

The East Timorese government, lacking adequate resources, did not provide protection and assistance to trafficking victims during the reporting period. The government has a working group to focus on trafficking and coordinate with NGOs and international organizations. While some trafficking victims were repatriated through the help of their embassies and international

organizations, most victims were charged and deported for prostitution and immigration violations. The Ministry of Labor and Community Reinsertion has informally collaborated with a local NGO, "Organization of Timorese Women," which has worked to identify and help potential domestic trafficking victims free themselves and find work outside of the sex industry. The government did not fund foreign and domestic NGOs but continued to refer victims to international organizations and NGOs that run programs providing protection for victims of trafficking.

Prevention

The Ministry of Labor, in collaboration with IOM, hosted a pre-departure training program for a group of Timorese nationals going to South Korea as part of a bilateral labor agreement; the training included a session aimed at raising the participants' awareness of the threat of trafficking. The government has considered, but not developed, a national action plan to address trafficking. The East Timorese government did not place a priority on trafficking prevention programs although it continued to recognize that trafficking is a problem.

ECUADOR (TIER 2)

Ecuador is a source, transit, and destination country for persons trafficked for the purposes of sexual and labor exploitation. Many victims are children trafficked for sexual exploitation. Ecuadorians are trafficked to Western Europe, particularly Spain and Italy, and Colombia and Venezuela. Traffickers also move Colombian women and girls to Ecuador for exploitation in prostitution. However, most victims are trafficked within the country's borders. Child sex tourism is also a problem.

The Government of Ecuador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Ecuador moved from Tier 3 to Tier 2 as a result of clear progress in several key areas. The government enacted anti-trafficking legislation and took steps to identify trafficking situations, arrest and prosecute traffickers, assist victims, and raise public awareness. The government should provide sufficient staff, training, and resources to ensure that traffickers face prompt prosecution, and it should continue working with civil society to train officials, raise public awareness, and improve protection for victims.

Prosecution

The Government of Ecuador made significant progress in identifying and punishing acts of trafficking during the reporting period. A trafficking law passed in June 2005 prohibits all forms of trafficking, raises the legal age for prostitution to 18, and establishes sentences of up to 35 years in prison. Since enactment of the law, trafficking investigations have increased. A 10-member investigative unit in DINAPEN, the national police agency charged with protecting children, and a special police intelligence unit dedicated to actions against trafficking and alien smuggling, actively pursue trafficking investigations. The Attorney General's office reported 41 arrests and 15 trafficking cases involving adolescent Ecuadorian and foreign girls and women trafficked for sexual exploitation that reached some stage of prosecution during the reporting period. One trafficker was sentenced to nine years' imprisonment in June 2005. An official has been tasked with tracking data on trafficking cases, and the Attorney General appointed special prosecutors in Quito and Guayaquil to handle trafficking cases. Although corruption is a problem in general, there were no reports of government officials involved in or prosecuted for trafficking.

Protection

The Ecuadorian Government stepped up efforts to identify and assist trafficking victims during the reporting year. The Victim and Witness Protection Program, administered by the Public Ministry, assisted 32 trafficking victims. Although the Program is not uniquely designed for trafficking victims, it works with government agencies and NGOs to provide shelter, police protection, psychological and medical care, economic assistance, employment assistance, and educational support for children to victims willing to assist in investigations and prosecutions. The Program provided funds to, and had contractual agreements with, NGOs and other service providers. There were no reports of victims jailed or deported. The government assisted in the repatriation of one victim from the United States.

Prevention

The government launched a national public awareness campaign in January 2006 and made significant efforts to prevent trafficking in the latest months of the reporting period. Government leaders, including the President, the First Lady, and cabinet members brought national attention to the country's trafficking problem. The National Institute for Children and Family, headed by the First Lady, led initiatives that spread awareness through radio, television, skits, information booths at concerts and fairs, buttons, shirts, and billboards. The government also reached agreements with several private companies to include anti-trafficking messages at public theaters, through fliers distributed with bank and credit card statements, and on board local air flights. The Ministry of Foreign Affairs trained key officials in Machala and Quito, and provided guidance to Ecuador's embassies on trafficking and how to assist Ecuadorian victims. The government worked closely with NGOs and international organizations to provide training to officials throughout the country regarding new national laws against trafficking.

EGYPT (TIER 2 WATCH LIST)

Egypt is a transit country for women trafficked from Eastern Europe – primarily Uzbekistan, Moldova, Ukraine, and Russia – to Israel for the purpose of sexual exploitation. These women generally arrive in Egypt through air and seaports as tourists and are subsequently trafficked through the Sinai Desert by Bedouin tribes. Men and women from sub-Saharan Africa and Asia are similarly believed to be trafficked through the Sinai Desert to Israel and Europe for labor exploitation. Bedouins, who are very knowledgeable of desert routes and methods of avoiding detection, routinely rape and abuse victims during journeys that can take up to two months to complete. In addition, some Egyptian children from rural areas are trafficked within the country to work as domestic servants or laborers in the agriculture industry.

The Government of Egypt does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Egypt is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to address trafficking over the past year, particularly in the area of law enforcement. The government failed to conduct an assessment of the trafficking situation, or to draft a planned comprehensive anti-trafficking law, and had few trafficking prosecutions during the year. In 2005, however, Egypt improved training for border security officials to prevent smuggling and trafficking, and incorporated innovative tools to interdict traffickers as they travel through the Sinai Desert. Egypt should take proactive measures to

investigate trafficking and increase prosecutions of Egyptians involved in trafficking rings. The government should also improve its cooperation and communication with source and destination country governments.

Prosecution

Over the year, Egypt made modest progress in its law enforcement efforts against traffickers. Egypt does not have a law specifically criminalizing human trafficking, and despite reports in 2004 that an anti-trafficking law was forthcoming, none has yet been presented to the Parliament for ratification. While other sections of the criminal code can be used to prosecute trafficking offenses, there were no reported prosecutions in 2005. According to State Security officials, the government has reportedly increased prosecutions against travel agencies complicit in the trafficking of women through Egypt. In a possible trafficking case, a criminal court in South Sinai in February 2005 convicted an Egyptian man of attempting to smuggle five Russian and Moldovan women to Israel. He was sentenced to 3.5 years in prison. Egypt should increase its investigations against Bedouin tribes involved in human smuggling and trafficking and should improve communication with source and destination countries to provide information relevant to interdicting trafficking rings. The government should also assess the level of trafficking of children for domestic or agricultural servitude and prosecute their traffickers.

Protection

Egypt took some modest measures to protect victims of trafficking this year. The government does not have a systematic mechanism to connect trafficking victims with organizations providing assistance, but does generally refer victims to IOM and their embassies to aid in their care and repatriation. Egypt also provides food, health care, and lodging to some victims on an ad hoc basis through the Ministry of Health. The government should improve its screening system at the border to ensure that trafficking victims are not detained with illegal migrants or deported without receiving victim assistance. The government does not offer legal alternatives to the removal of victims to countries where they face retribution or hardship.

Prevention

During the year, Egypt made significant progress in preventing trafficking through the Sinai Desert to other destinations. In particular, in response to terror bombings in Sinai, the government made a concerted effort to increase security in the Sinai, especially with regard to alleged illegal activities by Sinai Bedouin tribes, which include trafficking of persons. Border officials participated in training aimed to improve their skills in interdicting traffickers. They also employed Bedouin trackers and sophisticated technology such as night-vision goggles to enhance their ability to capture Bedouin traffickers in the desert. In addition, the government increased scrutiny at major airports in Cairo and Sharm el Sheikh to prevent traffickers from entering the country. The government should institute a public awareness campaign to educate employers on the rights of children working in their homes or in the agriculture industry.

EL SALVADOR (TIER 2)

El Salvador is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. El Salvador is also a source country for forced labor. Salvadorans

are trafficked to Guatemala, Mexico, and the United States. Salvadoran women and children are also trafficked internally from rural to urban areas for exploitation in prostitution. The vast majority of foreign victims are women and children from Nicaragua and Honduras trafficked for sexual exploitation.

The Government of El Salvador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities maintained momentum in implementing anti-trafficking laws and improving efforts to protect victims and work with countries of origin to achieve safe and orderly repatriations. The government should expand victim protection, improve cooperation between police and prosecutors to achieve better success against traffickers, and work with NGOs and the media to sustain public awareness of the trafficking problem.

Prosecution

The Government of El Salvador made modest law enforcement progress against traffickers during the reporting period. Salvadoran law criminalizes all forms of trafficking in accordance with international standards and specifies penalties of up to eight years' imprisonment that are increased by one-third in aggravated circumstances. During the reporting year, police arrested 17 individuals for trafficking and prosecutors obtained four convictions with sentences ranging from three to eight years in prison. The government also demonstrated its commitment to cooperate in international trafficking investigations by working with the Governments of Belize, Guatemala, and Nicaragua on trafficking cases throughout the year.

Protection

The government made notable improvements in victim protection, particularly in the treatment of foreign victims, during the reporting period. Victims' rights were generally respected; all victims had access to medical and psychological care; and foreign victims were not deported. The Ministry of Foreign Affairs worked with its counterparts in countries of origin to effect orderly repatriations, or offered refugee status to foreign victims with a credible fear for their life should they return home. The Government of El Salvador signed memoranda of understanding with Mexico and Guatemala to facilitate repatriation of trafficking victims. A lack of resources prevented the government from funding NGOs that work with victims. Child victims were placed with child protective services and offered shelter, counseling, and medical assistance. The social services unit of the police service operated a provisional shelter and returning Salvadoran victims received temporary shelter through a program that assists recently deported Salvadorans. The government still needs to address the lack of both adequate witness protection and long-term shelter for victims.

Prevention

The government made little progress in its prevention efforts during the reporting period. New efforts focused on training consular officials. In early 2006, the government hosted a regional trafficking conference to train consular officials on identifying and assisting trafficking victims. The government also developed a trafficking handbook for its consular officers. The government relies heavily on NGOs, the ILO, and IOM for anti-trafficking initiatives but usually funds a small portion of project costs.

EQUATORIAL GUINEA (TIER 2 WATCH LIST)

Equatorial Guinea is a transit and destination country for women and children trafficked for forced labor, involuntary domestic servitude, and commercial sexual exploitation. Children are trafficked from surrounding countries -- primarily Benin, Nigeria, Mali, and Cameroon -- to work in the agricultural and commercial sectors of Malabo and Bata, where demand is high due to a booming oil sector. Children work as farmhands, street vendors, and household servants. Girls and women are trafficked for commercial sexual exploitation from Cameroon, Togo, Nigeria, and China to Malabo and Bata.

The Government of Equatorial Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Equatorial Guinea is placed on Tier 2 Watch List for its failure to provide adequate evidence of concrete measures to address trafficking over the past year. The government's initial progress made in the prior year appears to have stalled. Specifically, the government made insufficient law enforcement and victim protection efforts, despite having substantial resources. The government, however, conducted some anti-trafficking awareness campaigns and adopted a national anti-trafficking action plan. Additionally, the government launched a campaign to shut down unlicensed foreign shopkeepers in Equatorial Guinea intended, in part, to reduce the incidence of child trafficking. To strengthen its anti-trafficking efforts, the government should educate law enforcement and government officials about its trafficking legislation and increase victim protection efforts.

Prosecution

The Government of Equatorial Guinea made minimal law enforcement efforts to combat trafficking during the reporting period. Although Equatorial Guinea enacted an anti-trafficking law in 2004, the government was unable to report any trafficking arrests or prosecutions during the reporting period. The President of the Supreme Court held a weeklong workshop for all the judges in the country on family law that included seminars on trafficking. The government also passed decrees stating that parents of children working at night would be arrested. The government does not provide law enforcement officials with training on trafficking and has not been active in investigating trafficking cases. Equatorial Guinea has no system of monitoring immigration or emigration patterns for evidence of trafficking or for collecting trafficking crime statistics. The government did not report any investigations or prosecutions of public officials complicit in trafficking.

Protection

Equatorial Guinea provided insufficient protection and care to trafficking victims during the reporting period. The government currently has no facilities for providing care to victims, although the new anti-trafficking action plan calls for the creation of shelters. Equatorial Guinea lacks a screening and referral system to identify and transfer victims found by government officials to NGOs providing victim care. While the government has expressed willingness to support a local NGO shelter, the shelter has not yet received assistance. The government reports that it supports two additional NGO shelters, but has not released details about the extent of its contribution. The government, however, does assist in the repatriation of foreign victims to their home countries.

Prevention

Equatorial Guinea continued to make modest efforts to prevent trafficking during the reporting period. The government conducted several awareness-raising campaigns, including a radio campaign about the anti-trafficking law. Equatorial Guinea adopted a national anti-trafficking action plan in February 2006.

ESTONIA (TIER 2)

Estonia is a source, transit, and destination country for women and children trafficked for the purpose of sexual exploitation. Estonian women and girls are trafficked to Finland, Sweden, Norway, and, to a lesser extent, other EU countries. Women from Russia, Latvia, and Ukraine are trafficked through Estonia to Nordic countries and some victims are believed to be transited to China. Women from Russia, Latvia, and Ukraine are also trafficked to Estonia primarily for sexual exploitation.

The Government of Estonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government showed clear political will during the reporting period to improve anti-trafficking efforts. In January 2006, the government adopted a National Action Plan to fight trafficking; the plan defines each ministry's responsibilities and allocates \$13,000 to be spent on government and NGO anti-trafficking efforts in 2006. The plan also created a national database that will provide reliable statistics and assist the government to more efficiently assess the trafficking problem in Estonia. In compliance with EU legislation, the government is expected to amend its law to no longer treat trafficking victims who are in Estonia illegally as immigrant cases and will provide temporary residence permits to such victims. The government should expand its public awareness campaigns to address demand; these campaigns should be targeted at foreign tourists.

Prosecution

While Estonia does not have any trafficking-specific laws, the criminal code prohibits enslavement, abduction, pimping, and offering or engaging minors for prostitution and sexual acts. The penalties for such acts range from five to 12 years' imprisonment. Estonia has successfully employed these statutes to prosecute traffickers. However, in a 2005 report IOM noted that courts find it relatively difficult to convict solely on the basis of enslavement because of the difficulty in proving that the victim had no opportunity to flee from the conditions of sexual exploitation or seek assistance from law enforcement agencies. Estonia increased its total number of trafficking convictions from nine in 2004 to 22 in 2005. The government used the anti-enslavement statute in two cases and successfully convicted seven traffickers. Five criminal cases for child prostitution were initiated, resulting in the conviction and sentencing of 15 traffickers with sentences ranging from three months to two years and three months. Estonia cooperates with neighboring countries, the United States, EUROPOL, and INTERPOL in trafficking investigations and prosecutions. In January 2006, the Ministry of Justice developed a registry of criminal procedures that provides an overview of all crimes related to trafficking; this will serve to aggregate and analyze trafficking-related cases and may aid authorities in improving their fight against trafficking.

Protection

The Government of Estonia continued to make progress in assisting and protecting trafficking victims. Victims are offered medical, psychological, legal, police, and social assistance. The Ministry of Social Affairs worked closely with local authorities and NGOs to provide victim assistance services. In 2005, the Ministry trained 35 victim assistance volunteers that operate in 16 towns across Estonia; they are paired with police and given workspace within police stations to facilitate victim identification and assistance. There are no trafficking-specific shelters, but there are three shelters for domestic violence victims that provide assistance to both adult and child trafficking victims. The government continued to work closely with NGOs that provide victim assistance and protection and provided some funding to IOM for the production of a victim assistance manual distributed to social workers.

Prevention

The government was active in raising trafficking awareness among government officials and institutions; during the reporting period, trafficking curricula were introduced at the Police Academy, Border Guard School, and Public Service Academy. Two law enforcement training activities were conducted. The government also held some training sessions in cooperation with NGOs for teachers, social workers, school psychologists, victim support specialists, counselors, and police. In 2005, five training sessions were held for soldiers serving in the Balkans, Afghanistan, and Iraq to enable them to better understand, recognize, and address trafficking while deployed abroad.

ETHIOPIA (TIER 2)

Ethiopia is a source country for men, women, and children trafficked for forced labor and sexual exploitation. Children and adults are trafficked within the country for domestic servitude and, to a lesser extent, for commercial sexual exploitation and labor, such as street vending. Small numbers of men are trafficked to Saudi Arabia and the Gulf States for low-skilled forced labor. Ethiopian women are trafficked to the Middle East, particularly Lebanon, for domestic servitude; other destinations include Egypt, South Africa, Sudan, and Djibouti. Small percentages of these women are trafficked for sexual exploitation. Transit countries for trafficked Ethiopians reportedly include Djibouti, Egypt, Kenya, Libya, Somalia, and Sudan.

The Government of Ethiopia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While Ethiopia's ongoing efforts to educate migrating workers about the dangers of trafficking and detect cases of child trafficking within the country are notable, its small number of prosecutions compared to the large number of investigations is a continued cause for concern. To further its anti-trafficking efforts, the government should improve the investigative capacity of police and enhance judicial understanding of trafficking to enable a greater number of successful prosecutions, and launch a broad anti-trafficking public awareness and education campaign.

Prosecution

The Ethiopian Government's law enforcement response to trafficking improved in 2005. In May, the government enacted a new penal code with improved anti-trafficking language that criminalizes most forms of human trafficking. Working with a local NGO, police monitored five key towns for possible trafficking. At security checkpoints throughout the country, the Immigration Authority verified the legality of migrants' travel documents. Border guards on the Bossaso route reported mass movements toward Somalia; the guards stopped travelers without proper documentation and issued warnings about the dangers of irregular migration. In 2005, 520 cases of child trafficking were reported, eight of which remained under investigation at year's end. Police referred 38 cases to the prosecutor's office: by the close of the reporting period, two resulted in conviction, 18 were pending prosecution, and 18 were closed for lack of evidence or because the defendant absconded. The low conviction rate for trafficking cases serves as a poor deterrent to traffickers, who can operate with relative impunity. In late 2005, police officers assigned to anti-child trafficking units in Addis Ababa were transferred from those duties to deal with recurring street disturbances. The Ministry of Labor (MOLSA), in

cooperation with the Airport Immigration Authority, prevented an unspecified number of labor migrants without valid employment contracts from departing for the Middle East.

Protection

The government provided limited assistance to trafficking victims over the last year. The child protection unit in each Addis Ababa police station collected information on rescued trafficked children to facilitate their return to their families; it also referred 262 girls to an NGO for care pending transport home. The Ethiopian consulates in Beirut and Dubai dispensed limited legal advice to trafficking victims and provided temporary shelter for victims awaiting funds to pay off abusive employers for their freedom. In 2005, MOSLA investigated 52 complaints filed by returnees and families of aggrieved employees by verifying employment agencies' reporting through the Ethiopian missions abroad: 45 complaints were determined to be unfounded, four were amicably resolved, and legal proceedings for contract violations began against labor migration agencies in three cases. Government authorities made no effort to interview returned victims about their experiences in the Middle East.

Prevention

Ethiopia's efforts to prevent international trafficking increased, but measures to increase awareness of internal trafficking were lacking. During the past year, the government tightened its implementation of foreign employment regulations, resulting in a trafficking route shift; more Ethiopian victims are reportedly transiting neighboring countries rather than flying directly out of the main airport. The Immigration Authority continued to provide printed information on trafficking to those applying for passports and required applicants to view a video on the dangers of human trafficking. MOLSA supervised the work of legal labor migration agencies through surprise inspections and required biweekly reports. In 2005, the number of registered agencies rose from five to 17, facilitating the travel of 6,200 workers to six countries. MOSLA, in conjunction with Ethiopian consulates in the Middle East, approved foreign labor contracts for an additional 1,345 workers; many Ethiopians still continue to seek international employment through black market channels. The inter-ministerial anti-trafficking committee convened regularly, but its activities were not disclosed. The counter-trafficking task force, chaired by the Ministry of Justice, was inactive for most of the reporting period.

FINLAND (TIER 1)

Finland is a transit and destination country for women and girls trafficked from Russia, China, and to a lesser extent from Moldova, the Caucasus, and Thailand, for the purpose of sexual exploitation. Victims are trafficked through Finland to other Nordic and Western European countries and to the United States. Finland is also a destination country for men and women trafficked from Russia, Estonia, Turkey, and Asia for the purpose of forced labor. Most victims are exploited in the construction industry, restaurants, and as domestic servants. In April 2005, authorities intercepted a bus of potential labor trafficking victims from Georgia; authorities believe these women were possibly being trafficked to Italy for the purpose of domestic servitude.

The Government of Finland fully complies with the minimum standards for the elimination of trafficking. The government has made significant strides in its over-all anti-trafficking efforts.

Finland implemented its comprehensive victim protection program under its 2005 national action plan, established a victim referral mechanism to ensure victims are referred to NGO-run shelters, intensified its prevention efforts both domestically and in source countries, and ceased its deportation of trafficking victims. The government could further improve victim care by providing trafficking-specific training to victim counselors and finalizing plans to issue temporary residence permits to victims. Finland should also consider creating a formal witness protection program and providing additional training for prosecutors and judges on how to effectively utilize the new anti-trafficking laws in addition to strengthening the penalties assessed to convicted traffickers.

Prosecution

The government improved its law enforcement efforts. During the reporting period, police conducted five trafficking investigations resulting in four prosecutions. Although prosecutors did not use Finland's new anti-trafficking law in 2005, four traffickers were convicted using other criminal statutes. The four convicted traffickers, including two Korean nationals, one Chinese national, and one Russian national were involved in transit cases. Sentences for convicted traffickers ranged from 10 months to 17 months in prison. Finland actively cooperates with other governments in investigations and prosecutions. The National Bureau of Investigation has anti-trafficking officers in nine Finnish Embassies and Consulates in key source countries in Europe and Asia. In December 2005, the police began an awareness and victim identification training program for its officers. A training session was held in December 2005 for prosecutors to improve their ability to successfully prosecute transit cases.

Protection

Finland demonstrated significant progress in assisting victims throughout the year. A national action plan against trafficking, which provides a victim-centered approach, was formally adopted in April 2005. Upon their identification, victims are taken to reception centers. Fifteen victims were housed in the reception centers during the reporting period. In response to NGO requests, the government recently began referring victims to NGO-run shelters whenever possible as housing alternatives to the reception centers. Great progress was made on the issue of victim deportation. In the past, trafficking victims were frequently deported without receiving any victim assistance. Now, police have a screening process in place to identify victims and ensure they are referred for assistance. Beginning in 2005, the government began systematically screening for victims and identified 15 probable victims. Victims receive legal counseling, medical and psychological services, and monthly stipends.

Prevention

The government continued to improve its trafficking prevention efforts. Finland conducted a domestic prevention program focused on demand reduction; the government displayed posters and other media at ports-of-entry, post offices, and other locations to target clients and to challenge the view that prostitution and sex tourism is a "victimless crime." In late 2005, the Ministry of Foreign Affairs designed a training program to teach Finnish consular officers to better detect trafficking situations as well as how to follow up when trafficking is suspected. Since April 2005, 400 border guards have received victim identification training; during the reporting period, authorities at Vantaa airport intercepted a group of three adults and seven minors being trafficked from Asia to Western Europe.

FRANCE (TIER 1)

France is a destination country for women and girls trafficked for the purpose of sexual exploitation, primarily from Romania and Bulgaria. Other countries of origin include Albania, Nigeria, Sierra Leone, and Cameroon. Reports continued of women and children trafficked into involuntary domestic servitude, the majority from Africa. The government estimates that there are 10,000 to 12,000 likely trafficking victims in France. Trafficking of Brazilian women and girls for sexual exploitation to French Guiana — a French possession— remained a serious problem.

The Government of France fully complies with the minimum standards for the elimination of trafficking. The government continued to fund support services for victims and actively investigated and convicted traffickers. To increase identification of potential trafficking victims detained by police, the government should institutionalize a screening and referral procedure to ensure potential trafficking victims are identified and assisted.

Prosecution

In 2005, the French Government continued implementation of the 2003 Domestic Security law that allowed for arrest and fining of potential victims for “passive solicitation.” As such, some victims of trafficking are processed through the French criminal justice system for unlawful acts that are a direct result of their being trafficked. French anti-trafficking officials contend that arresting potential victims allows officials to bring them into police custody, away from their pimps, in order to gain information on their trafficking networks and to seek to get them to denounce their traffickers. NGOs criticize the government's lack of a proactive approach to identifying trafficking victims; the reactive approach requires that potential victims identify themselves and denounce their traffickers within 24 hours of detention following arrest, offering victims no time to develop assurances against retribution. The government reported prosecuting and convicting a minimum of 43 traffickers in 2004; sentencing data for 25 of these convictions indicate an average of 28 months. While the government was unable to provide statistical evidence of additional convictions, an undetermined number of traffickers were likely prosecuted under the government's anti-pimping provisions. The government continued its bilateral cooperation, particularly with Bulgaria and Romania, to investigate and prosecute traffickers and to provide for reintegration for those victims who want to return to their countries of origin. In 2005, French authorities dismantled 41 international trafficking networks. During the reporting period, the government implemented its law with extraterritorial application to prosecute a French national who participated in child sex tourism abroad; following a French arrest request, Indonesian authorities arrested a French national in March 2005 and sentenced him in October to 30 months' imprisonment for sexual aggression against three Balinese children. There was no indication of trafficking-related complicity among French Government officials.

Protection

In 2005, the national government and city of Paris continued to fund comprehensive services and long-term shelter for trafficking victims through the Accompaniment Places of Welcome (ALC). The ALC network of 33 associations provides places in 44 shelters for trafficking victims. In 2005, ALC reported assisting 44 victims. The government continued to offer victims three to nine months' temporary residency if they filed a complaint or testified against their traffickers. In 2005, the government reported issuing in Paris alone 306 temporary residence permits, of which 197 were renewable. Some NGOs reported difficulties in securing residence permits for victims and a lack of

protection and secure accommodations for victims, even for those who cooperated with law enforcement and denounced their traffickers. In October 2005, the Ministry of Interior issued a circular to encourage police and other officials to broaden the application of temporary residence permits. This circular urges that permits be given to victims on humanitarian grounds — if there is reason to believe they face retribution or hardship if repatriated. NGOs criticized the French government for not implementing a victim-centered approach to trafficking, claiming that the Domestic Security law was aimed more at public disorder than combating trafficking. While the government reported 500 deportation orders issued for illegal migrants in 2005, it could not confirm if all were executed; some trafficking victims are likely included in that number. The government continued to deny legal alternatives to the removal of some trafficking victims to countries where they may face hardship or retribution.

Prevention

In 2005, the government continued to fund an NGO-run anti-child sex tourism campaign on all Air France flights, warning French tourists against engaging in sex with minors and alerting them that engaging in child sex tourism is a violation of French law. Cooperation among NGOs assisting trafficking victims and French officials varied across France. The government continued to coordinate its trafficking efforts via an inter-ministerial commission on trafficking, chaired by the lead operational and political focal point on trafficking in France, OCRETH. In March 2006, the French Government announced the creation of positions in six French embassies overseas in countries considered most susceptible to child sex tourism — French officials will educate the country about how to combat child sex tourism, assist in prosecutions of French nationals, and help victims approach authorities. In 2005, the Government of France continued its 2004 poster campaign to raise awareness about the existence of trafficking and exploitation among women in prostitution.

GABON (TIER 2)

Gabon is a destination country for children trafficked from Benin, Togo, Nigeria, and Guinea, with smaller numbers coming from Sierra Leone, Liberia, Burkina Faso, and Cameroon, for the purpose of labor exploitation. Girls work in domestic servitude, market vending, and restaurants, while boys work in small workshops and street vending. Victims are typically trafficked into the country by boat, arriving on deserted beaches where their likelihood of detection is small.

The Government of Gabon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its response to trafficking, the government should increase efforts to prosecute traffickers and assist in repatriating foreign victims.

Prosecution

The government continued strong law enforcement efforts to combat trafficking over the last year. Gabonese law has prohibited child trafficking for labor exploitation since 2004; this law, however, does not specifically proscribe trafficking for sexual exploitation. The government has not reported any convictions under the trafficking law; however, between March 2005 and January 2006, the police arrested 22 traffickers. After their investigation, 15 of these cases were dropped, some due to difficulties in obtaining victim testimonies. Five of the arrested traffickers remain in police custody

under investigation and two are being prosecuted. To combat maritime child trafficking into Gabon, the government in January 2006 purchased 10 patrol boats for its gendarmerie and navy. During the reporting period, active law enforcement measures reduced the number of child victims forced to sell products in the marketplace. The government has not provided any specialized training on recognizing, investigating, or prosecuting trafficking, but officials participated in trafficking law enforcement training provided by NGOs and international organizations.

Protection

The Government of Gabon continued making significant efforts to protect trafficking victims over the last year. In July 2005, police sweeps targeting children who worked illegally resulted in the rescue of approximately 100 children, many of whom are believed to be trafficking victims. The government continued to fund a victim reception center providing educational, medical, and psychological services. Victims stay in the center until their families are located and arrangements are made for their repatriation. Twenty-one trafficking victims passed through the reception center in 2005. Security forces continued to screen victims based on age, placing victims 16 years old and under in the government's center; older victims with a Catholic charity; and Nigerian victims with the Nigerian Embassy. On occasion, victims were housed in jails overnight, but they were not confined in cells and were separated from criminal detainees. The government continues to fully fund and staff a 24-hour hotline it operates in cooperation with UNICEF. The government has no budget for victim repatriation. The government did not punish victims for unlawful acts committed as a direct result of their being trafficked.

Prevention

The Government of Gabon continued an aggressive campaign to raise awareness of trafficking. The Ministry of Justice continued to organize "town hall" meetings throughout the country to publicize Gabon's anti-trafficking law. Government-controlled media covered trafficking issues extensively and broadcasted U.S.-funded anti-trafficking messages. The government worked with UNICEF in ongoing efforts to place anti-trafficking posters in schools and other public venues. Government officials cooperated with NGOs and diplomatic missions to share information and develop programs to combat trafficking.

THE GAMBIA (TIER 2)

The Gambia is a source, transit, and destination country for women and children trafficked for forced labor and sexual exploitation. Trafficking occurs within the country and internationally. Women and girls are trafficked for domestic servitude and sexual exploitation, while boys are trafficked for street vending, sexual exploitation, work in the fishing industry, and by religious leaders for begging. Women and children are trafficked to The Gambia from Senegal, Sierra Leone, Liberia, Ghana, Guinea-Bissau, and Nigeria. Frequent tourists to The Gambia from the United Kingdom, the Netherlands, Sweden, Norway, and Belgium have created a demand for child sex tourism. Children are trafficked from The Gambia to Senegal and Europe.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Gambia was reassessed this year to Tier 2 from Tier 2 Watch List for demonstrating increased law enforcement

and victim protection efforts. To strengthen its response to trafficking, the government should better monitor the transport of minors out of the country, strengthen efforts to care for repatriated Gambian victims, and educate law enforcement officials to better identify sex trafficking victims.

Prosecution

The Government of The Gambia made noticeable progress in combating trafficking through law enforcement over the past year. In June 2005, the National Assembly passed the Children's Act, which prohibits child trafficking. In accordance with the Act, the first Children's Court was established. During the reporting period, the government began drafting a law against the trafficking of adults. While no traffickers were convicted, the government investigated nine trafficking cases, two of which were prosecuted. Police also arrested a British national under the Tourism Offenses Act for child trafficking prior to the passage of the Children's Act, though the case was dismissed for lack of evidence. In cooperation with UNICEF, Ghanaian and Gambian officials met to negotiate a bilateral anti-trafficking agreement. The government failed, however, to train police to identify potential trafficking victims during brothel raids to enforce laws against prostitution. There were no reports of public officials investigated or prosecuted for complicity in trafficking.

Protection

The Government of The Gambia demonstrated increased progress in protecting trafficking victims over the last year. In collaboration with an NGO and a private bank, the government established a 24-hour hotline and opened a child victim shelter in Banjul with a capacity for 48 victims. The government has also announced plans to open an additional victim shelter outside Banjul. While the government does not employ a formal screening or referral process for victims, it commonly refers them to NGOs and international organizations for assistance. The government, however, has few services to assist repatriated Gambian victims and has not been involved in their care during the reporting period.

Prevention

The government made modest efforts to educate the public about trafficking during the year. The Child Protection Alliance (CPA), a consortium of over 60 government agencies and NGOs, conducted several awareness campaigns, including a workshop to educate hotel personnel about child sexual tourism. With leadership from the government's Department of State for Justice, the CPA will launch a U.S. Government-funded trafficking education campaign in 2006. In collaboration with UNICEF, the Gambian Tourism Authority printed a flyer about trafficking that is given to tourists arriving by air. Regular editorials about the trafficking of boys by religious teachers ran in a government-aligned newspaper. The government issued a press release urging the public to report suspected traffickers.

GEORGIA (TIER 2)

Georgia is a source and transit country for women, children, and men trafficked for the purposes of sexual exploitation and forced labor. Many Georgian victims are trafficked to Turkey, mostly attributed to the lack of a visa regime between the two countries. Victims from Ukraine, Moldova, Russia, and other former Soviet states are trafficked through Georgia to Turkey, the U.A.E., Greece, and Western

Europe. According to IOM, at least 500 Georgian women are trafficked abroad every year. Reports of internal trafficking for both sexual exploitation and forced labor continued. Victims are reportedly trafficked for the purpose of forced labor in the breakaway region of Abkhazia and traffickers may be using South Ossetia to traffic victims from Russia into Georgia and onwards.

The Government of Georgia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Notably, the government increased both arrests and investigations of traffickers in 2005. The President appointed the Prosecutor General's Office, a senior government Ministry, to lead its anti-trafficking efforts, which showed increased momentum late in the reporting period. However, the government failed to vigorously prosecute traffickers, and it did not achieve tangible progress in the protection and rehabilitation of trafficking victims. The government should implement a national victim referral, increase its convictions and sentences, ensure adequate shelter for trafficking victims, and establish witness protection so victims feel secure to testify against their exploiters. A public awareness campaign is needed to encourage victims to seek care and help reduce the stigma of trafficking victims in Georgia.

Prosecution

The Government of Georgia's law enforcement response to trafficking was mixed in 2005. The government increased its arrests and investigations but failed to show progress in convicting and sentencing traffickers. The Georgian Government investigated 27 cases and prosecuted nine cases of trafficking during the reporting period. Three of these cases resulted in convictions of nine traffickers. Only two are serving sentences of five years. Four traffickers were released with time served, and the remaining three received conditional or suspended sentences. The anti-trafficking unit continued to operate throughout Georgia with 29 dedicated officers in Tbilisi and 12 regions, with one unit stationed at the airport 24 hours a day. NGOs and international organizations reported good collaboration with the unit. The government made progress on its draft anti-trafficking law, bringing in international organizations for guidance on best practices. This legislation passed its second reading in the Parliament early in 2006. While IOM continued to collaborate with Georgia's border police to distribute anti-trafficking information pamphlets at the border with Turkey, only a few hundred had been distributed as of March 2006. Reports of trafficking-related corruption and direct law enforcement involvement in trafficking continued. One case from February 2005 involving an official for trafficking-related complicity resulted in a plea bargain and led to the release of the individual with time already served. The government continued its investigation of another passport official for facilitating trafficking in 2004, transferring the case to the General Prosecutor in March 2006.

Protection

The Government of Georgia failed to provide adequate protection and assistance to trafficking victims in 2005. It did not establish a shelter for victims of trafficking; most victims return to Georgia without receiving sufficient rehabilitation and assistance. This lack of victim protection translated into few to no victims willing to serve as witnesses in police investigations or court prosecutions of traffickers. Although law enforcement and border officials do not formally screen for potential trafficking victims, the government identified a slightly greater number of trafficking victims in 2005, 18, up from 15 identified during the previous year. The government failed to formalize a mechanism for referring victims to NGOs for care, though in 2005, police in Adjara signed a memorandum of understanding with a local NGO to implement a pilot project for

identification and referral. Border police, with the assistance of an NGO, established a waiting room on the border with Turkey to facilitate better identification of potential victims.

Prevention

The government continued to rely on NGOs and international organizations to conduct anti-trafficking prevention programs over the last year. In December 2005, the government assigned lead anti-trafficking responsibilities to the Prosecutor General's Office, and appointed the Prosecutor General to chair its anti-trafficking Inter-agency Commission. The Commission subsequently improved the transparency of its enforcement efforts by collecting and disseminating up-to-date statistics on a bi-monthly basis, in accordance with its action plan. The Government's National Action Plan, adopted in December 2004, however, remains largely unimplemented. Although several ministries reportedly redirected funds from their budgets for anti-trafficking efforts last year, the government has yet to dedicate funding to implement the plan.

GERMANY' (TIER 1)

Germany is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual and labor exploitation. Victims come primarily from Central and Eastern Europe as well as Africa (mainly Nigeria), Asia (mainly Thailand), and to a lesser extent from North and South America. The government identified 972 victims in Germany in 2004, the latest year for which statistics are available; of the 972 victims, 127 were German nationals.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. The coalition partners in the new German Government identified human trafficking as a high priority in their coalition agreement. The German Society for Technical Cooperation (GTZ) used federal government funds to implement a three-year \$2.4 million program to counter human trafficking world-wide; projects include information campaigns in several Eastern European countries, awareness training for police officials in source countries, prevention and protection for victims, and the establishment of networks among various NGOs. Additionally, the government provided over \$3 million to GTZ and other NGOs to conduct programs to combat child sex tourism during the period 2004-2006.

The upcoming World Cup Soccer championship has generated widespread concern among some NGOs and governments over the potential for increased human trafficking in Germany surrounding the games. German federal and state governments report that they have taken steps to prevent trafficking during the championship by improving victim-screening mechanisms and police safeguards, sponsoring seminars, expanding print and video outreach, and strengthening inter-agency coordination. The federal government has partnered with NGOs and the German Soccer Association to launch a number of trafficking awareness campaigns. Other NGOs, several with government funding, are also conducting prevention and demand-reduction programs. Nevertheless, due to the sheer size of the event, the potential for increased human trafficking surrounding the games remains a concern. Germany should continue to focus attention on domestic demand-reduction efforts, implement the 2005 penal code amendments, and consider releasing more detailed statistics that include the full range of charges – including non-trafficking charges – that traffickers are prosecuted for and the sentences they receive.

Prosecution

The German government demonstrated adequate law enforcement efforts during the reporting period. Police conducted 370 investigations into trafficking for purposes of sexual exploitation involving 777 suspected traffickers in 2004. Courts convicted 137 traffickers in 2004 compared to 145 convictions in 2003. Of the 137 convicted traffickers in 2004, only 47 received a non-suspended prison sentence. German law enforcement authorities took measures to implement new legislation that came into effect in February 2005, including inter-agency studies on labor exploitation and child-trafficking, specialized police training, and enhanced inter-agency cooperation. The new legislation resulted in a dozen labor trafficking prosecutions since August 2005 that the previous law would not have allowed. German authorities conducted a number of high profile trafficking raids and legal proceedings that broke-up several trafficking rings. Germany used its extraterritorial child sex tourism law; police conducted several investigations involving German pedophiles and extradited one German national from Thailand to Germany in late 2005.

Protection

The German Government continued to provide adequate victim assistance and protection over the last year. National and local government offices provided funding to more than 30 NGOs that operated counseling centers for trafficking victims; these centers assisted victims in their dealings with German authorities, escorted them to trials, and provided them with shelter, legal counsel, and interpreters. Victims who serve as witnesses in trafficking prosecutions are entitled to financial support for basic living expenses and basic health care. Under the EU's anti-trafficking EQUAL program, the Ministry of Labor and IOM awarded eight German NGOs more than \$700,000 to conduct reintegration programs, including job placement assistance and vocational training, for trafficking victims. The project is jointly funded by the EU and Germany.

Prevention

The German Government promoted anti-trafficking awareness in 2005 through government-sponsored conferences, posters, television ads, websites, and public statements by government officials and parliamentarians. The Federal Family Ministry funded numerous public awareness, demand reduction, and education campaigns that were implemented by NGOs. These include in-flight videos on child sex tourism shown on flights to popular holiday destinations, trafficking awareness videos to be shown on giant TV screens during the World Cup games, and government-supported websites, public service announcements, and posters. German embassies and consulates conducted outreach activities, including the continued distribution of brochures in 13 languages that warn about trafficking.

¹Germany 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.

GHANA (TIER 2)

Ghana is a source, transit, and destination country for children and women trafficked for forced labor and sexual exploitation. Children are trafficked within the country as domestic servants, cocoa plantation laborers, street vendors, porters, for work in the fishing industry, and for use in sexual exploitation. IOM estimates that the number of trafficked children working in fishing villages along

the Volta Lake is in the thousands. Children are also trafficked to and from Cote d'Ivoire, Togo, Nigeria, and The Gambia as domestic servants, laborers, and in the fishing industry. Children and women are trafficked for sexual exploitation from Ghana to Europe, from Nigeria through Ghana to Europe, and from Burkina Faso through Ghana to Cote d'Ivoire.

The Government of Ghana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its anti-trafficking efforts, Ghana should enforce its new anti-trafficking statute and increase protection and prosecution efforts.

Prosecution

The Government of Ghana demonstrated strong efforts to combat trafficking through law enforcement over the last year. In December 2005, after conducting a rigorous and transparent legislative drafting process, the government enacted a law prohibiting all forms of trafficking in persons; however, the government has yet to prosecute any traffickers under the new law. The Ghana Immigration Service extended its traveler screening technology from the international airport to stations at the borders with Togo and Cote d'Ivoire and plans to create a trafficking border monitoring unit. One hundred police participated in U.S. Government-funded police training, which included a trafficking component, and Ghana's police academy included a trafficking module in its curriculum. In cooperation with UNICEF, Ghanaian and Gambian officials met to negotiate a bilateral anti-trafficking agreement. Although IOM rescued 39 child victims from the fishing industry in 2006, the government has not taken legal action against the victims' traffickers. A member of Ghana's parliament was indicted by a U.S. court in 2002 for trafficking a Ghanaian woman to the United States for forced domestic servitude; Ghanaian authorities have yet to honor the U.S. request for the official's extradition, despite repeated U.S. efforts to secure the extradition. There were no reported investigations or prosecutions of official complicity in trafficking.

Protection

The Government of Ghana continued to demonstrate a commitment to protecting child trafficking victims. The government continued to operate two victim care facilities, though they are stretched beyond capacity. In 2006, the government signed a memorandum of understanding with IOM to establish a new victim rehabilitation center. The government continued providing in-kind assistance to an IOM victim rehabilitation center, providing the shelter building, all the furniture, social workers, and cooks. Fifty children were rehabilitated at this center in the last year. Ghana's new anti-trafficking law mandates the establishment of a Human Trafficking Fund to support protection efforts.

Prevention

The Ghanaian Government made modest efforts to prevent trafficking in persons. In 2006, the government held a two-day meeting for NGOs and donor agencies to improve coordination on anti-trafficking initiatives. As mandated under the new trafficking statute, the government is forming a 17-member Human Trafficking Management Board to help create and implement a national anti-trafficking action plan. The Board will replace Ghana's national trafficking task force. The government collaborated with the World Cocoa Foundation to draft a five-year national strategy to address child labor. The Ghana Education Service continued efforts to conduct programs to expand the access of children, in particular girls, to education. The government is also planning a nationwide public awareness campaign on the new trafficking law in 2006, but is still seeking funding for this program.

GREECE (TIER 2)

Greece is a destination and, to a lesser extent, transit country for women and children trafficked for the purposes of sexual exploitation and forced labor. Some men are trafficked for forced labor. Most victims are trafficked from Eastern Europe, the Balkans, and Africa, especially Nigeria. Although NGOs reported a decrease in the number of Albanian children trafficked to Greece in 2005, there were reports that Albanian Roma children continued to be trafficked for forced begging and stealing.

The Government of Greece does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Greece increased its capacity to protect and assist victims in 2005. It improved cooperation with NGOs with the completion of a Memorandum of Cooperation (MOC) to allow Greek authorities to work more directly with NGOs. After several years of negotiations, the government signed a child repatriation agreement with Albania. In 2006, it implemented a national public awareness campaign that targeted victims, clients, and the Greek public. The Government of Greece should now provide available protections to trafficking victims and ensure that NGOs have an operational role in victim identification. While the government increased convictions of trafficking crimes in 2005, most traffickers were released awaiting appeal, including traffickers already sentenced. The Government of Greece should demonstrate the political will to punish traffickers sufficiently over the next year. Trafficking-related complicity by government officials should be vigorously prosecuted.

Prosecution

The Government of Greece continued to investigate cases of trafficking and secured convictions for increased numbers of traffickers in 2005. In January 2006, the government established 12 additional anti-trafficking task forces throughout the country and funded specialized training for over one thousand police officers throughout Greece. In 2005, the Greek Government investigated 60 trafficking cases and arrested 202 suspected traffickers. The number of trafficking convictions increased to nine, and sentences for these convicted traffickers ranged from one to 12 years. The government could not, however, confirm whether any traffickers were actually serving the time sentenced. While the government reported that over 100 defendants were awaiting prosecution on 2005 trafficking charges, Greek courts released the majority of defendants. The Greek Government demonstrated leadership in promoting regional law enforcement cooperation during the reporting period. The government has not responded adequately to allegations that some Greek diplomats abroad facilitated trafficking by issuing visas with little documentary evidence and no personal interviews to women subsequently identified as trafficking victims. There were numerous reports of trafficking complicity among local police. Three police officers — two of them senior — currently face charges relating to trafficking complicity.

Protection

The Government of Greece took modest steps to improve protection for victims of trafficking over the last year; however, many aspects of the government's protection framework remained unimplemented. In November 2005, the government signed a Memorandum of Cooperation with 12 NGOs and IOM to improve government-NGO coordination in a screening and referral process for trafficking victims; police had since referred 19 victims to NGO shelters by March 1, 2006. Some anti-trafficking NGOs chose not to sign the Memorandum and others were not invited to sign it. The screening and referral process does not yet adequately identify and protect most potential

victims in the country. In February 2006, the government concluded a long-awaited protocol with Albania on the repatriation of Albanian child trafficking victims. The government granted 22 new and seven renewed residence permits for trafficking victims in 2005. In 2005, the government identified 137 trafficking victims, 57 of whom accepted assistance and protection. Greek law does not yet exclude trafficking victims from punishment for unlawful acts that are a result of their trafficking. Nevertheless, the government reported that Greek prosecutors exercised their power to waive prosecution of all 137 victims. NGOs reported cases in which the government failed to protect victims' identities. In 2005, the Greek parliament passed a law that provides for a one-month "reflection period" for suspected victims and central issuance and renewal of residence permits. Although the majority of identified trafficking victims possess legal visas, potential trafficking victims without legal status continued to be at risk of deportation.

Prevention

In 2005, the Greek Government continued to provide significant funding to NGOs and international organizations that provide programs, shelters, and legal aid to victims of trafficking. In 2006, the Secretariat General for Gender Equality implemented a national awareness campaign targeting commercial sex procurers, trafficking victims, and citizens. The campaign encourages the public to report incidents of trafficking. The government's anti-trafficking inter-ministerial committee met regularly and, in November 2005, the Ministry of Foreign Affairs established a working group between origin, transit, and destination country diplomats, NGOs, and working level government officials.

GUATEMALA (TIER 2)

Guatemala is a source, transit, and destination country for women and children from Guatemala and other Central American countries trafficked for the purpose of sexual exploitation. Guatemalan and foreign women and children are exploited in Guatemala, and they are also trafficked for exploitation in other Central American countries, Mexico, and the United States. Exploitation of minors and illegal foreign migrants may be decreasing in the capital and moving to outlying areas due to law enforcement efforts in Guatemala City. The border with Mexico remains an area of heightened concern due to a steady flow of illegal migrants, many of whom fall victim to traffickers.

The Government of Guatemala does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the government showed clear progress in key areas by increasing efforts to prosecute and convict traffickers, launching a victim-targeted public awareness campaign in border areas, and continuing anti-trafficking cooperation with neighboring countries. The government should correct deficiencies in current laws and procedures so that traffickers face more serious punishment. It should also increase its efforts to raise public awareness and work with NGOs to improve trafficking-appropriate victim assistance for all trafficking victims.

Prosecution

The Government of Guatemala increased trafficking investigations and prosecutions, but achieved only limited progress in punishing traffickers over the last year. Cooperation and information sharing with regional neighbors continued. Police, immigration, and prosecutors carried out joint

operations, often with NGO participation, that led to 86 trafficking arrests, including at least 35 for the commercial sexual exploitation of minors, resulting in 50 prosecutions and 15 convictions. Prosecutors encountered problems when attempting to apply anti-trafficking statutes, which were amended in early 2005 to expand the definition of trafficking and allow for more stringent seven to 16-year prison terms. Judges often threw out trafficking charges in favor of more familiar, but less serious offenses carrying less stringent punishments that could be commuted to fines. Efforts to further reform the penal code and develop broader anti-trafficking legislation must address this problem to ensure that traffickers face serious jail sentences. The government did not prosecute or convict any public officials for complicity in trafficking despite credible reports of such corruption.

Protection

The government's protection efforts over the last year remained inadequate. Assistance focused on minors and was not trafficking-specific. Minors received basic necessities at seven government-run centers for abandoned and "special needs" children. The government cooperated with and relied upon NGOs for most victim assistance but did not fund NGO programs. While victims were not punished for unlawful acts committed as a direct result of their being trafficked, foreign adult victims were not provided legal alternatives to their removal to countries in which they could face hardship or retribution. Resource constraints also limited government services for large numbers of individuals deported from Mexico, many of whom were foreign and possibly trafficking victims.

Prevention

The government made some progress, though in general prevention efforts remained deficient during the reporting period. A campaign launched in early 2006 targeted victims at major crossings on the border with El Salvador. The government should work with NGOs, community groups, and the media to expand campaigns and reach more potential victims.

GUINEA (TIER 2)

Guinea is a source, transit, and destination country for children and women trafficked for forced labor and sexual exploitation. Most trafficking occurs within the country, with girls subjected to domestic servitude, forced hawking, and sexual exploitation. Boys work as shoe shiners and street vendors, on plantations, in mines, and are forced to beg by religious leaders. Children and women are also trafficked from Guinea to Benin, Cote d'Ivoire, Senegal, Nigeria, Mali, South Africa, Spain, and Greece for domestic servitude, restaurant work, and sexual exploitation. Children and women are trafficked to Guinea from Niger, Ghana, Burkina Faso, Liberia, Senegal, Guinea-Bissau, Mali, and China.

The Government of Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To better combat trafficking, the government should increase its prosecution and protection efforts, enforce laws against forced labor and child sexual exploitation, and investigate trafficking-related corruption.

Prosecution

The Government of Guinea increased law enforcement efforts to combat trafficking over the last year. Guinean law prohibits most forms of trafficking in persons. The government drafted an

additional law against child trafficking with increased penalties that is expected to be adopted in 2006. The government investigated four trafficking cases; one case is currently being prosecuted. The military created an 11-member unit to focus on child protection and trafficking. In partnership with an NGO, the government trained security forces, customs agents, judges, and prosecutors about trafficking. The government signed a bilateral agreement against trafficking with Mali and a multilateral agreement with eight other West African nations. The government failed to investigate reports of child prostitution and trafficking-related corruption, both of which were prevalent over the last year.

Protection

The government made progress in providing care to trafficking victims during the reporting period. Though lacking resources to operate shelters, the government commonly refers victims to NGOs, international organizations, and foreign embassies. The government referred 28 children in distress, some of them trafficking victims, to foster homes, orphanages, NGOs, and international organizations during the year. In partnership with the ILO and an international NGO, the government continued to provide schooling to at-risk children, many of them trafficking victims or vulnerable to becoming victims. The government sometimes incarcerates victims if no care alternatives are available, but they are separated from criminal detainees, provided with care, and recognized as victims.

Prevention

The government made significant efforts to raise awareness about trafficking during the year, despite limited resources. The National Committee to Combat Trafficking in Persons expanded its membership to include 16 ministries and invited international organizations, labor unions, and NGOs to join. The Committee worked with NGOs to develop a guide to trafficking laws and victim protection services. The government provided community awareness campaigns, in one instance training 70 individuals from all sectors of a community to form a network to screen for potential trafficking victims. With support from UNICEF and other donors, the government launched a national anti-trafficking public information campaign.

GUINEA-BISSAU (TIER 2)

Guinea-Bissau is a source country for children trafficked to neighboring countries — primarily Senegal and, to a lesser extent, Mali and Guinea — for the purposes of forced begging by religious teachers and forced agricultural labor. Key source areas for victims are the cities of Bafata and Gabu and primary points of departure out of the country are through the towns of Pirada and Sao Domingos.

The Government of Guinea-Bissau does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Guinea-Bissau is included this year on the Report because newly available information indicates a significant trafficking problem in the country. To strengthen its response to trafficking, the government should draft and enact anti-trafficking legislation, designate a national focal point responsible for overseeing anti-trafficking efforts, and conduct a formal assessment of the problem.

Prosecution

The Government of Guinea-Bissau started to use law enforcement as a tool to combat trafficking during the reporting period. Bissau-Guinean law does not prohibit trafficking, but prosecutors may use related laws, such as kidnapping and sexual exploitation statutes, against traffickers. A legislative committee persuaded the National Assembly to include the topic of trafficking in its 2006 legislative agenda. The government is investigating two trafficking cases, but has never prosecuted or convicted a trafficker. Border guards are aware of trafficking and cooperate with the leading local anti-trafficking NGO to interdict traffickers. Migration officials at the border with Senegal report prohibiting adults from leaving the country with a child unless the parent is present. The Ministry of Interior has designated an inspector responsible for anti-trafficking law enforcement and cooperation with UNICEF. With respect to combating the trafficking of children by religious leaders for begging, however, law enforcement efforts are sometimes handicapped by corruption and a lack of will to address this culturally sensitive practice.

Protection

The Government of Guinea-Bissau has demonstrated clear efforts to protect trafficking victims, despite limited resources. While the government lacks funds to provide direct victim care, it collaborates with UNICEF, local and international NGOs, and Senegalese authorities to provide victims with necessary services. Police worked with NGOs to intercept 24 victims from being trafficked out of the country last year and the government has repatriated 28 children since 2002. Bissau-Guinean police contacted Senegalese authorities in 2006 for assistance in identifying victims. The Bissau-Guinean Embassy in Senegal coordinates closely with Senegalese and international NGOs to provide food, shelter, and medical care to some victims. The government provides transportation for victims back to Guinea-Bissau from Senegal. Victims are not punished for crimes that are a direct result of their being trafficked.

Prevention

The Government of Guinea-Bissau made significant efforts to prevent trafficking, despite limited resources. In collaboration with UNICEF and a local NGO, the government sponsored a four-day conference in April 2005 to identify the causes of trafficking and educate the public about it. The government also contributes \$16,000 annually to this NGO to combat trafficking. The Ministry of Justice, in cooperation with UNICEF, registered and provided identity papers to 28,000 children in January 2006 as an anti-trafficking measure. The government provides funds to a local NGO that conducts anti-trafficking awareness campaigns. Guinea-Bissau lacks both a designated government anti-trafficking focal point and a national anti-trafficking strategy.

GUYANA (TIER 2)

Guyana is a country of origin, transit, and destination for young women and children trafficked for the purposes of sexual and labor exploitation. Most reported cases involve internal trafficking of adolescent girls. Much of this trafficking takes place in remote areas of the interior, or involves Amerindian girls from the interior trafficked to coastal areas to engage in prostitution and involuntary domestic servitude. Girls promised employment as domestics, waitresses, and bar attendants are trafficked into prostitution; young Amerindian men are exploited under forced labor conditions in timber camps. In some instances, victims are forcibly

abducted. Guyanese girls and young women are trafficked for sexual exploitation to neighboring countries such as Suriname and Barbados.

The Government of Guyana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government was one of the first in the Hemisphere to publish a review and self-assessment of its anti-trafficking efforts. The Government of Guyana also increased financial support for NGOs that provide victim assistance, expanded the reach of prevention activities, and began applying new laws to investigate and arrest suspected traffickers. The government should expand training efforts to include more rural officials, aggressively prosecute traffickers, and continue working with NGOs to assist victims.

Prosecution

Law enforcement efforts to identify cases improved, but no traffickers were convicted in 2005. The country's slow judicial process contributed to the lack of progress in convicting traffickers. Law enforcement authorities applied Guyana's newly enacted Combating of Trafficking in Persons Act and arrested at least 10 suspects under the Act. The Act requires sentences ranging from three years to life imprisonment and the confiscation of trafficking-related assets. Fifteen investigations of cases initiated in 2005 and previous years remained pending in pre-trial status. Rural court and law enforcement officers lacked adequate training to identify and deal effectively with trafficking. Technical training and sensitization efforts should be expanded to reach officials in rural areas where most trafficking occurs. Law enforcement officials worked with source and destination countries such as Brazil, Suriname, and Barbados to share information on potential trafficking and assist victims. There was no evidence of government officials complicit in trafficking.

Protection

The Government of Guyana made modest progress in victim assistance. It funded \$30,000 of repairs for an NGO-run shelter to supplement the government's limited shelter capabilities, and included NGO funding assistance in its 2006 budget. There were no reports of victims jailed or mistreated by officials. Law enforcement officers referred victims to social workers and a local NGO for assistance. The government provided medical attention, housing, and funds to return victims to their homes.

Prevention

The government expanded on prior prevention efforts. It trained social workers, launched a new awareness campaign via print and radio media, and met with key religious, business, mining, and local government stakeholders. Ten trafficking detection training sessions reached 361 community facilitators around the country. In January 2006, the government released a review of its counter-trafficking activities for 2004-2005, which recognized that better policing of and outreach to rural communities is still needed.

HONDURAS (TIER 2)

Honduras is a source and transit country for women and children trafficked for the purpose of sexual exploitation. Many victims are Honduran children trafficked from rural areas to urban and tourist

centers such as San Pedro Sula, the North Caribbean coast, and the Bay Islands. Honduran women and children are trafficked to Mexico, the United States, and Guatemala. Most foreign victims trafficked into Honduras for commercial sexual exploitation come from neighboring countries. Honduras is also a transit country for illegal migration originating outside the region, including China, and there are unconfirmed reports that some of these migrants are forced into debt bondage in Honduras to pay off their smuggling fees.

The Government of Honduras does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the government increased law enforcement efforts, passed anti-trafficking legislation, and educated officials and the tourist industry regarding anti-trafficking reforms. The government should sustain efforts to investigate trafficking within the country and cooperate with destination countries. It should also work with NGOs and civil society on public awareness programs targeting victims and improve protection for victims.

Prosecution

The Honduran Government increased its efforts to punish acts of trafficking during the reporting year. The government enacted reforms late in the reporting period to strengthen laws prohibiting commercial sexual exploitation. Law enforcement authorities initiated at least 37 new investigations and prosecuted 17 suspects for trafficking-related offenses, convicting 10 traffickers. Police raids rescued at least four underage victims of commercial sexual exploitation which led to four of the year's prosecutions. Authorities cooperated with Guatemala and the United States in joint anti-trafficking investigations. Border officials screened potential victims but had little success in preventing cross-border trafficking. There were no confirmed reports of officials prosecuted for complicity in trafficking, although corruption is a widespread problem and there were reports of lower-ranking immigration officials linked to alien smuggling and trafficking.

Protection

The Honduran Government made minimal progress in its efforts to assist trafficking victims during the reporting year. It operated no shelters for trafficking victims, but referred victims of trafficking to NGOs for services. The government supported several shelters that received and assisted minors deported or repatriated from abroad, though these shelters were not equipped to adequately care for trafficking victims. In September 2005, the government assigned a prosecutor to work with one of these shelters to identify trafficking victims and seek their assistance in building trafficking cases. Honduran consular officials in neighboring countries assisted Honduran trafficking victims by referring them to NGOs and coordinating their repatriation. Greater efforts should be made to direct trafficking victims to shelters and victim services in the country. The government should also increase efforts to aid adult trafficking victims and prevent the summary deportation of foreign trafficking victims.

Prevention

The government made modest progress in prevention activities during the period. It trained 740 officials and over 100 key tourism representatives regarding the new laws against commercial sexual exploitation. A senior migration official used IOM training she had received to train her staff to recognize and investigate trafficking. The Honduran Government relied on NGOs and international organizations like UNICEF and IOM to implement most awareness campaigns that targeted victims.

HONG KONG (TIER 1)

Hong Kong is a transit and destination territory for men and women trafficked for the purposes of sexual exploitation and forced labor. Hong Kong is primarily a transit point for illegal migrants, some of whom are subject to conditions of debt bondage, sexual exploitation, and forced labor upon arrival in a destination country. To a lesser extent, Hong Kong is a destination for women from the P.R.C. and Southeast Asian countries trafficked for sexual exploitation. There are credible reports that women are recruited in their home country to work in Hong Kong as entertainers, waitresses, or musicians, but are subsequently forced into prostitution through the coercive use of debts imposed on them. While there are reports that foreign domestics are abused in the territory, Hong Kong's continuing efforts to regulate the thousands of domestics currently working in Hong Kong appear to have greatly reduced abuses.

The Government of Hong Kong fully complies with the minimum standards for the elimination of trafficking. The government continued to implement strong anti-trafficking measures. The government devotes significant resources to combating trafficking, including training frontline law enforcement officials to identify trafficking victims, collecting and reporting detailed information on suspected cases of trafficking, conducting undercover operations in establishments thought to be centers for trafficking in women, and providing sufficient protections to trafficking victims through already-established mechanisms. However, the government's anti-trafficking efforts would benefit from a comprehensive plan of action on trafficking-related matters and an outreach campaign to women in prostitution designed to educate them about trafficking issues. The Hong Kong authorities should also collaborate more closely with the Philippines Government to investigate cases of sex trafficking involving Philippine women.

Prosecution

The Hong Kong Government continued significant efforts to combat trafficking through law enforcement means. Hong Kong does not have specific anti-trafficking laws, but uses its Immigration Ordinance, Crimes Ordinance, and other related laws to prosecute traffickers. These laws carry significant penalties, including up to 10 years' imprisonment and substantial fines. Over the last few years, Hong Kong has made efforts to provide better law enforcement data. This year, Hong Kong reported five suspected cases of trafficking, though none resulted in a prosecution or conviction. Hong Kong provides training for police and immigration officials on how to identify trafficking victims. Hong Kong's Anti-Illegal Migration Agency is staffed by highly professional and sophisticated individuals and it maintains tight control at Hong Kong's International Airport.

Protection

Since the number of known trafficking victims in Hong Kong is small, the government generally refers them to existing social service programs. The Social Welfare Department and local and international NGOs offer an array of social service programs to individuals in need. The government also provides a general 24-hour crisis hotline, though no trafficking victims used this line in the last year. Additionally, the government trains police officers on how to handle vulnerable witnesses and victims, and a special unit within the police force provides for their protection. Potential trafficking victims may be granted immunity from prosecution if they agree to be witnesses in a criminal prosecution. Individuals who do not agree to act as witnesses may be charged with criminal offenses – including breaching conditions of their stay or

document fraud – though the government's general practice has been to repatriate trafficking victims to their country of origin without charging them with an offense.

Prevention

Hong Kong has indicated a strong willingness to combat trafficking in persons, and is working to raise awareness among police and immigration officials. Given the small number of identified trafficking victims, there are no specific campaigns aimed at women who may be trafficked for commercial sexual exploitation; there are significant outreach programs to foreign domestics. The government has taken strong efforts to ensure that foreign domestics are aware of their rights through multi-lingual guidebooks and public advertisements. Authorities work closely with P.R.C. and other law enforcement entities to share information on emerging patterns of alien smuggling and trafficking.

HUNGARY (TIER 2)

Hungary is a source, transit, and destination country for women and girls trafficked from Ukraine, Moldova, Poland, the Balkans, and the P.R.C. to Austria, Germany, Spain, the Netherlands, Italy, France, Switzerland, Japan, the United States, the U.K., and several countries in Scandinavia and Central America for the purpose of sexual exploitation. Hungarian women are trafficked primarily to Western and Northern Europe and to North America. There is also evidence that men and boys as young as 12 are trafficked from Romania to Budapest for the purpose of sexual exploitation. The majority of victims of sexual exploitation within Hungary are minors.

The Government of Hungary does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Hungarian Government has shown considerable commitment over the last year to increase its efforts in combating human trafficking. The government signed an inter-agency memorandum of understanding that put into place an official policy of referring identified trafficking victims to NGOs for care. Parliament passed the Victims' Compensation Act to provide government-issued payments as well as medical, legal, and social assistance to victims of all crimes, including trafficking. Parliament also passed an act granting authority to the Border Guard to investigate trafficking cases; this will greatly increase the government's ability to conduct anti-trafficking investigations. Despite the past year's considerable progress, more remains to be done. Evidence suggests that local police patrols do not vigorously investigate trafficking activity; police reportedly are aware that traffickers control many women in prostitution in Hungary, but do not attempt to arrest these traffickers due to apathy, fear of retribution, or bribes. Police should receive more sensitivity training and prosecutors should receive additional training to make the judicial process more effective. The government should establish a central office and a national action plan to better coordinate anti-trafficking efforts.

Prosecution

The Hungarian Government showed modest progress in its law enforcement efforts to combat human trafficking during the reporting period. Police conducted 28 trafficking investigations, and prosecutions of suspected traffickers increased from 21 in 2004 to 27 in 2005. Data on convictions of traffickers were unavailable for 2005. Of the 42 reported convictions in 2004, 26 traffickers were sentenced to time in prison, five were given fines or ancillary punishments, and 11 traffickers received suspended

sentences. The government provided training for its officials in how to recognize, investigate, and prosecute traffickers. In addition, government officials attended several NGO conferences. Hungary cooperated regularly with other governments in trafficking investigations; one notable investigation involved cooperation with Swiss and French law enforcement agencies and resulted in the arrest of several French traffickers in March 2006. The government also extradited two suspected Romanian traffickers to Romania, one suspected Romanian trafficker to Austria, and one suspected Hungarian trafficker to Hungary from Switzerland.

Protection

The Hungarian Government showed mixed progress in its efforts to protect and assist trafficking victims over the reporting period. The government provided only limited assistance to anti-trafficking NGOs in 2005, though it did donate several buildings for the creation of an NGO trafficking shelter in Hungary, and in early 2006, it granted \$47,000 to a victim protection NGO. Police referred 12 victims to the new trafficking shelter that opened in 2005, and a formal victim referral process with an emphasis on victim protection was enacted in November 2005. However, concerns remained that the cumbersome nature of the process and lack of communication between ministries will challenge the effectiveness of the new referral process. The lack of effort among low-level officials to properly identify victims remained a problem. Although it is not the policy of the government to jail, detain, or deport trafficking victims, the lack of adequate victim screening or identification efforts resulted in victims occasionally being punished for unlawful acts that were a direct result of their being trafficked. Some victims were also denied legal alternatives to their removal to countries in which they faced hardship or retribution.

Prevention

The government continued to work closely with NGOs and IOM to promote public awareness over the last year. The government in early 2006 committed formally to \$36,000 in funding for three IOM public awareness programs. Anti-trafficking materials prepared by NGOs continued to be included in different state-run university programs. The government cooperated with IOM to conduct trafficking prevention and awareness programs for potential victims as well as trafficking awareness training for police, border guards, prosecutors, consular officers, and judicial officials. The government did not sponsor any demand reduction programs in 2005.

INDIA (TIER 2 WATCH LIST)

India is a source, destination, and transit country for men, women, and children trafficked for the purposes of forced or bonded labor and commercial sexual exploitation. The large population of men, women, and children — numbering in the millions — in debt bondage face involuntary servitude in brick kilns, rice mills, and zari embroidery factories. Some children endure involuntary servitude as domestic servants. Internal trafficking of women and girls for the purposes of commercial sexual exploitation and forced marriage also occurs. The Ministry of Home Affairs estimates that 90 percent of India's sex trafficking is internal. India is also a destination for women and girls from Nepal and Bangladesh trafficked for the purpose of commercial sexual exploitation. In addition, boys from Afghanistan, Pakistan, and Bangladesh are trafficked through India to the Gulf states for involuntary servitude as child camel jockeys. Reportedly, Bangladeshi women are trafficked through India for sexual exploitation in Pakistan. Moreover, Indian men and women

migrate willingly to the Gulf for work as domestic servants and low-skilled laborers, but some later find themselves in situations of involuntary servitude including extended working hours, non-payment of wages, restrictions on their movement by withholding of their passports or confinement to the home, and physical or sexual abuse.

The Government of India does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. India is placed on Tier 2 Watch List for the third consecutive year due to its failure to show evidence of increasing efforts to address trafficking in persons. India lacks a national law enforcement response to any form of trafficking, but took some preliminary measures to create a central law enforcement unit to do so. However, India did not take steps to address the huge issue of bonded labor and other forms of involuntary servitude. The Indian Government also did not take meaningful steps to address its sizeable trafficking-related corruption problem.

The government drafted, but had not yet introduced to parliament, amendments to the Immoral Trafficking Prevention Act (ITPA) that would afford greater protection to sex trafficking victims and stricter penalties for their traffickers and for clients of prostitution. The central government also further empowered the coordination office for anti-trafficking, elevating the stature of the Department of Women and Child Development (DWCD) by creating a Minister of State for Women and Child Development (MWCD). India should consider designating and empowering a national law enforcement agency with investigative and prosecutorial jurisdiction throughout the country to address its interstate and international trafficking problem. The government should similarly consider taking greater measures to rescue and protect victims of bonded labor and to prosecute their traffickers or employers, giving them punishments sufficiently stringent to deter and that adequately reflect the nature of the heinous crime of trafficking. It is particularly important to strengthen and enforce sentences applied to individuals convicted of exploiting bonded laborers. India should also improve its long-term protection of trafficking victims and institute nation-wide public awareness programs to educate all segments of the population on the dangers of trafficking.

Prosecution

The Government of India over the last year sustained modest efforts to punish trafficking crimes; however, there were no significant improvements. The government's laws criminalizing labor forms of trafficking such as bonded labor or forced child labor prescribe no more than three years' imprisonment. The government, at all relevant levels, neither vigorously investigated nor prosecuted acts of any form of trafficking found in India, nor did it report a significant number of convictions or sentences for these acts of trafficking. Moreover, there were no reports of government efforts to investigate, prosecute, convict, or sentence public officials who participated in or facilitated trafficking in persons crimes.

Although India's Immoral Trafficking Prevention Act (ITPA) adequately criminalizes and prescribes punishment for trafficking for commercial sexual exploitation, this law was generally not used for effective prosecutions of trafficking in most of the country. The central government has moved forward, however, with amendments to the ITPA aimed at increasing penalties for repeat traffickers and clients of prostitution and eliminating provisions used to punish victims of trafficking. In 2004, the central government reported 6,341 persons convicted under the ITPA, but it did not provide data as to how many of these were convictions of women in prostitution

for the offense of solicitation. The Government of India did not provide comprehensive statistics for the number of investigations, arrests, prosecutions, or convictions achieved during 2005 to punish traffickers for commercial sexual exploitation.

Separately, independent sources report that the municipal government of Mumbai — India's largest city and largest concentration of victims of commercial sexual exploitation — arrested 13 suspected sex traffickers in 2005, but did not prosecute or convict any traffickers. Similarly, the city governments of Calcutta and Chennai registered 25 and 109 arrests of sex traffickers respectively, but provided no indication that these cases were ever prosecuted. The state of Maharashtra reported 82 prosecutions of trafficking offenses and the conviction of eight traffickers in 2004.

During the year, little progress was made in combating trafficking of persons for the purpose of labor exploitation. Despite estimates that millions of men, women, and children are victims of forced labor and bonded labor, the government provided no indication that the perpetrators of these crimes were seriously punished. The Bonded Labor Abolition Act of 1976 criminalizes the use of the bonded labor system with penalties including up to three years in jail and 2,000 rupees (\$45) in fines. International NGOs and the ILO estimate that there are 10 to 40 million bonded laborers in India; the Government of India did not provide an estimate. Moreover, it did not provide any data on prosecutions or convictions for bonded labor offenses for the reporting period. Independent sources report some prosecutions and convictions in Tamil Nadu and Uttar Pradesh, with punishments limited to fines.

The Child Labor and Juvenile Justice Acts prohibit the labor exploitation of children. Under the Child Labor Act, employers are subject to imprisonment of up to one year and a fine of at least 10,000 rupees (\$227) for forced child labor. The Juvenile Justice Act mandates imprisonment of three years or less for forced or bonded labor of children. In November, the Delhi police rescued 694 children caught in forced labor in zari embroidery factories and over 16,000 children were reportedly rescued from workshops in Mumbai between June and September 2005. These local governments, however, provided no information regarding arrests or prosecutions of the factory owners exploiting these children.

In the last year, the Government of India took steps to implement a nationwide police training program on trafficking. The Bureau of Police Research and Development began preparing a national anti-trafficking training module for investigative officers, and it conducted seven training workshops around the country in 2005. This nascent training program, aimed to sensitize law enforcement officers to trafficking for sexual or labor exploitation, will assist state and national level law enforcement authorities in preventing corruption and improving their capacity to combat trafficking. In addition, India should consider instituting a comprehensive database to compile state level statistics related to the rescue of victims of sex trafficking and forced or bonded labor, as well as the arrest and prosecution of their traffickers or exploiters.

Endemic corruption among law enforcement officials impedes India's ability to effectively combat trafficking in persons. In terms of trafficking for sexual exploitation, corrupt law enforcement authorities reportedly continue to facilitate the movement of trafficking victims, protect brothels that exploit victims, and protect traffickers and brothel keepers from arrest or other threats of enforcement. In the area of bonded labor and forced child labor, some corrupt police officials

continued to protect businesses and managers who rely on forced labor, and take bribes to stop enforcement or judicial action. During the reporting period, there were no reports concerning the Government of India's steps to address official complicity in trafficking in persons.

Protection

The Government of India continues to provide inadequate and uneven assistance to the vast majority of trafficking victims. Existing national programs to provide protection and rehabilitation to victims of sex trafficking, forced child labor, or bonded labor were not implemented effectively in some areas. Some of India's 28 states, however, showed resolve in addressing victims' needs. For example, the state of Tamil Nadu operates five shelters for women and girls, including victims of trafficking, and the government of Andhra Pradesh state runs six similar homes. The state government of Maharashtra is expanding the capacity of its existing Mumbai shelter. Government shelters are found in all major cities, but the quality of care they offer varies widely; allegations of victims further exploited in government shelters have been reported. The Government of India relies heavily on NGOs to provide certain services to assist victims. Child Welfare Committees operate in each district of each state to protect child victims of trafficking; they often refer such victims to local NGOs for care. The Government of India continues to provide funding to NGOs to build shelters for victims of trafficking under its Swadhar Scheme, although some NGOs have charged that the implementation of this program has been marked by inefficiency and corruption.

Overall, protection for victims of trafficking is weak with regard to comprehensive care. Many shelters do not have the capacity to provide protection to trafficking victims for more than a few months, leaving some victims vulnerable to re-trafficking once they leave the shelters. In addition, victim witnesses rarely receive adequate protection to prevent retribution from their traffickers. For those trafficked from other countries, repatriation assistance is sparse. Anecdotal information suggests that victims are accompanied to the border without sufficient reintegration aid, rendering them susceptible to re-trafficking. Victims of bonded labor are provided 20,000 rupees (\$450) co-funded by the national and state governments upon their rescue, but this program of rehabilitation is unevenly implemented across the country; it is unclear whether state or local governments afford other services to bonded labor victims.

The government can improve its protection efforts by instituting short- or long-term care as appropriate for trafficking victims, as well as shelter facilities to assist them. The repatriation process should be improved to ensure that victims are sufficiently reintegrated and programs to protect witnesses are established that will adequately safeguard victims from retribution. To protect Indian nationals trafficked abroad, the government should consider training overseas diplomatic officials in identifying and assisting trafficking victims caught in involuntary servitude.

Prevention

India's efforts to prevent trafficking in persons were limited this year. To address the issue of bride trafficking, the government instituted public awareness programs to educate parents on the laws against sex-selective abortions and infanticide causing gender imbalance in parts of India and driving the demand for purchased brides. The newly created MWCD has continued the past work of the DCWD in hosting quarterly meetings with other government agencies and local NGOs to share anti-trafficking ideas and facilitate cooperation on preventing trafficking in persons. The government also aimed to prevent child labor by offering financial incentives to parents to keep their children in school.

Nevertheless, the central government was unable to guard its long, porous borders with Bangladesh and Nepal through which several thousand trafficking victims reportedly enter India each year. The government did not take adequate measures to prevent internal trafficking for sexual exploitation or involuntary servitude despite the prevalence of such trafficking to major cities, and increasingly in smaller cities and suburbs. The Government of India also did not institute a broad public awareness campaign to notify the public of the consequences of engaging in trafficking crimes. India should increase awareness of trafficking issues in rural areas where there is a high risk of trafficking. India should also better monitor its borders to interdict trafficking victims and trafficking rings. In addition, the government should also consider offering training for men and women traveling overseas for employment, to avoid situations of involuntary servitude abroad.

INDONESIA (TIER 2 WATCH LIST)

Indonesia is a source, transit, and destination country for women, children and men trafficked for the purposes of sexual exploitation and forced labor. Indonesian victims are trafficked to Malaysia, Saudi Arabia, Kuwait, United Arab Emirates, Hong Kong, Taiwan, Japan, South Korea, and Singapore. A significant number of Indonesian women who go overseas each year to work as domestic servants are subjected to exploitation and conditions of involuntary servitude. An unknown number of child domestic workers also face conditions of forced child labor, a severe form of trafficking in persons. Some Indonesian women who travel legally to Japan as "cultural performers" are trafficked for commercial sexual exploitation. To a minimal extent, Indonesia is a destination for women from the People's Republic of China (P.R.C.), Thailand, Taiwan, Uzbekistan, the Netherlands, Poland, Russia, Venezuela, Spain, and Ukraine who are trafficked for sexual exploitation. There is extensive trafficking within Indonesia from rural to urban metropolitan areas particularly for sexual exploitation and involuntary domestic servitude. Endemic poverty, a high unemployment rate, corruption and a weak rule-of-law environment all contribute to Indonesia's trafficking problem.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Indonesia is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking. The Indonesian Government has not passed a much-needed anti-trafficking law that has been under consideration for three years; Indonesia lacks a comprehensive anti-trafficking law that has a clear legal definition of trafficking. While the government launched an unprecedented anti-corruption campaign, widespread corrupt practices continued to contribute to trafficking. The government took new steps to remove children from prostitution, but did not effectively address children in forced domestic servitude, a severe form of trafficking. Police and officials often did not recognize the relationship of debt bondage and trafficking of women and girls for prostitution. Over the last year, Indonesia did not reverse the pervasive problem of debt bondage in the migrant worker system, which subjects many women to confinement by recruiting agencies before they leave Indonesia for overseas employment. Government action should concentrate on passing the comprehensive anti-trafficking bill; further addressing internal trafficking, particularly of children exploited in the sex trade or as forced domestic servants; and stopping corrupt practices and prosecuting officials involved in or facilitating trafficking.

Prosecution

The Indonesian Government did not increase its anti-trafficking law enforcement efforts in 2005. The government arrested 110 suspected traffickers, prosecuting 37 and convicting at least 16 defendants in the year. The Indonesian police also arrested two individuals for trafficking dozens of Indonesian women as "cultural performers" into prostitution in Japan. In contrast to previous years, Indonesian law enforcement actions focused more on internal trafficking. Police launched new investigative units in certain cities focused on crimes against women and children, including trafficking. Indonesian law enforcement also conducted raids on illegal or abusive migrant holding centers and freed over one thousand women in 2005, while arresting and charging a few business owners under the Migrant Worker Protection Act. Beginning in January 2006, police launched operations to free children in prostitution in Jakarta, Surabaya and elsewhere. The government, however, did not address debt bondage in the migrant worker system. Indonesian law criminalizes trafficking, but lacks a comprehensive definition of the crime, including debt bondage. Convictions for trafficking offenses are often accompanied by light sentences, with an average sentence of less than five years' imprisonment. The Indonesian Government has recognized that action must be taken to stop corrupt officials' facilitation of trafficking, such as the issuance of false identification cards, but it has not reported any trafficking-related investigations or prosecutions of corrupt officials. Over the last year, clashes between the police and military highlighted the continued involvement of individual security force members in prostitution.

Protection

National and local level efforts to protect victims of trafficking in Indonesia increased over the past year, but remained inadequate. Services to victims expanded, but still remained inadequate. The president spoke out on the need to protect Indonesia's female migrant workers. The Indonesian police increased the number of integrated service centers providing health services to trafficking and other victims of crime, and with international assistance established one of the world's largest medical recovery units dedicated to trafficking victims in the Jakarta police hospital. Although Indonesia's national action plan calls for proper treatment of trafficking victims, implementation varied widely at the local level and often appeared ad hoc. The Indonesian Government continued to operate shelters at its embassies and consulates in Singapore, Malaysia, Saudi Arabia, and Kuwait which housed thousands of overseas workers who were subjected to exploitation and conditions of involuntary servitude. At home, however, licensed and unlicensed migrant worker recruitment agencies (PJTKI) often imposed debt bondage and confinement on aspiring migrant workers and the government made no discernable progress to reform this system that contributed to trafficking. The government at various levels operated crisis centers and provided some support to domestic NGOs and civil society organizations that provide services for victims. Various Indonesian Government offices and diplomatic missions continued to receive limited training on trafficking victim recognition and assistance.

Prevention

The Indonesian Government continued efforts to promote public awareness of trafficking in 2005, and continued to prevent trafficking out of areas devastated by the December 2004 tsunami. The government launched the first televised public service announcements to raise awareness of trafficking and engaged in other limited public education campaigns. Government-sponsored public awareness campaigns often featured senior officials and included television, radio, and print media. Indonesia's national anti-trafficking spokesperson continued to engage the public to raise awareness of trafficking. The government opened new migrant worker service centers that provided information on safe migration and avoidance of traffickers. More Muslim organizations in West

Java, East Java and Aceh became aware of and took actions to warn the public about trafficking. Over the last year, the Indonesian Government continued its collaboration with NGOs on anti-trafficking and education initiatives. Most education campaigns focused on warning potential victims about trafficking. There were few prevention activities focused on reducing demand.

IRAN (TIER 3)

Iran is a source, transit, and destination country for women and girls trafficked for the purposes of sexual exploitation and involuntary servitude. According to foreign observers, women and girls are trafficked to Pakistan, Turkey, the Gulf, and Europe for sexual exploitation. Boys from Bangladesh, Pakistan, and Afghanistan are trafficked through Iran en route to the Gulf states where they are ultimately forced to work as camel jockeys, beggars, or laborers. Afghan women and girls are trafficked to the country for forced marriages and sexual exploitation. Similarly, women and children are trafficked internally for the purposes of forced marriage, sexual exploitation, and involuntary servitude.

The Government of Iran does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Iran is downgraded to Tier 3 after persistent, credible reports of Iranian authorities punishing victims of trafficking with beatings, imprisonment, and execution. The United States Government's lack of access to Iran prohibits the collection of full and accurate data on the country's human trafficking problem and its efforts to curb it. Nonetheless, sources report that the Iranian Government fails to meet the minimum standards for protection of victims of trafficking by prosecuting and, in some cases, executing victims for morality-based offenses resulting from their trafficking experience. Iran has taken steps, however, to improve its collaboration with source and destination countries to prevent human trafficking. The government should take steps to prevent the punishment of trafficking victims. Iran should also articulate a plan of action to punish traffickers and prevent trafficking in persons.

Prosecution

Over the year, Iran reportedly made some efforts to punish trafficking in persons crimes. In April, a number of government officials, including members of the State Security Forces and Islamic Revolutionary Guard Corps, were arrested for engaging in the commercial sexual exploitation of children. Despite this effort to address trafficking-related government corruption, Iran did not provide any evidence that these officials were officially charged, prosecuted, or convicted for trafficking offenses. The child victims of these raids—some as young as 13 years old—were also arrested pending their judicial sentencing, presumably for engaging in prostitution. The government should continue to conduct raids to identify and punish traffickers, but should subsequently prosecute the traffickers and assign strict penalties for their actions. Iran should also consider providing training to government officials on methods of investigating and prosecuting trafficking crimes.

Protection

The Government of Iran did not improve its protection of trafficking victims this year. Although government bodies provide some victims with legal, health, and counseling services, reports have also emerged that victims are arrested and punished for violations of morality standards such as

adultery, defined as sexual relations outside of marriage. Although it is unclear how many victims are subjected to punishment for acts committed as a result of their trafficking experience, child victims of commercial sexual exploitation reportedly have been executed for their purported crime of prostitution or adultery. For instance, one 16-year-old sex trafficking victim was hanged publicly by religious authorities who accused her of engaging in "acts incompatible with chastity." The governor of the town later congratulated the religious leader for his "firm approach." The Government of Iran should take significant steps to prevent the punishment of trafficking victims, and should improve the protective services available to victims.

Prevention

During the year, Iran may have made modest advances in its trafficking prevention measures. The government reportedly improved its monitoring of the border with Afghanistan, but provided no details regarding this effort. Iran should improve its efforts to prevent trafficking in persons by significantly improving border patrol with Pakistan and other neighboring countries to which Iranian women and children are trafficked. The government should also institute a public awareness campaign to warn women and children in rural areas of the dangers of trafficking.

IRELAND (TIER 1)

There are reports, which the Government of Ireland is investigating, which suggest that Ireland is a transit and destination country for a significant number of trafficking victims from Eastern Europe, Africa, Latin America, or Asia. While Ireland has a growing population of migrants, there is not yet evidence of a large number of trafficking victims. Unaccompanied minors from various source countries, particularly in Africa, represent a vulnerable group in Ireland that is susceptible to trafficking and exploitation.

The Government of Ireland fully complies with the minimum standards for the elimination of trafficking. Ireland's recent influx of immigrants suggests a vulnerable population among refugees, asylum-seekers, and economic migrants susceptible to force, fraud, and coercion by exploiters in Ireland. The Government of Ireland, newly aware of the trafficking problem, has shown openness and leadership in tackling this crime. Current law, however, does not clearly define trafficking but rather merges it with smuggling, complicating efforts to count and verify the extent of trafficking in the country. In 2005, the government began drafting and updating anti-trafficking legislation that promises to be more comprehensive. If passed, the laws will differentiate between smuggling and trafficking; criminalize trafficking of children into or out of Ireland for both sexual exploitation and forced labor; and focus on the liability of carriers in their transport of such victims. Law enforcement personnel should continue training on victim identification techniques, including key elements defining the difference between trafficking and smuggling.

Prosecution

The Government of Ireland demonstrated strong leadership and initiative in addressing trafficking through law enforcement means in 2005. The government vigorously investigated cases of suspected trafficking reported by NGOs, potential victims themselves, and those reported in the media. Since August 2005, police conducted a number of raids of brothels in

Ireland; the government reportedly is preparing cases for prosecution. As a result, in September 2005, authorities conducted a series of raids based on allegations of trafficking in exotic dance clubs, though interviews of suspected victims did not produce evidence of trafficking. In February 2006, police launched an investigation and raided a farm suspected of managing a series of brothels via a call center operation, though again, no evidence of trafficking was found. Ireland's legislative framework includes a Child Trafficking and Pornography Act, which carries a maximum penalty of life imprisonment. The Government of Ireland demonstrated strong engagement with international organizations, NGOs, and potential source countries on trafficking. In 2005, the government launched Operation Hotel to improve nationwide law enforcement coordination on trafficking. There was no evidence of official complicity in trafficking during the reporting period.

Protection

The Irish Government offered adequate protections to presumed victims of trafficking during the reporting period. While the government lacks a formal referral mechanism, police and immigration officials referred potential trafficking victims to NGOs throughout the year. Due to a lack of dedicated anti-trafficking protections and services, potential victims, especially unaccompanied children, were at risk for being trafficked. NGOs and law enforcement authorities who have contact with potential victims of trafficking estimate a range of 14 to 200 victims of trafficking in Ireland since 2001. However, there are no agreed-upon figures on the number of trafficking cases in 2005. The current number of cases under police investigation is in the single digits, while NGOs estimate that the actual number of cases may range from 14 to 35 per year.

Prevention

In October 2005, the government established an inter-ministerial anti-trafficking working group composed of officials from the Department of Justice, Equality and Law Reform and the police. NGOs reported excellent cooperation with government and police officials, particularly at the operational level. Ireland en Route, a loose network of government agencies, NGOs, academics, and other experts met three times in 2005 to coordinate trainings and discuss legislation, best practices, and other relevant trafficking issues in Ireland. In February 2006, the government joined the U.K. Government's "Operation Pentameter." Part of this operation includes an awareness campaign aimed at potential victims and a hotline. In 2005, the government provided \$24,000 to an NGO for victim support services, specifically earmarked as funds to cover expenses while victims await court appearances. The government also dedicated \$420,000 per year to assist this NGO in reforming women in prostitution.

ISRAEL (TIER 2 WATCH LIST)

Israel is a destination country for low-skilled workers from the P.R.C., Romania, Jordan, Turkey, Thailand, the Philippines, Nepal, Sri Lanka, and India who migrate voluntarily for contract labor in the construction, agriculture and health care industries. Some are subsequently subjected to conditions of involuntary servitude. Many labor recruitment agencies in source countries and in Israel require workers to pay up-front fees ranging from \$1,000-10,000 – a practice that often leads to debt bondage and makes these workers highly vulnerable to forced labor once in Israel.

Israel is also a destination country for women trafficked from Eastern Europe – primarily Ukraine, Moldova, Uzbekistan, Belarus, and Russia – for the purpose of sexual exploitation. NGOs estimate that in 2005 between 1,000-3,000 women were trafficked into Israel for sexual servitude and 16,000-20,000 foreign workers faced involuntary servitude, though NGOs do not provide evidence to support their claim.

The Government of Israel does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Israel is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to address trafficking, namely the conditions of involuntary servitude allegedly facing thousands of foreign migrant workers. The government did not pass a much-needed law criminalizing all forms of trafficking, including labor trafficking, drafted in 2003, though it took more steps than in previous years to criminally investigate and prosecute employers allegedly keeping foreign workers in conditions of involuntary servitude. The estimated thousands of victims of forced labor were not provided with protection. The government continued to build upon progress made in previous years to combat trafficking of women for sexual exploitation, such as prosecuting traffickers and providing victims with shelter and protective services, including legal aid. Israel should extend the scope of its anti-trafficking law to criminalize labor trafficking and establish a shelter for such victims. Israel should immediately take steps to adequately punish, using its criminal justice system, the perpetrators of labor trafficking crimes occurring in Israel. The government should also more vigorously enforce existing bans against charging recruitment fees and withholding passports, factors that contribute to the trafficking of workers.

Prosecution

The Government of Israel's anti-trafficking law enforcement efforts were uneven and inadequate over the last year. While the government made noticeable improvement in its law enforcement efforts against traffickers for sexual exploitation, it did little to address the much larger problem of involuntary servitude among foreign migrant workers. The government convicted 31 sex traffickers with sentences ranging from eight to 18 years in prison. The police also investigated 327 cases of trafficking for sexual exploitation and arrested 78 suspected sex traffickers. In addition, Israel cooperated with Russian, American, Ukrainian, and Belarussian law enforcement authorities to extradite traffickers and break up organized sex trafficking rings.

The government's efforts to investigate and prosecute labor trafficking cases, however, were inadequate in light of the scope of this problem. Israel's anti-trafficking law does not cover labor forms of trafficking, though other criminal statutes could be used to punish exploiters of foreign laborers. The government did not enact a long-awaited draft law that would specifically cover labor trafficking. Israel pursued administrative actions against employers for labor exploitation, including investigating 198 manpower agencies for suspected fraud against foreign workers, and revoking the hiring licenses of 227 Israeli employers and 12 manpower agencies. The Ministry of Industry, Trade and Labor filed 208 criminal indictments against employers for violations of the labor laws governing foreign workers, and the Immigration Authority registered 133 indictments against manpower companies for violations of the Israeli Penal Code. Few of these indicted employers or managers of manpower companies, however, faced jail time as a punishment; most were punished with fines.

In one case, a judge sentenced four employees of a manpower agency to seven to 13 months' imprisonment for aggravated assault of foreign workers; such prison sentences, however, proved far

too rare. The scope of labor trafficking in Israel merits a higher number of investigations, prosecutions, convictions, and manpower agency closures. Israel also failed to enforce bans on charging recruitment fees for employment and withholding workers' passports.

Protection

Although Israel made some improvements in its protection of sex trafficking victims, it did not demonstrate significant efforts to improve its protection of labor trafficking victims this year. The government solicited input from NGOs to design a questionnaire to screen detained illegal immigrants for evidence of trafficking for commercial sexual exploitation, but many victims are believed not to respond to either these questionnaires nor to Israeli police interviews for fear of retribution. As such, many victims are not adequately screened before being deported, despite other indications that they are trafficking victims. For identified victims of trafficking, the government provides shelter, medical, psychological, legal, and repatriation assistance. Women referred to the shelter are also granted temporary residency permits pending their testimony against traffickers, and a limited number of victims may receive one-year humanitarian visas allowing them to remain beyond the conclusion of their cases.

Victims of labor trafficking, however, do not receive adequate protection services. The government does not operate a shelter for their rehabilitation, housing them in detention facilities instead. Such victims are also frequently arrested and deported for violation of immigration regulations before they have an opportunity to testify against their employers. The government does not provide state-funded legal aid to foreign workers, and often fails to include interpreters in judicial and deportation hearings. Israel has been proactive, however, in revising the foreign employment system to allow changes of employers for workers in the construction industry, and in establishing an ombudswoman in the Ministry of Industry, Trade and Labor with whom foreign workers can lodge complaints. The government also published brochures and signs at detention centers advising foreign workers of their rights and allows NGOs access to detained workers to provide legal aid and translation services during deportation hearings. Israel should improve protections available to victims of labor trafficking, including access to a shelter and legal aid, and should adequately support the ombudswoman with a sufficient budget and increased staff.

Prevention

This year, Israel improved its efforts to prevent trafficking in persons. The government ran several programs to address demand for prostitution and is working to incorporate an anti-trafficking in women message into the high school curriculum. Israel also published brochures in 14 languages outlining the rights of foreign workers to be distributed at airports, manpower agencies, and on construction sites. The Ministry of Foreign Affairs included information on trafficking in persons in training programs for Israeli diplomats, and the Ministry of Justice trained police officers, border patrols, interrogators, judges, and soldiers on identifying trafficking victims. Finally, the government provided additional resources to the border patrol policing the boundary between Israel and Egypt to prevent the smuggling and trafficking of people.

ITALY (TIER 1)

Italy is a destination and transit country for men, women, and children trafficked for the purposes of sexual and labor exploitation. The number of victims originating from Albania and Nigeria

decreased in 2005, while the number of victims from Romania, Bulgaria, Ukraine, and Moldova increased. Other countries of origin included Russia, East and North Africa, China, and South America. The percentage of minors who are trafficking victims increased slightly. Eastern European and Nigerian traffickers routinely moved victims within Italy and Europe. The Italian social research institute PARSEC estimated 2,500 new trafficking victims in 2005. Both NGO and government sources reported an overall decline in the number of identified trafficking victims and women in prostitution in Italy.

The Government of Italy fully complies with the minimum standards for the elimination of trafficking. In 2005, Italy continued implementation of its comprehensive victim-centered approach to trafficking through its assistance and protection programs. The government sustained funding for outreach to potential trafficking victims abroad and conducted bilateral law enforcement cooperation with source countries. Italy's significant influx of illegal immigrants continues to challenge the government's ability to adequately screen for potential trafficking victims; some deportation occurs, especially of Nigerian women in prostitution. Focused and highly visible demand reduction campaigns aimed at customers are greatly needed to effectively tackle the huge demand for trafficking victims within Italy.

Prosecution

In 2004, the Government of Italy continued to demonstrate its proactive anti-trafficking efforts, investigating 1,861 cases and prosecuting 120 cases involving trafficking; incomplete data for 2005 shows Italy conducted 2,045 investigations. The number of convictions in 2004 increased from 32 to 77; incomplete data for 2005 shows there were 50 convictions. The courts reportedly denied 95 percent of convictions appealed. Italy's 2003 anti-trafficking law covers both trafficking for sexual exploitation and forced labor; however, some trafficking-related cases filed under the old laws continue to work their way through the courts. While the government failed to produce any sentencing data for 2004, sentences reported for 2005 averaged four years and five months. Convicted traffickers reportedly can receive reduced sentences if they cooperate in prosecutions. There continued to be some isolated reports of local and border officials accepting bribes and facilitating trafficking; the government failed to investigate these reports.

Protection

In 2005, the Ministry of Equal Opportunity spent over \$3.5 million on 72 projects to provide comprehensive assistance to 7,400 victims. The government issued 922 temporary residence permits to trafficking victims who cooperated with law enforcement authorities. Government-funded NGOs provided literacy courses for 428 victims and vocational training for 462; they helped 265 victims find temporary employment and another 840 find permanent jobs. Although some NGOs continue to express concern about improper screening leading to automatic deportation of trafficking victims, the Ministry of Interior reported that it properly screened illegal immigrants for trafficking victims. In 2004, the government provided repatriation and reintegration assistance to 78 victims, up from 66 the previous year.

Prevention

In 2005, NGOs continued to implement anti-trafficking awareness initiatives funded by the government from the previous year. This included brochures and TV/radio ads, one of which emphasized the link between trafficking and prostitution. The Ministry of Equal Opportunity's hotline for trafficking victims received calls from over 6,500 trafficking victims during 2005. The

Ministry of Interior provided specialized training on trafficking laws and best practices for victim care to law enforcement officers. The inter-ministerial committee continued to coordinate the government's anti-trafficking efforts.

JAMAICA (TIER 2 WATCH LIST)

Jamaica is a source country for men, women, and children trafficked for the purposes of sexual exploitation and labor. Information from international organizations and embassies working in Jamaica suggests that women from the Dominican Republic and Eastern Europe are trafficked to Jamaica for sexual exploitation. Women and children are also internally trafficked from rural to urban and tourist areas for sexual exploitation. In a 2005 exploratory assessment, IOM stated that trafficking is occurring in the country, primarily for sexual exploitation. The report also states there may be trafficking for domestic servitude and forced labor.

The Government of Jamaica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although Jamaica demonstrated some initial progress in combating trafficking shortly after the last Report, Jamaica is placed on Tier 2 Watch List because the determination that it is making significant efforts is based in part on its commitments to take additional future steps over the coming year. Over the past year, the Jamaican Government made modest efforts to address trafficking in the country after being placed in Tier 3 in the 2005 Report. There has been greater public debate, led by the government, on trafficking issues, resulting in a significant increase in public awareness of the dangers of trafficking. The government also launched a public awareness campaign, created an inter-agency task force to coordinate anti-trafficking matters, and appointed police officers to handle trafficking-related investigations. The government has committed to advancing these initiatives over the coming year. However, very few investigations have led to prosecutions. The government should increase law enforcement efforts and take strong action against corruption that may impede progress in this area.

Prosecution

The Government of Jamaica increased efforts to investigate trafficking crimes over the past year, resulting in limited progress. Jamaica has specific laws against trafficking in children, such as the "Child Care and Protection Act of 2004," but no laws that specifically address trafficking of adults. Related criminal statutes, however, may be used to prosecute individuals for trafficking, including the "Offenses Against the Person Act," which prohibits certain aspects of trafficking for commercial sexual exploitation. During the reporting period, the government created a police unit, staffed by six officers in the Jamaica Constabulary Force to enforce Jamaica's anti-trafficking and related laws. To date, there have been a number of raids and arrests, but no convictions under the Child Care and Protection Act. There have been some related convictions under other laws, including the Spirit Licensing Act and also some reported immigration code violations. There are at least six cases currently under investigation. The government also temporarily suspended work permits for foreign exotic dancers, some of whom are victims of trafficking. The Ministry of Labor is currently working on procedures to monitor individuals granted an exotic dancer permit, to ensure they are not being abused. However, despite some progress on law enforcement, official corruption remains endemic. Law enforcement efforts are also hampered by a lack of resources, personnel, and trafficking awareness.