



**VICTIMS OF  
TRAFFICKING AND  
VIOLENCE PROTECTION  
ACT 2000**

**TRAFFICKING IN  
PERSONS REPORT**

**JUNE 2002**

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## **A Look at the Problem**

Over the past year, at least 700,000, and possibly as many as four million men women and children worldwide were bought, sold, transported and held against their will in slave-like conditions. In this modern form of slavery, known as “trafficking in persons,” traffickers use threats, intimidation and violence to force victims to engage in sex acts or to labor under conditions comparable to slavery for the traffickers’ financial gain. Women, children and men are trafficked into the international sex trade for the purposes of prostitution, sex tourism and other commercial sexual services and into forced labor situations in sweatshops, construction sites and agricultural settings. The practice may take other forms as well, including the abduction of children and their conscription into government forces or rebel armies, the sale of women and children into domestic servitude, and the use of children as street beggars and camel jockeys.

Traffickers often move victims from their home communities to other areas – within their country or to foreign countries – where the victim is isolated and may be unable to speak the language or be unfamiliar with the culture. In many cases, the victims do not have immigration documents or they have fraudulent documents provided by the traffickers. Most importantly, the victims lose their support network of family and friends, thus making them more vulnerable to the traffickers’ demands and threats. Victims also may be exposed to a range of health concerns, including domestic violence, alcoholism, psychological problems, HIV/AIDS and other sexually transmitted diseases. Victims in these situations do not know how to escape the violence or where to go for help. Victims may choose not to turn to authorities out of fear of being jailed or deported, especially because the governments of some countries treat victims as criminals. In other countries, there is no protection for victims who come forward to assist in the prosecution of traffickers.

Traffickers recruit and find potential victims in a number of ways. Traffickers advertise in local newspapers offering good jobs at high pay in exciting cities. They also use fraudulent employment, travel, modeling and matchmaking agencies to lure unsuspecting young men and women into the trafficking networks. In local villages, a trafficker may pose as a “friend of a friend,” meet with families and convince parents that their children will be safer and better taken care of by the “friend.” Traffickers often mislead parents into believing that their children will be taught a useful skill or trade – but the children end up enslaved in small shops, on farms, or in domestic servitude. Traffickers also promise parents that they will marry their daughters – but the girls are forced into prostitution. In some violent situations, traffickers may kidnap or abduct victims.

## **The Causes of Trafficking**

Economic and political instability greatly increases the likelihood that a country will become a source of trafficking victims. In countries with chronic unemployment, widespread poverty and a lack of economic opportunities, traffickers use promises of higher wages and good working conditions in foreign countries to lure people into their networks. Victims, who want a better life for themselves and their families, are easily convinced by the traffickers’ promises. Civil unrest, internal armed conflict, and natural disasters destabilize and displace populations

and, in turn, increase their vulnerability to exploitation and abuse. In some countries, social or cultural practices contribute to trafficking. For example, the low status of women and girls in some societies contributes to the growing trafficking industry by not valuing their lives as highly as those of the male population. In other societies, the practice of entrusting poor children to more affluent friends or relatives may lead to abusive and exploitative situations.

In many destination countries, commercial sexual exploitation and the demands for inexpensive labor have increased over the past several decades. Many traffickers who are part of criminal networks involved in other transnational crimes have recognized that they can profit greatly by supplying people to fill these demands. Trafficking does not require a large capital investment and it frequently involves little risk of discovery by law enforcement. In addition, trafficking victims, unlike drugs, can be re-sold and used repeatedly by traffickers. In some countries, corruption contributes to the problem of trafficking, where local officials are complicit in trafficking or turn a blind eye.

Trafficking victims are often brought through “transit countries” from a source country to a destination country. Traffickers may use false documents in doing so. Weak border controls and corruption of migration officials also may further facilitate the transit of victims.

### **The Magnitude**

Given the nature of trafficking and its often hidden face, it is extremely difficult to develop accurate statistics on the extent of the problem. According to a U.S. Government estimate based on 1997 data, 700,000 persons, mainly women and children, are trafficked across national borders worldwide each year. Other global estimates of the number of victims trafficked annually range from approximately one to four million. According to an International Organization for Migration 1997 estimate, the number of victims trafficked both internally and across national borders is four million. The United States is principally a transit and destination country for trafficking in persons. According to a 1997 estimate, some 50,000 women and children are trafficked annually for sexual exploitation into the United States.

### **The Trafficking Victims Protection Act of 2000**

In October 2000, the Trafficking Victims Protection Act (Division A of Public Law 106-386)(the “Act”) was enacted to combat trafficking, to ensure the just and effective punishment of traffickers and to protect victims. The Act added new crimes, strengthened pre-existing criminal penalties, afforded new protections to trafficking victims, and made available certain benefits and services to victims of severe forms of trafficking. With this comprehensive approach to the problem, the Act created significant mandates for several federal government agencies, including the Departments of State, Justice, Labor, Health and Human Services and the U.S. Agency for International Development. One of the State Department’s responsibilities is the annual submission of a report to Congress on the status of severe forms of trafficking in persons; this is the second such report. The Act’s definition of “severe forms of trafficking in persons” is in the following box, as are its definitions of other terms that are elements of that definition. For the purpose of this report, the term “trafficking” refers to “severe forms of trafficking in persons” as defined in the Act.

### **Definition of “Severe Forms of Trafficking in Persons”**

The 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 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 Used in the Term “Severe Forms of Trafficking in Persons”:**

**“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.

**“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.

**“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.

### **United States’ Efforts**

The U.S. Government condemns trafficking in persons and remains firmly committed to fighting this scourge and protecting the victims who fall prey to traffickers. The U.S. Government has taken numerous steps to enhance its efforts to monitor and combat trafficking, including the annual drafting of this report.

Pursuant to the Act, President Bush established the President’s Interagency Task Force to Monitor and Combat Trafficking in Persons. This Task Force is chaired by the Secretary of State and is made up of the Attorney General, the Secretary of Labor, the Secretary of Health and Human Services, the Director of Central Intelligence, the Director of the Office of Management

and Budget, and the Administrator of the U.S. Agency for International Development. The Task Force's responsibilities include coordination of the implementation of the Act as well as assisting the Secretary of State in the preparation of this report. The Task Force held its first meeting, chaired by Secretary Powell, in February 2002.

As authorized by the Act, the Department of State established the Office to Monitor and Combat Trafficking in Persons in October 2001. The Trafficking Office leads the development and implementation of our international engagement on trafficking in persons and provides assistance to the Task Force. It also prepares reports and analyses on trafficking, coordinates international programs to prevent trafficking and to aid victims, and conducts outreach with non-governmental organizations (NGOs) and international organizations. In addition, other federal agencies represented on the Task Force provide detailees to the Trafficking Office in order to strengthen interagency coordination and assist with Task Force activities. More information about the Trafficking Office can be found on its website at [www.state.gov/g/tip/](http://www.state.gov/g/tip/).

The efforts of the Trafficking Office are guided by a legislative mandate to combat and eradicate human trafficking. Given the magnitude and urgency of this task, the Trafficking Office's priorities are to:

- Assist countries with the elimination of trafficking;
- Promote regional and bilateral cooperation for trafficking eradication; and
- Support service providers and NGOs in their trafficking prevention and victim protection efforts.

The Department of State has taken numerous steps to craft and implement an overall strategy to combat trafficking worldwide within the last year. The State Department is assisting in the coordination of anti-trafficking policy and programs among federal agencies, international organizations, foreign governments and NGOs worldwide. This report, addressing 89 countries that were found to have a significant number of trafficking victims, is the most comprehensive international anti-trafficking review issued by any single government.

Leveraging the attention generated by its Trafficking in Persons Report, the State Department continuously engages with foreign government officials to promote cooperation and enhanced anti-trafficking campaigns, both regionally and on a per-country basis. The Department also continued to expand reporting on trafficking in persons in its annual Country Reports on Human Rights Practices.

The Trafficking Office is working with other U.S. Government agencies that are pursuing aggressive policies to prevent trafficking, to prosecute traffickers and to protect and assist victims domestically and internationally. Various U.S. Government agencies have worked together to create informational brochures on trafficking for victims, NGOs and law enforcement personnel; to conduct training programs for U.S. Government officials; to issue regulations and establish guidelines regarding the protection and assistance for trafficking victims; and to fund anti-trafficking activities in the United States and throughout the world. A chronicle of U.S. Government efforts to implement the Act is contained in the document "Overview of the

Administration's Implementation of the Trafficking Victims Protection Act," which can be found on the Trafficking Office's website.

The U.S. Government supported over 110 anti-trafficking programs in approximately 50 countries in fiscal year 2001. The types of assistance include the following: economic alternative programs for vulnerable groups; education programs; training for government officials and medical personnel; development or improvement of anti-trafficking laws; provision of equipment for law enforcement; establishment or renovation of shelters, crisis centers, or safehouses for victims; support for voluntary and humane return and reintegration assistance for victims; and support for psychological, legal, medical and counseling services for victims provided by NGOs, international organizations and governments. The Department's priority is to help the governments of countries in Tiers 2 and 3 that are eligible for assistance and committed to combating trafficking. (See pages 10 - 12 for an explanation of tier listings.)

The State Department has actively sought out the crucial cooperation of NGOs, given their invaluable practical experience. It would be challenging to implement successfully an ongoing international campaign to combat trafficking without their partnership. Within this last year, the Trafficking Office has hosted numerous meetings and briefings with NGOs to solicit their expertise and recommendations. Moreover, in preparation for this report, the Trafficking Office asked over 140 NGOs to provide information on trafficking practices and programs throughout the world. Carrying out the legislative mandate to engage NGOs, the Trafficking Office invites further suggestions to enhance NGO cooperation.

### **International Engagement**

Trafficking has reached staggering dimensions around the globe. Solving this problem and bringing relief to its many victims will be possible only through cooperative efforts. This cooperation must occur bilaterally and multilaterally among various governments, but also between governments and civil society, including NGOs. It must involve governmental coordination on national counter-trafficking strategies, as well as coordination at a local level. Destination countries must work with transit and source countries to stem the flow of trafficking; source countries must work not only to prevent trafficking, but to help with the reintegration of trafficking victims back into their home societies. The United States' international engagement is focused on bolstering international political will to combat the issue, increasing a dialogue among countries to identify ways to expand national, regional and international efforts to address trafficking, and strengthening nations' efforts to fight trafficking.

The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, which supplements the UN Convention against Transnational Organized Crime and was adopted by the UN General Assembly in November 2000, is an important new tool to facilitate international cooperation. Governments that sign and ratify this Protocol make a commitment to criminalize trafficking, protect its many victims, and prevent future trafficking. To date, the United States and 104 other countries have signed the Protocol.

Two other international instruments that address the sale of and trafficking in children have also recently been adopted – International Labor Organization (ILO) Convention 182

concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (which the United States ratified in December 1999), and the Protocol to the Convention on the Rights of the Child on Sale of Children, Child Prostitution and Child Pornography (which the United States signed in July 2000). ILO Convention 182 requires that countries take steps to provide children removed from the worst forms of child labor, such as prostitution and pornography, with access to free basic education. The Protocol requires that states criminalize prostitution and pornography with respect to children under the age of 18. The U.S. Government engages with its co-signatories of ILO Convention 182 to ensure that government efforts against child exploitation remain sustained and significant.



## **THE REPORT**

This is the second annual report to Congress, as required by the Act, on the status of severe forms of trafficking in persons worldwide. It covers the time period of April 2001 through March 2002. In this year's report, several countries have moved from their placement in last year's report, as discussed on pages 12 through 13. Some countries are not listed in this year's report because of a lack of reliable information, as discussed on pages 11 - 13. With this annual report, the United States seeks to bring international attention, both of governments and the general public, to the horrific practice of trafficking in persons. This report serves as a major diplomatic tool for the U.S. Government, which hopes that other governments will view this as an instrument for continued dialogue, encouragement for their current work, and an instrument to help them focus their future work on prosecution, protection, and prevention programs and policies. After the release of this year's report, the Department will continue to engage in discussions with governments about the content of the report to help strengthen cooperative efforts to eradicate trafficking. The Department will use the information gained in the compilation of this year's report to target assistance programs more effectively and to work with countries that need help in combating trafficking. Finally, the Department hopes the report will be a catalyst for government efforts to combat trafficking in persons around the world, so that this degrading practice will be eliminated.

### **Methodology**

To lead the State Department's efforts in preparing this report, the Trafficking Office assembled a panel with staff from the Trafficking Office and other U.S. government agencies. The panel included representatives from the Department of Justice, the Department of Health and Human Services, the intelligence community and the Department of State's Bureau of Democracy, Human Rights and Labor, and the Bureau of Population, Refugees, and Migration, and it received counsel from the Office of the Legal Adviser.

The State Department obtained information from a variety of sources in preparing this report. It solicited information from U.S. embassies and consulates around the world. These diplomatic posts reported on the extent of trafficking in their host countries and the host governments' efforts to address the problem. Their reports reflected discussions with host governments, local and international NGOs, international organizations, immigration officials, police, journalists, academics and victims, in addition to reviews of government, press, and NGO reports. Along with these reports from posts, the report panel also reviewed information from other sources including, but not limited to, other U.S. Government agencies, United Nations International Children's Emergency Fund, United Nations High Commissioner for Refugees, the International Organization for Migration, Human Rights Watch, Amnesty International, the Protection Project, the media, academics and foreign governments. The panel also took into consideration information learned by the Trafficking Office staff in numerous meetings with foreign government officials, NGOs and international organizations. Finally, the Trafficking Office established an email address, <tipreport@state.gov>, for NGOs to report information on government progress in addressing trafficking, provide updates on the scope of the problem, and focus attention on particular obstacles they encounter in their work.

To compile this year's report, the Department used the same two-step approach it employed for last year's report. First, the report panel determined whether or not a country is "a country of origin, transit, or destination for a *significant* number of victims" of trafficking. In making this determination, the panel required credible reporting that the country was a country of origin, transit or destination for a number of victims on the order of *one hundred or more*, the same threshold that was applied in the 2001 report. Only those countries that reach this threshold are included in the report.

As a second step, the report panel placed each of the countries that are included on the report into one of the three lists, described here as tiers, mandated by the Act. This placement is based upon governments' efforts to combat trafficking. In accordance with the Act, countries whose governments fully comply with the Act's minimum standards for the elimination of trafficking were placed in **Tier 1**. Countries whose governments do not fully comply with those standards were placed in **Tier 2** if they are making "significant efforts to bring themselves into compliance" with the standards, or in **Tier 3** if they are not. Each tier encompasses a wide range of countries.

### **Minimum Standards**

The Act defines "minimum standards for the elimination of trafficking", which are summarized as follows:

- 1) The government should prohibit trafficking and punish acts of trafficking.
- 2) The government should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault, for the knowing commission of trafficking in some of its most reprehensible forms (trafficking for sexual purposes, trafficking involving rape or kidnapping, or trafficking that causes a death).
- 3) For knowing commission of any act of trafficking, the government should prescribe punishment that is sufficiently stringent to deter, and that adequately reflects the offense's heinous nature.
- 4) The government should make serious and sustained efforts to eliminate trafficking.

The Act also sets out seven criteria that "should be considered" as indicia of the fourth point above, "serious and sustained efforts to eliminate trafficking." Summarized, they are:

- 1) Whether the government vigorously investigates and prosecutes acts of trafficking within its territory.
- 2) Whether the government protects victims of trafficking, encourages victims' assistance in investigation and prosecution, provides victims with legal alternatives to their removal to countries where they would face retribution or hardship, and ensures that victims are

not inappropriately penalized solely for unlawful acts as a direct result of being trafficked.

- 3) Whether the government has adopted measures, such as public education, to prevent trafficking.
- 4) Whether the government cooperates with other governments in investigating and prosecuting trafficking.
- 5) Whether the government extradites persons charged with trafficking as it does with other serious crimes.
- 6) Whether the government monitors immigration and emigration patterns for evidence of trafficking, and whether law enforcement agencies respond appropriately to such evidence.
- 7) Whether the government vigorously investigates and prosecutes public officials who participate in or facilitate trafficking, and takes all appropriate measures against officials who condone trafficking.

The Act also states three factors that the Department is to consider in determining whether a country is making significant efforts to bring itself into compliance with these minimum standards. Summarized, these considerations are: 1) the extent of trafficking in the country; 2) the extent of governmental noncompliance with the minimum standards, particularly the extent to which government officials have participated in, facilitated, condoned, or are otherwise complicit in trafficking; and 3) what measures are reasonable to bring the government into compliance with the minimum standards in light of the government's resources and capabilities.

## **The Tiers**

### **Tier 1**

The governments of countries in **Tier 1** fully comply with the Act's minimum standards. Such governments criminalize and have successfully prosecuted trafficking, and have provided a wide range of protective services to victims. Victims are not jailed or otherwise punished solely as a result of being trafficked, and they are not summarily returned to a country where they may face hardship as a result of being trafficked. In addition, these governments sponsor or coordinate prevention campaigns aimed at stemming the flow of trafficking.

### **Tier 2**

The governments of countries in **Tier 2** do not yet fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those standards. Some are strong in the prosecution of traffickers, but provide little or no assistance to victims. Others work to assist victims and punish traffickers, but have not yet taken any significant steps to prevent trafficking. Some governments are only beginning to address

trafficking, but nonetheless have already taken significant steps towards the eradication of trafficking.

### **Tier 3**

The governments of countries in **Tier 3** do not fully comply with the minimum standards and are not making significant efforts to bring themselves into compliance. Some of these governments refuse to acknowledge the trafficking problem within their territory. On a more positive note, several other governments in this category are beginning to take concrete steps to combat trafficking. While these steps do not yet reach the appropriate level of significance, many of these governments are on the path to placement on **Tier 2**.

### **Penalties**

According to the Act, beginning with the 2003 report, countries in **Tier 3** will be subject to certain sanctions, principally termination of non-humanitarian, non-trade-related assistance. Consistent with the Act, such countries also would face U.S. opposition to assistance (except for humanitarian, trade-related, and certain development-related assistance) from international financial institutions, specifically the International Monetary Fund and multilateral development banks such as the World Bank. All or part of the bilateral and multilateral assistance sanctions may be waived upon a determination by the President that the provision of such assistance to the country would promote the purposes of the Act or is otherwise in the national interest of the United States. The Act provides that the President shall waive those sanctions when necessary to avoid significant adverse effects on vulnerable populations, including women and children.

### **Country Narratives**

This report provides a brief narrative for each country that has been placed in a tier. The narratives do not include extensive details or comprehensive information about the countries or their governments. Instead, they provide an overview of the trafficking situation in the country and the government's efforts to combat trafficking. The first paragraph of each narrative describes the scope and nature of the trafficking problem in the country, and thus indicates the reasons the country has been included in the report. The second paragraph describes some of that government's efforts to combat trafficking, and thus illustrates the reasons the country has been placed in Tier 1, 2 or 3 of the report. This second paragraph addresses government efforts in several areas: first in the areas of law enforcement and prosecution of traffickers, then protection of trafficked victims, and finally prevention of trafficking.

Establishing task forces and action plans are methods that some countries have successfully used to create goals and benchmarks for their anti-trafficking efforts. However, these plans and task forces, on their own, are not weighted heavily in assessing country placements. Rather, the report focuses on concrete efforts that governments have undertaken to combat trafficking. Similarly, the report does not weigh heavily laws that are in draft form or that have not been enacted, because they cannot yet be used to combat trafficking. In some cases, task forces, action plans or draft laws have been mentioned in a country narrative as

examples of a positive attitude, or preliminary steps that the government is *beginning* to take to combat trafficking.

In a few countries, armed forces beyond the government's control forced children to become soldiers or laborers, or to provide sexual services to rebels. In such countries, the government may be unable to take many steps, along the lines of the Act's "minimum standards," to combat the trafficking problem. This report categorizes such countries primarily based on what steps, if any, their governments have taken to assist these victims. These considerations are reflected in the country narratives.

The Department appreciates the response to last year's report, including reactions from the Congress, press, foreign governments, and NGOs. Much of that response was positive and contributed to an increasing awareness of the issue of trafficking in persons. Mindful of the statutory requirement for the report and of its ultimate goal to help eliminate trafficking in persons, we carefully considered suggestions that were made about last year's report. For example, we took additional steps to address the link between corruption and trafficking and the report includes more detailed information on corruption. Similarly, we strove to increase the consistency of the country narratives.

### **Tier Placements**

Some countries were not included in the 2001 report or this report. Their omission should not be construed necessarily as a positive result of such countries' efforts to eliminate trafficking in persons. Instead, their omission simply may indicate that, at the time of the report's preparation, the Department did not have credible information that provided evidence of a significant number of victims of trafficking. As noted above, trafficking is an underground criminal activity, and, as such, information about it is difficult to obtain. The State Department received reports of possible trafficking in many countries that do not appear in this report. The Department cross-checked all reports with our diplomatic missions abroad and other sources. If the Department determined that the information received was not reliable or did not adequately document a significant number of victims, the country was not placed in the report. If additional information becomes available, such countries may be included in a future report. A few examples of the many countries in this situation include Uzbekistan, Turkmenistan and Botswana.

Another difficulty in obtaining information, which mainly affects transit countries, arises from the fact that it may be difficult to distinguish between trafficking in persons and migrant smuggling. The mere facilitation of illegal entry into a country is not, on its own, trafficking in persons, although such migrant smuggling may be part of a trafficking operation. Trafficking victims, as they are being moved through transit countries, may not know that they will be forced into prostitution or labor when they arrive in the destination country. Similarly, border patrol or migration officials may recognize illegal entry into or transit through a country but not have information alerting them that the smuggling is part of a trafficking situation. In preparing this year's report, the Department noted several countries, such as Croatia, that appear to have considerable migrant smuggling, and thus may be transit countries for trafficking. However, for

the reasons mentioned above, the Department does not have enough information at this time to include these countries in this year's report.

The Department has only minimal information about some countries. North Korea is of particular concern, and it is difficult to corroborate anecdotal information about trafficking. Other examples of countries for which minimal information is available are Iraq and Somalia. In such cases we have minimal information because, for example, there is no U.S. diplomatic presence in the country, the society is closed, there is no free press, or few NGOs operate in the country. The Department used all information that could be gathered from available sources about these countries, but our ability to report on them is necessarily limited. We will continue to seek additional information on these countries through other means, while recognizing the difficulty of verification.

Again, countries omitted from this year's report may be included in future reports on the basis of changed circumstances or new information. The Department, its diplomatic posts around the world, and other U.S. Government agencies will continue to monitor trafficking in all countries, with a special emphasis on those countries that are not in this year's report but that raise concern for the reasons described above, and will continue to seek new sources of information for future reports. The structure of the new Trafficking Office will enable increased collection of data year-round. The Department also welcomes updates to the information provided here.

Several countries that were not included in the 2001 report appear in this report because of changed circumstances or new information about the number of trafficked victims in those countries. In addition, a few countries that were included in the 2001 report are not in this year's report. This may indicate either a decrease in the number of trafficked victims to below the "significant" threshold or the availability of new information that caused a reassessment of last year's finding.

Because the placement of a country in one of the three tiers is based on a determination of that country's efforts to address trafficking, we closely examined trends and developments in each country over the last year. Several countries increased their efforts to combat trafficking since issuance of the Department's 2001 report. In some cases, the increased efforts justified moving the country to a higher tier. As an example, South Korea, which has made extraordinary strides since the last report, moved from Tier 3 to Tier 1. Romania and Israel also made great strides in strengthening their efforts, demonstrating a clear commitment to this issue and implementing a wide range of activities to combat the problem. Both have accordingly been moved from Tier 3 to Tier 2. Other countries that moved from Tier 3 in 2001 to Tier 2 this year as a result of improving their anti-trafficking efforts are Albania, Gabon, Kazakhstan, Malaysia, Pakistan and Yugoslavia. Although they do not yet fully comply with the minimum standards, each was determined this year, as a change from last year, to be making significant efforts to do so.

Several other countries that were placed in Tier 2 on the 2001 report improved to the degree that they now fully comply with the minimum standards, and they are in Tier 1 of this year's report. These countries are the Czech Republic, France, Lithuania, Macedonia and

Poland. A small number of countries, whose efforts disappointingly lagged over the last year, dropped from Tier 2 in 2001 to Tier 3 this year.

It is possible for a country to have a high number of trafficked victims and for its government to be making significant efforts even if there are some glaring weaknesses. For example, Thailand and Vietnam are listed in Tier 2 because they do not fully comply with the minimum standards but have made significant efforts to do so, by taking measures to prevent trafficking and protect victims through a variety of efforts such as public awareness campaigns; social and economic development for at-risk individuals; partnering with NGOs, international organizations and foreign governments to train police; and providing services and shelter to victims. However, in both countries, law enforcement is poor due to corruption and complicity by some police and government officials. The governments of Thailand and Vietnam have conducted investigations and prosecuted some traffickers, however, they could and should do much more to end impunity for corrupt officials and increase arrests and prosecutions of traffickers.

Regardless of tier placement, there is more that every country can do. Those countries that have been moved from one tier in last year's report to a higher tier in this year's report have particularly demonstrated progress in addressing the problem of trafficking. It is also possible for countries to be downgraded to a lower tier by reducing or limiting their efforts. No country placement is permanent. All countries must maintain and increase their efforts to combat trafficking. Toward its goal of eradicating trafficking globally, the United States will continue to monitor progress throughout the world and work with partners to strengthen international efforts to end this scourge.





## **TRAFFICKING IN PERSONS LISTS**



### **Tier One**

Austria	France	Macedonia	Spain
Belgium	Germany	The Netherlands	Switzerland
Canada	Hong Kong	Poland	United Kingdom
Colombia	Italy	Portugal	
Czech Republic	Lithuania	Republic of Korea	

### **Tier Two**

Albania	Estonia	Latvia	Slovenia
Angola	Ethiopia	Malaysia	South Africa
Bangladesh	Gabon	Mali	Sri Lanka
Benin	Georgia	Mexico	Tanzania
Brazil	Ghana	Moldova	Thailand
Bulgaria	Guatemala	Morocco	Togo
Burkina Faso	Haiti	Nepal	Uganda
Cameroon	Honduras	Nigeria	Ukraine
China	Hungary	Pakistan	Vietnam
Costa Rica	India	Philippines	Federal Republic of
Cote D'Ivoire	Israel	Romania	Yugoslavia
Dominican Republic	Japan	Senegal	
El Salvador	Kazakhstan	Sierra Leone	
Equatorial Guinea	Laos	Singapore	

### **Tier Three**

Afghanistan	Burma	Kyrgyz Republic	Sudan
Armenia	Cambodia	Lebanon	Tajikistan
Bahrain	Greece	Qatar	Turkey
Belarus	Indonesia	Russia	United Arab Emirates
Bosnia & Herzegovina	Iran	Saudi Arabia	



## **COUNTRY NARRATIVES**



### **Afghanistan (Tier 3)**

Afghanistan is a country of origin and transit for women and children trafficked for the purposes of sexual exploitation and labor. Internal trafficking of women and children for purposes of sexual exploitation and forced labor also occurs. Afghanistan was under two different governments during this period: the Taliban and the Afghan Interim Authority (AIA). Until December 22, 2001, when the AIA took over there was no functioning central government. During most of 2001, the Taliban, a Pashtun-dominated fundamentalist Islamic movement, controlled approximately ninety percent of the country. Taliban forces were responsible for disappearances of women and children, many of whom were trafficked to Pakistan and the Gulf States. Under the Taliban, women and girls were subjected to rape, kidnapping, and forced marriage. Since the AIA took over, there are reports that Afghan women and children have been trafficked to Pakistan and the Middle East for purposes of sexual exploitation and forced labor. There have been numerous reports that impoverished Afghan families have sold their children for purposes of forced sexual exploitation, marriage, and labor.

Neither the Taliban nor the AIA have complied with minimum standards for the elimination of trafficking, nor did either make significant efforts to do so. The AIA was only in power for a short portion of the reporting period and a severe lack of resources and minimal governmental infrastructure have hindered the AIA from taking steps to prosecute traffickers or protect victims. During its tenure, the Taliban not only failed to take steps to combat trafficking, but also participated in trafficking. The Taliban's militia and religious police were responsible for internal security in areas under Taliban control. Justice was administered in the absence of formal legal and law enforcement institutions. With no functioning nationwide judicial system, many municipal and provincial authorities relied on some interpretation of Islamic law and traditional tribal codes of justice. After the Taliban was ousted from power, the Bonn Agreement called for the establishment of a Judicial Commission to rebuild the domestic justice system in accordance with Islamic principles, international standards, the rule of law, and Afghan legal traditions. Presently there is no protection provided to victims of trafficking. In terms of prevention, the AIA has allowed girls access to school.

## Albania (Tier 2)

Albania is a source and transit country primarily for women and girls trafficked for the purposes of sexual exploitation to Italy and Greece, and on to other EU countries, such as Belgium, France, and the Netherlands. Victims transiting Albania come mostly from Romania and Moldova, with smaller numbers from Bulgaria and Ukraine. Young boys are also reportedly trafficked from Albania to work as beggars in Italy and Greece.

The Government of Albania does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Penal Code prohibits trafficking. Despite a severe lack of resources, the Government arrested 96 people for trafficking crimes from December 2000 to October 2001, and the frequency of arrests continues to rise. Of these, there were at least 12 convictions, with 9 receiving minimal prison sentences. Prosecutors blame the low conviction rate on lack of evidence. With the exception of three people convicted *in absentia* for trafficking in persons in February 2002, all convictions to date have been for reduced charges such as promoting prostitution. The Anti-Trafficking Sector and the Organized Crime Sector investigate trafficking. However, police corruption hinders anti-trafficking efforts. The Office of Internal Control investigates police participation, but according to a study by international organizations, 10 percent of foreign victims trafficked through Albania reported that police were directly involved. Few police or government officials are prosecuted. Regionally, the government cooperates with other governments through an international organization and exchanged information on 15 trafficking cases in 2001. With respect to protection, the police no longer treat victims as criminals and instead, routinely refer victims to NGO and international organization shelters. With assistance from NGOs and local businesses, the chiefs of police in Fier and Durres established within their prefectures temporary shelters for witness protection. The Government does not, however, have a comprehensive witness protection program. There are no government-sponsored prevention efforts, but the Anti-Trafficking Sector is preparing a study of trafficking patterns and methods, which may aid in future prevention strategies.



## **Angola (Tier 2)**

Angola is a country of origin for persons trafficked primarily to South Africa and Mozambique. Much of Angola's trafficking problem has been related to its civil war, which ended with an April 2002 cease fire. During the civil war children were abducted by the UNITA rebel movement for use in forced labor and in military service. UNITA trafficked women for forced labor and sexual exploitation.

The Government of Angola does not yet fully meet the minimum standards for the elimination trafficking; however, the government is making significant efforts to do so, despite severely limited resources. There are no specific laws that prohibit trafficking in persons although under related laws the penalty for trafficking is appropriately severe. The government has not actively investigated or prosecuted traffickers. In terms of protection, the government, in cooperation with religious authorities, recently facilitated the release of some abducted children. Under the cease-fire agreement, the government is responsible for the permanent resettlement of abducted Angolan citizens and for locating family members. The government operates orphanages throughout the country for abducted children. The government has launched a campaign to register and identify about five million minors. The government appropriately treats trafficked persons as victims. They are entitled to emergency residence status for humanitarian reasons, and receive some services from a handful of government programs. There are no trafficking prevention or public education measures in place.

### **Armenia (Tier 3)**

Armenia is a source country for women and girls trafficked to the United Arab Emirates, Turkey, Russia, Greece and Germany for sexual exploitation.

The Government of Armenia does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. There is no law against trafficking, but there are laws against falsification or seizure of passports and personal identification documents, pandering, and rape. The Protocol on Trafficking in Persons has been signed and once ratified it would become operative law in Armenia. Given its limited resources, the government investigates only a small number of trafficking cases. Only three cases of trafficking were initiated in 2001. Courts are lenient on traffickers and cases do not usually result in punishment of the exploiters. There is no specialized training for law enforcement on trafficking. Law enforcement makes efforts to cooperate with foreign counterparts. Some individual law enforcement officers may be corrupt, but corruption is not institutionalized or organized. In terms of protection, there are few resources available or devoted to services for victims. The government has not initiated any prevention or public awareness campaigns because of a lack of funds. However, the government has expressed a willingness to work with NGOs and international organizations to develop a prevention program. The government has shown signs that it recognizes a growing problem of trafficking but has not developed a national plan nor taken significant steps to counter trafficking.

### **Austria (Tier 1)**

Austria is primarily a transit country but is also a destination country for women trafficked into prostitution. Women are trafficked predominantly from Bulgaria, Romania, and countries from the former Soviet Union, such as Ukraine. To a lesser extent, women are also trafficked from the Czech Republic, Slovakia, and Hungary. Women transiting through Austria are destined for other European Union countries, especially Italy. Most trafficking victims are in Vienna.

The Government of Austria fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. Austria has several laws that prohibit trafficking. The government investigates all cases filed, and prosecutes these cases rigorously. The Austrian courts have handed down many convictions. The Interior Ministry, which was being reorganized at the time of this report, works at national and international levels to raise awareness about trafficking. Under the Interior Ministry's reorganization plan, the newly-created Federal Bureau for Criminal Affairs is expected to have a division dedicated solely to combating trafficking and alien smuggling. The Austrian government has established contacts with authorities in countries of origin to facilitate the prosecution of suspected traffickers and to disband trafficking rings. To protect victims, the government funds NGOs to provide services to victims and conduct studies of the problem. With the financial support of the Austrian government, the primary NGO in Austria serving trafficking victims provides comprehensive services. Victims outside of Vienna also have access to local government-funded services. The Austrian government provides temporary resident status for trafficked victims who are prepared to testify in court as witnesses or who intend to raise civil law claims against perpetrators. Officials may also issue a delay in deportation proceedings pending completion of a court case. Each province has at least one women's shelter, funded by local authorities, to assist trafficked victims. Regarding prevention, the Austrian government has worked actively with international organizations and regional organizations to eliminate trafficking. It has also published an informative brochure to law enforcement officials to sensitize them to the issue of trafficking.

### **Bahrain (Tier 3)**

Bahrain is a destination country for trafficked persons. Trafficking victims who come to Bahrain in search of work are put into situations of coerced labor and sometimes slave-like conditions, including extreme working conditions, and physical or sexual abuse. Many low-skilled foreign workers have their passports withheld, contracts altered, and suffer partial or short or long-term non-payment of salaries. Victims come primarily from India, the Philippines, Bangladesh, Indonesia, and Sri Lanka to work as domestic servants and in the construction industry.

The Government of Bahrain does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. The Penal Code does not specifically prohibit trafficking in persons. However it does outlaw forced labor, forced prostitution, and withholding of salary. Domestic workers may also seek legal redress for forced labor under the Penal Code, although the process can be very long. Government officials do not directly condone or facilitate trafficking, but the practice of issuing work visas without verifiable employment brings many workers to Bahrain under circumstances where they can be exploited. The government monitors its borders adequately. Regarding protection of victims, the government has made only minimal efforts, although trafficked victims are not usually detained or jailed. The government does not provide assistance to victims, and considers the victim's embassy responsible for assistance. In cases where mediation fails, the government does encourage victims to pursue legal action. In terms of prevention, the government has not yet taken any action. The government has formed a new inter-Ministerial anti-trafficking task force. Task force members are considering among other action items, the development of an informative brochure for distribution to foreign workers as they arrive in Bahrain. The task force is collecting information from relevant ministries to document the extent and nature of trafficking and to develop a National Plan of Action against Trafficking in Persons.

## **Bangladesh (Tier 2)**

Bangladesh is a country of origin for women and children trafficked for purposes of sexual exploitation, domestic servitude, and bonded labor. There is also internal trafficking of women and children from rural areas to the larger cities. The majority of trafficking victims are women and girls trafficked to India, Pakistan, Bahrain, and the Middle East. Boys are also trafficked to the United Arab Emirates and Qatar and forced to work as camel jockeys and to the United Arab Emirates to work as beggars.

The Government of Bangladesh does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bangladesh has laws that prohibit various forms of trafficking. The government has arrested and prosecuted some traffickers, and courts have handed down tough sentences. The government does investigate trafficking cases; however, the court system is backlogged by approximately one other million cases, severely hampering the ability to bring criminal cases to closure quickly. Police and government officials have received specialized training from international organizations and NGOs in investigating and prosecuting trafficking cases. Corruption is widespread at lower levels of government and police, customs, immigration officials and border guards receive bribes and may assist in trafficking. If caught, prosecuted and convicted, corrupt officials may receive a reprimand; but their employment is rarely terminated. The government does not adequately monitor its borders. Regarding victim protection, trafficked victims are not detained, jailed, or prosecuted for violations of immigration or prostitution laws. The government works closely with and refers victims to NGOs that provide shelter and access to legal, medical and psychological services. Government officials support prevention programs and actively participate in workshops, meetings and public awareness campaigns, but most funding comes from international donors. To encourage parents to send their children to school, the government supports “food for education” programs. To reduce drop out rates, the government provides stipends to girls attending secondary schools in rural areas. The government has initiated an anti-exploitation public information campaign for citizens going abroad to work. In January, Bangladesh signed the South Asian Association for Regional Cooperation (SAARC) Convention on Prevention and Combating Trafficking in Women and Children for Prostitution. The government has recently adopted a national plan of action to address child sexual exploitation and trafficking in persons.

### **Belarus (Tier 3)**

Belarus is a country of origin and transit for women and children trafficked for purposes of sexual exploitation to Russia, Ukraine, Lithuania, Germany, Israel, Poland, Czech Republic, Turkey, Cyprus, Greece, Hungary and the Federated Republic of Yugoslavia.

The Government of Belarus does not yet fully comply with minimum standards for the elimination of trafficking and is not making significant efforts. The new criminal code penalizes trafficking and the hiring of people for exploitative purposes. To date, no trafficking cases have been prosecuted under the new criminal code. No specialized training is provided to law enforcement on trafficking. Corruption remains a problem for law enforcement investigations. Monitoring of borders remains a problem. In principle, the government may provide protection services and assistance to victims although it presently has no resources to implement a victim protection program. However, international organizations and NGO provide repatriation, medical and legal assistance as well as a hotline for victims. Although victims are not treated as criminals, they may be harassed and must push for investigations to be done. The government has no prevention programs. An Interagency Working Group was formed to develop a five-year plan drafted in December 2001 to prevent trafficking in persons. State media has occasionally reported on trafficking.

## **Belgium (Tier 1)**

Belgium is a destination and transit country for trafficked persons primarily from sub-Saharan Africa (especially Nigeria), central and Eastern Europe (especially Albania), and Asia (especially China). Nigerian and Albanian victims are usually young women, between the ages of 21 and 30, destined for prostitution in Belgium's largest cities, or in transit to other European Union countries for the same purpose. Chinese victims are often young men destined for manual labor in restaurants and sweatshops.

The Government of Belgium fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. Belgium has a law that prohibits trafficking, the definition of which is quite broad. Belgium vigorously investigates and prosecutes trafficking cases. The Belgian courts handed down many convictions. Protections include financial assistance, shelter and temporary residence permits for victims of trafficking who are willing to testify against their exploiters. Extended residence permits and continued financial assistance are available to victims who continue to cooperate with authorities. Victims are generally granted permanent residence status and unrestricted work permits in Belgium at the conclusion of legal proceedings against traffickers. The Belgian government provides funds to three regional NGOs authorized to provide aid and shelter to trafficking victims. The government also provides funds to assist in the repatriation of victims who wish to return home. In order to prevent trafficking, the Belgian government posts anti-trafficking liaison officers to Belgian embassies in several source countries. The government funds an international organization to conduct information campaigns in source countries. The government works closely with local and national NGOs and international organizations in the fight against trafficking. An interdepartmental committee coordinates anti-trafficking activities in Belgium's three distinct regions, as well as with its French, Dutch, British, German and Luxembourg counterparts. A national magistrate coordinates judicial anti-trafficking activities and a special unit of the national police force is assigned to fight trafficking and alien smuggling.

## **Benin (Tier 2)**

Benin is a source, transit, and destination country for internationally trafficked persons, mostly children. Trafficking also occurs within Benin, where children from poor rural and less-literate families are sent away to work as domestic and commercial helpers for wealthier relations or employers. Many of these children end up in indentured servitude, subjected to physical and sexual abuse. Beninese children are trafficked to Ghana, Gabon, Nigeria, and Cote d'Ivoire, while children from neighboring Niger, Togo, and Burkina Faso, are trafficked to Benin. Some Beninese women are trafficked to European countries for prostitution.

The Government of Benin does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While Benin does not have laws that specifically address trafficking in persons, related laws can be used against traffickers. The government actively investigates trafficking cases and experienced some success in intercepting and arresting traffickers over the course of the past year. However, the government does not systematically encourage victims to testify or file suit, and has not prosecuted cases against traffickers to conclusion. Due to a lack of resources and trained investigative personnel, Benin's land borders with Togo, Burkina Faso, Niger and Nigeria are not well monitored. The government is unable to provide protection to the victims of trafficking, but it cooperates with international organizations and NGOs providing these services. To help prevent trafficking, the government has supported information campaigns in rural villages for the past several years. These initiatives include films and posters explaining to largely illiterate village audiences the physical and psychological dangers children may be exposed to by traffickers. In other related preventive efforts, the government is working on making primary education free for all females (ultimately to be extended to all children) and rural economic diversification to provide road building and the provision of water and sanitation. Benin is one of the West African countries participating in an international program to reduce trafficking in children.

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### **Bosnia-Herzegovina (Tier 3)**

Bosnia is a destination country for women and girls trafficked into sexual exploitation mostly from Moldova, Romania, and Ukraine, and to a lesser extent, Russia, Belarus, Kazakhstan, and the Federal Republic of Yugoslavia.

The national government of Bosnia and the entity governments of the Federation and the Republika of Srpska are not fully complying with minimum standards for the elimination of trafficking and are not making significant efforts. Despite political, social, and economic troubles, Bosnian authorities have established a national action plan, are cooperating with international organizations and NGOs, and taking preliminary steps toward combating the problem. Meanwhile, the international organizations and NGOs present in Bosnia lead most of the anti-trafficking efforts. Neither the entities nor the cantons have a law that specifically prohibits trafficking; however, prosecutors can use existing laws against pimping, pandering, false imprisonment, abduction, assault, and slavery. Although some of these laws have been invoked in trafficking cases, there have been few convictions, much less significant penalties. The state and entity governments are preparing a new law under the national action plan. With international assistance, an anti-trafficking strike force has recently been established at the state level, with involvement from the State Border Service, RS Tax Administration, Federal Financial Police and prosecutors, and police ministries from both entities and the Brcko district, to investigate and prosecute trafficking and organized crime groups. The Joint Entity Task Force, which coordinates police actions and raids, in March coordinated, with international community assistance, simultaneous raids on 38 nightclubs believed to hold trafficking victims. Local police have made 359 raids on suspected establishments. Police complicity at the local level is a serious problem, made worse by pay lapses, intimidation by traffickers, and the frequency with which local courts dismiss cases and release accused traffickers. With respect to protection of victims, the Ministry of Human Rights and Refugees has, for the first time, a budget for shelters for victims of trafficking. In addition, the Brcko District has a witness protection program, which reportedly is functioning well. Police refer victims to international organizations and NGOs, and provide security for the shelters. Until recently, victims could be jailed, fined, or deported for crimes. Now, largely at the initiative of the international community, victims are not charged unless clearly involved. The government does not conduct prevention programs. NGOs and the international community have sponsored media campaigns and workshops.

## **Brazil (Tier 2)**

In Brazil, women and girls are internally trafficked for sexual exploitation and to a lesser extent as domestic labor. Men are internally trafficked for labor, primarily in the agricultural sector. Brazil is also a source of women and girls who are trafficked for sexual exploitation to countries including Argentina, Germany, Israel, Italy, Japan, the Netherlands, Paraguay, Portugal, Russia, Spain, Switzerland, the United Kingdom, and the United States.

The government does not yet fully meet the minimum standards; however, it is making significant efforts to do so. Brazil does not have a law against all forms of trafficking in persons, but related laws are used against traffickers. Some traffickers have been prosecuted and others are in judicial proceedings. The government actively investigates cases of trafficking, but is often hampered by limited resources and ineffective state and federal cooperation. The Ministry of Labor and Employment's mobile inspection unit has been successful in liberating thousands of men in forced and exploited labor since its inception in 1995, but few arrests have followed. Resources for victim assistance efforts are greatly lacking. Municipalities are required by law to provide social and psychological services to child victims of violence, including trafficking victims, but many are not in compliance due to insufficient funds. The government provides some money to NGOs to assist victims, but the demand far exceeds the assistance. The Ministry of Foreign Relations educates diplomats on how to help Brazilian trafficking victims abroad, and facilitates repatriation. The government has launched some campaigns to prevent trafficking-related activities, including sexual exploitation of children and sex tourism. There is a national action plan to combat trafficking in persons, which coordinates legislative, law enforcement and civil society efforts. The government collaborates with international organizations and NGOs to fight child labor and child sexual exploitation, educate at-risk groups about trafficking, and keep children in school.

## **Bulgaria (Tier 2)**

Bulgaria is a source and transit country and, to a lesser extent, a destination country for women and girls trafficked for purposes of sexual exploitation. Victims trafficked to and through Bulgaria are predominantly from Georgia, Ukraine, Moldova, Romania, Russia, Lithuania and Latvia. Women and girls trafficked from Bulgaria – a disproportionate number of Roma origin – and those in transit through Bulgaria are trafficked to Albania, Austria, Bosnia, Cyprus, Czech Republic, Denmark, France, Kosovo, Germany, Greece, Italy, Macedonia, Netherlands, Poland, South Africa, Spain and Turkey.

The Government of Bulgaria does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government is constrained by limited resources. Complicity among law enforcement and other government authorities in trafficking is a problem, although the government has brought administrative charges against local law enforcement officers. Bulgaria does not have a specific law prohibiting trafficking, but criminalizes acts that may be related, including kidnapping, false imprisonment, coercion, debauchery, rape, inducement to prostitution, abducting a woman for the purposes of sexual exploitation, and illegally taking a person across a border. The government's anti-trafficking task force conducted operations against hotels and clubs, arrested many perpetrators, and submitted their cases for investigation and prosecution. It appears that few traffickers have been convicted, however. The government does not directly provide protection services to trafficked victims, as it is constrained by limited financial resources. It refers victims to several NGOs and an international organization which provide short-term shelter, legal counseling, medical and psychological treatment, and repatriation assistance, as necessary. The government does not provide relief from deportation or temporary residence status to victims. The government has no victim or witness protection capability. To prevent trafficking, the government has cooperated well with extensive NGO and international organization efforts to conduct information and education campaigns to combat trafficking. These efforts include distribution of informational posters, wallet-sized cards, brochures, informational advertisements on radio and television, and a documentary that was aired on Bulgarian national television. The government has cooperated with these efforts by distributing materials at border checkpoints, police stations, schools, and other government facilities. At the government document centers that reissue all passports and personal identity documents, the government distributed and displayed trafficking prevention information, including the advertisement of an NGO-operated twenty-four-hour hotline for potential victims of trafficking. The Education Ministry cooperated with an international organization to develop an educational curriculum on the dangers of trafficking for use in Bulgaria's secondary schools; this curriculum was incorporated into the national curriculum.

## **Burkina Faso (Tier 2)**

Burkina Faso is a source, transit, and to a lesser extent, a destination country for children trafficked to labor under conditions comparable to involuntary servitude. To a much lesser extent, Burkina Faso is a source and transit country for women being trafficked to Europe for prostitution. Most of the trafficking problems of Burkina Faso result from a traditional regional pattern of poverty-driven mass migration of very young children in search of subsistence labor in mining, crafts, agriculture, and as domestics. These children are frequently subject to threats of violence and sexual abuse.

The Government of Burkina Faso does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Burkina is severely constrained in all its efforts against trafficking by its profound poverty. Burkina has no law against trafficking as such. Laws against kidnapping and violence against children, as well as labor laws are used in the rare instances of prosecution of traffickers. Enforcement is generally weak to non-existent, despite some efforts by the government to sensitize border control personnel to trafficking issues. In terms of protection, Burkina has made efforts through the Foreign Ministry's High Council for Burkinabe Living Abroad to repatriate and re-integrate victims. The government maintains two shelters in the capital for trafficking victims. There are no reports of any trafficking victims being mistreated after their return. To help prevent trafficking, the government allots one-quarter of its budget to education, and makes a particular effort to educate girls. The government has also held seminars for soldiers and customs agents on trafficking issues. It cooperates with NGOs and uses assistance efficiently on trafficking-related projects. Burkina Faso is one of the West African countries participating in an international program to reduce trafficking in children.

### **Burma (Tier 3)**

Burma is a country of origin for women and girls trafficked to Thailand, China, Taiwan, Malaysia, Pakistan, and Japan for sexual exploitation, domestic and factory work.

The Government of Burma does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to bring itself into compliance. The government has not provided sufficient resources nor demonstrated political will to address the trafficking problem. There is no trafficking law, although there are laws against migrant smuggling and kidnapping, which can be used against traffickers. There have been some prosecutions of individuals involved in trafficking-related crimes, although punishments vary considerably. Specialized training has not been provided to law enforcement and there have not been efforts to address widespread corruption. Borders are monitored, but not for trafficking. The government does not vigorously investigate trafficking cases. The government does not cooperate in international efforts, including extradition, investigations, or conferences and has not signed or ratified related treaties and conventions. The government is not actively involved in protection of victims, or in funding of NGOs to provide assistance to victims. Although victims are encouraged to assist in the investigation and prosecution of traffickers, they are not provided with services, with the possible exception of some healthcare. Victims of trafficking for prostitution may be treated as criminals and incarcerated or fined in some cases. There have been a few small-scale prevention efforts by a 1998 Task Force, which produced pamphlets, a video, and a radio skit, but these are not widely distributed or used.

### **Cambodia (Tier 3)**

Cambodia is a source, destination and transit country and there is internal trafficking in women and children. Victims are trafficked from Vietnam for the purpose of sexual exploitation. Cambodians are trafficked to Thailand for sexual exploitation, street begging and bonded labor.

The Government of Cambodia does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Cambodia does not have a law against all forms of trafficking in persons, but traffickers have been prosecuted under related laws. Some traffickers were convicted during 2001 and are serving time in prison. Police actively investigate trafficking crimes and have cooperated with NGOs to rescue victims. However, corruption, lack of police training and poor implementation of laws facilitate trafficking of persons and similar crimes, such as baby selling. Although some Cambodian officials have worked to increase government efforts, a lack of resources has made progress difficult. In addition, reports of widespread and serious official corruption counter the efforts by reform-minded officials. For victim protection, the Ministry of the Interior, in conjunction with international organizations and NGOs, created a special unit to train police on trafficking investigations, sensitize them to victim rights and initiate court procedures. The government participates in some protection initiatives including repatriation and reintegration, and a program to identify at-risk children. International organizations and NGOs are relied upon to provide most victim assistance due to serious resource constraints. Prevention efforts include raising public awareness through a wide-spread media campaign and economic and social development programs targeted to at-risk women and children.

## **Cameroon (Tier 2)**

Cameroon is a source, transit, and destination country for children who are trafficked for forced labor, to and from neighboring countries, such as Benin, Chad, Gabon, and Nigeria. A majority of the children are trafficked internally to urban centers for indentured or domestic servitude. Women are trafficked for prostitution to European countries, including France and Switzerland.

The Government of Cameroon does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Cameroon has a law that prohibits trafficking, and actively investigates trafficking cases, soliciting assistance from community members. Prosecutions and convictions on trafficking charges remain few and the government does not provide specialized training to law enforcement officials. Though it lacks the resources to fully institutionalize a protection program, the government has provided some assistance to victims, including temporary residence status, shelter, and medical care. Social programs also exist to remove children involved in the worst forms of child labor, and place them in public or private institutions where they receive specialized care and assistance. Cameroon also provides in-kind assistance to NGOs working to help trafficking victims, such as tax concessions, and duty free importation privileges. The government supports several programs aimed at prevention, such as the 2001 anti-trafficking education campaign, which increased vigilance by officials at entry points, as well as within the communities. Throughout the year, the public and private press have published numerous articles on this subject. Related preventive efforts on the part of the government include free public nursery and primary education, and a program to finance micro-projects managed by women and young girls. Cameroon is one of the West African countries involved in an international organization's program to reduce trafficking in children.

### **Canada (Tier 1)**

Canada is a destination and a transit point to the United States for women, children, and men trafficked for purposes of sexual exploitation, labor and the drug trade. Trafficking victims originate primarily in China, Southeast Asia, Eastern Europe, and Russia.

The government meets the minimum standards to combat trafficking of persons in terms of law enforcement, protection of victims and prevention. Canada passed a new immigration law in 2001, which outlaws trafficking in persons. The police actively investigate cases of trafficking, and a limited number of traffickers have been convicted under related laws. With regard to victim protection, victims of crime, including trafficked victims, have various services available to them, such as health care, legal, and other social services. Trafficking victims are also eligible to apply for permanent residency status. The government sometimes encourages victims to testify against their traffickers, but with mixed results because witness protection is not always available. In terms of prevention, Canada has a variety of initiatives, including funding for anti-trafficking initiatives in many source countries. Immigration control officers are deployed at many foreign missions to reduce the incidence of illegal migration. An interdepartmental working group on trafficking in women coordinates national efforts. There have been several task forces, which focused on the sex trade, illegal migration of minors, and sexual exploitation of minors. Canada works closely with NGOs and international organizations on anti-trafficking initiatives.



## **China (Tier 2)**

China has an internal trafficking problem and is also a source, transit and destination country for trafficking in women and children. Women and girls are sold as brides and for sexual exploitation. Also, people are forced into labor and debt bondage by international smuggling rings, which move people to Canada, Europe, Japan and the United States to work in sweatshops, restaurants and domestic service. While most trafficking occurs domestically, foreign victims have come from Burma, Laos, North Korea, and Vietnam. Chinese victims are trafficked to Australia, Burma, Malaysia, Laos and Vietnam.

The government does not yet fully meet the minimum standards; however, it is making significant efforts to do so. China has a law against trafficking in women and vigorously investigates and prosecutes traffickers. The police maintain a national database of abducted and rescued people, and a DNA databank to facilitate the return of abducted children to their families. Police have received training from an international organization on victim assistance and have participated in Interpol investigations, however cooperation with foreign governments on investigations could be enhanced. The government provides limited protection for victims, primarily for domestically trafficked women, including temporary shelter and returning them to their homes. Two pilot “transit centers” offer broad services to victims including legal aid, counseling, and vocational training. The government conducts various prevention campaigns such as public awareness of trafficking; poverty alleviation; and programs to keep girls in school and foster economic opportunities for women. An international organization is helping China to develop a national action plan to combat trafficking.

### **Colombia (Tier 1)**

Colombia is a source of women and children who are trafficked for sexual exploitation and, to a lesser degree, men for forced labor. There is also internal trafficking for sexual exploitation and forced conscription in terrorist groups. Women and children are trafficked to Europe, especially Spain and Japan, and to a lesser extent, the United States.

The government meets the minimum standards in the area of law enforcement, protection for victims and prevention of trafficking, despite resource constraints and an inefficient judicial system. Colombia passed an anti-trafficking in persons law in 2001. Police actively investigate trafficking offenses and a limited number of traffickers have been prosecuted. Inadequate witness protection hinders judicial proceedings, however. Colombia cooperates with foreign counterparts on investigations and has successfully freed hundreds of victims in solo and joint operations. To protect Colombian trafficking victims abroad, foreign missions provide legal aid and social workers. A standard complaint form is being developed for victims abroad to report the crime. The government has received training from, and collaborates with, an international organization to repatriate Colombian victims, although the services available to repatriated and internal trafficking victims are limited. With respect to prevention, the government, in collaboration with NGOs, is using international assistance to conduct a public awareness campaign and train police to combat trafficking and aid victims. The Ministry of Justice worked with a major network to incorporate a trafficking story line into several episodes of a popular soap opera.

## **Costa Rica (Tier 2)**

Costa Rica is a destination and transit point for women and children trafficked for the purpose of sexual exploitation. Most trafficking victims originate in Bulgaria, Colombia, the Dominican Republic, Nicaragua, Russia, Panama and the Philippines. There have also been other Asian and African victims. Illegal migration – including both trafficking in persons and migrant smuggling – goes through Costa Rica en route to the United States and Canada.

The government does not yet fully meet the minimum standards; however, it is making significant efforts to do so, despite resource constraints. Costa Rica does not have a law against all forms of trafficking in persons; however, some traffickers have been prosecuted under related laws such as document fraud. A wiretap law enacted in December 2001 will facilitate investigations of trafficking, child sexual exploitation, and other crimes. Regarding protection for trafficked victims, a victims' office provides legal assistance to crime victims, including victims of trafficking, but has had limited impact due to resource constraints. The government gives limited indirect assistance to child crime victims. These well-intentioned but under-funded initiatives do not address the welfare needs of foreign victims of trafficking who are generally deported. An inter-ministerial committee on migration resolves policy differences and coordinates some anti-trafficking initiatives. The government has sponsored information campaigns on illegal migration and commercial sexual exploitation. Other programs that may help to prevent trafficking are aimed at women's political participation, women's economic autonomy, and school attendance for children. The government works closely with international organizations, civic groups and foreign governments on anti-trafficking initiatives.

## **Cote d'Ivoire (Tier 2)**

Cote d'Ivoire is primarily a destination for children trafficked to labor as plantation and other agricultural laborers, as mine workers, and as domestic servants, under conditions in some cases approaching involuntary servitude. Foreign nationals are trafficked from neighboring countries, primarily Mali and Burkina Faso, but also Benin, Togo, Guinea, Ghana, and Nigeria. An age-old pattern of child-migration in search of a better life has been perverted in relatively recent times by intermediaries who "buy" children from families and then place them in jobs where they are often threatened, mistreated, and not free to leave. Some women from Cote d'Ivoire are also trafficked to Europe and the Middle East for purposes of prostitution, and some women from the region are brought to Cote d'Ivoire's large cities for the same reason.

The Government of Cote d'Ivoire does not yet fully comply with minimum standards for the elimination of trafficking, however, it is making significant efforts to do so. Effective enforcement in Cote d'Ivoire against traffickers is weak due to lack of targeted legislation and inadequate resources. There is no law in Cote d'Ivoire specific to trafficking, and the cases in which authorities attempted to use existing legislation against suspects resulted in acquittals or light sentences. Enforcement at Cote d'Ivoire's marked land border crossing points was dramatically stepped up during 2001. With regard to protection of victims, while Cote d'Ivoire is under severe financial constraints, the government is cooperating with international organizations and NGOs to repatriate and deliver assistance to victims. Cote d'Ivoire's most serious and successful efforts on the prevention front result from diplomatic agreements with source countries. The first of a promised series of cooperation agreements with Mali has contributed to a sharp decline of trafficked victims to Cote d'Ivoire, although there is some evidence of a rise in trafficking in Burkinabe children. Additional agreements are planned with major source countries. The government participates in regional efforts and conferences and sponsored a regional anti-trafficking workshop in January 2002. Cote d'Ivoire is one of the West African countries participating in an international program to reduce trafficking in children.

### **Czech Republic (Tier 1)**

The Czech Republic is a country of origin, transit and destination predominantly for women from Moldova, Romania, Bulgaria, Ukraine, the Balkans and Asia trafficked to Western Europe for sexual exploitation. Czech girls are trafficked into forced prostitution to and from the former Soviet Union, Africa, Asia and the Middle East. Czech girls are also trafficked to Western Europe.

The Government of the Czech Republic fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. Czech criminal law prohibits trafficking of women and children for sexual purposes, alien smuggling, organized crime, rape, kidnapping, blackmail, jeopardy of morals, violence against a group or individual, pandering, domestic violence, physical restraint and sexual and other abuse of minors. Czech authorities actively investigated many trafficking cases, which resulted in indictments and convictions. Local and international NGOs work closely with police to provide periodic training to help them deal with victims. The Czech government cooperates with other Central and Eastern European governments, as well as Germany and Austria, to dismantle trafficking rings, notably on one two-year investigation that broke up a ring that prostituted boys. To protect victims, the government can provide temporary residence to victims who agree to testify against traffickers, although the government sometimes holds victims in custody and then gives them thirty days to depart, and often deports victims because they are afraid to testify. A witness protection law recently came into effect. The government distributed to victims brochures produced by one local NGO informing them of the NGO's services. The government funds one NGO, and generally refers victims to international or local NGOs, which help victims find shelter, medical and psychological treatment, clothing, food, and assistance in returning to their home countries or in reintegrating into Czech society. To prevent trafficking, the government worked with an international NGO on a national media and education campaign designed to help women avoid potential trafficking schemes. This campaign used posters and postcards placed in public areas to conduct a survey of potential trafficking victims, developed a school curriculum package targeted at thirteen- and fourteen-year-olds, and provided a video presentation designed to alert potential victims to the deceptive tactics often employed by traffickers.

## **The Dominican Republic (Tier 2)**

The Dominican Republic is primarily a source country for trafficked women and, less frequently, children. Women, mostly between the ages of 18 and 25, are trafficked for sexual exploitation to Spain, Holland, Argentina, Venezuela and Italy. Other destination countries include Switzerland, Germany, Greece, Belgium, Curacao, St. Maarten and Antigua. Both boys and girls are trafficked within the country, mainly to tourist areas for work in the sex trade. Haitian women and children reportedly are trafficked to the Dominican Republic to beg in the streets.

The Government of the Dominican Republic does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Penal Code prohibits trafficking for the purpose of prostitution, but it does not prohibit other severe forms of trafficking. There is also a migrant smuggling law that could be used to prosecute traffickers. However, the government does not actively investigate trafficking cases or prosecute traffickers. The penalties for trafficking are relatively lenient. The government does not have victim protection and assistance programs. Recognizing that victim protection is lacking and that many Dominican victims are found overseas, the government has begun to work with an international organization to aid women from the Dominican Republic who are found in trafficking situations abroad. The government also gave specialized training to Dominican consuls posted abroad on how to provide assistance to trafficking victims. The government's trafficking prevention efforts include programs to combat trafficking in children within the country and an information campaign to prevent the trafficking of women and children. The Secretariat of Women and CIPROM, an inter-institutional government committee, has begun working with an international organization on an information campaign to combat trafficking in women. Local NGOs run other anti-trafficking campaigns, which have included posters, pamphlets, a consular information booklet and a television spot advertising a trafficking victim hotline. In the last year, the Dominican Department of Labor, in collaboration with ILO/IPEC, initiated a Program to Eradicate the Worst Forms of Child Labor, which includes child prostitution as a targeted sector. As such, in February 2002, it began a pilot program in Boca Chica to work with children in the sex trade. The Dominican Secretariat of Labor coordinates the "National Committee of the Fight Against Child Labor," which consists of both government and NGO representatives.

## **El Salvador (Tier 2)**

El Salvador is a source, destination and transit country for trafficking in women and children for sexual exploitation. Internal trafficking for sexual exploitation also occurs. Salvadorans are trafficked to other Central American countries, Mexico and the United States. Women and children are trafficked from Nicaragua, Honduras and some South American countries through or to El Salvador.

The government does not yet fully meet the minimum standards to eliminate trafficking in persons; however, it is making significant efforts to do so, despite resource constraints. El Salvador has a law against trafficking in persons, and police receive special training on investigation and prosecution of traffickers. To date, however, no one has been arrested for the crime. Victim assistance is limited, but the government does support an international organization and some NGOs, which provide services. Illegal migrants and child victims of crime have access to legal, medical and psychological services. The government does not prosecute foreign trafficking victims. However, they are generally detained and deported without being encouraged to press charges against their traffickers. Salvadoran foreign missions in Mexico and the United States have some good working relationships with NGOs that serve trafficking victims. The government makes some limited efforts on prevention including sponsoring of a TV ad showing the reality of trafficked victims and cooperation with NGOs on anti-trafficking campaigns. The government also funds a program to encourage parents to keep children in school.

## **Equatorial Guinea (Tier 2)**

Children are trafficked internally and from neighboring countries, such as Nigeria and Benin, for bonded labor in the urban and domestic sectors of Equatorial Guinea. To a lesser extent, children being trafficked for domestic labor transit Equatorial Guinea on their way to Gabon. The country's larger cities are a destination, as well as a transit point on to European countries, for women from Equatorial Guinea, Cameroon, Nigeria and Benin, trafficked for the purpose of sexual exploitation.

The government does not yet fully meet the minimum standards; however, it is making significant efforts to do so. Equatorial Guinea does not have a law against all forms of trafficking, and while related laws exist, they are rarely used against traffickers. Borders are generally inadequately monitored due to insufficient resources and lack of training for law enforcement authorities. The government has undertaken a project to provide protection and assistance to trafficked and at-risk children, which includes construction of two shelters scheduled to be operational later this year. Over the past few years, the government has offered to repatriate and provide assistance to trafficking victims. The government cooperates with NGOs that provide services to victims and at-risk women and children. In terms of prevention, the government sponsored radio announcements to promote the law forbidding employment of children under the age of fourteen. The government also requested the support of international organizations to finance a national study on child trafficking, and to identify measures for its eradication. Equatorial Guinea actively participates in regional conferences and efforts to combat trafficking in persons.

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## **Estonia (Tier 2)**

Estonia is a source country for women and girls trafficked for the purpose of sexual exploitation, both in the form of internal trafficking and abroad. Victims are trafficked abroad to the Nordic countries and Western Europe, including Poland, Germany, the Netherlands and Iceland.

The Government of Estonia does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Estonia does not have a specific anti-trafficking law, but law enforcement officials instead can use criminal laws against pandering or pimping, kidnapping, inducing minors to engage in crime, extortion and involuntary prostitution. Through an awareness program, many police officers have been introduced to the problem of trafficking. Estonian law enforcement officials believe prosecution of cases in destination countries would be enhanced if victims remained in those countries for the duration of investigations, and if Estonian authorities were informed of the reasons for their nationals being deported. There have not been any court cases against traffickers, although Estonia did extradite an alleged trafficker to the Netherlands for trial. In terms of protection, the Ministry of Social Affairs refers crime victims to one primary NGO, which has a government contract to provide services. The government also contracts with other NGOs to provide consultation services and crisis help to victims of crime. While the Baltic States signed an agreement in 2000 on witness protection, such protection remains difficult to provide in Estonia because of its small size. To prevent trafficking, the government is working with the Nordic Council of Ministers on a campaign to draw attention to the problem of trafficking. The government works with an international organization on a public information campaign.

## **Ethiopia (Tier 2)**

Ethiopia is primarily a source country for women, and to a lesser extent for children, trafficked for domestic labor to the Middle-East, specifically to Lebanon, Bahrain, Saudi Arabia, and the United Arab Emirates. Some women, who are lured by the prospect of employment abroad, are subjected to domestic servitude and sexual abuse. There is also internal trafficking of children for forced labor, and abductions of young women and girls for marriage.

The Government of Ethiopia does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Ethiopian laws criminalize trafficking as well as enslavement. Victims are encouraged to assist in investigations and prosecutions, and can either file a lawsuit against their employer in the country of employment, or against the agency in Ethiopia that facilitated employment. The government reports that Ethiopian trafficked women have filed many cases upon their return to Ethiopia. No case has come to trial yet. On protection, the implementation of the 1998 Private Agency Proclamation, a law regulating agencies providing employment services abroad has been effective in reducing the number of potential victims by requiring work permits. While the government lacks resources to assist victims, it cooperates with international organizations and NGOs that provide these services. The Ethiopian Consulate in Beirut recently opened a shelter for victims and pursues trafficking claims the Government of Lebanon. To prevent trafficking, the Federal Police have aired weekly radio and television programs to publicize the dangers of working abroad and to provide information on how to obtain work permits legally.

## **France (Tier 1)**

France is a destination country for trafficked victims, primarily women, from Africa, Central and Eastern Europe, and the former Soviet Union. To a lesser extent, France is also a transit country for trafficked women from Africa, South America, and Eastern and Southern Europe. Women are trafficked into prostitution and domestic servitude. There are some reports of Chinese and Colombian men trafficked into bonded or forced labor.

The Government of France fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. France does not yet have a law specifically against trafficking, but has several criminal laws against trafficking-related offenses, including laws that allow prosecution in the case of domestic slavery, domestic or sexual exploitation, pressuring someone into prostitution, pimping, and abusing a person's economic and social dependency. The government rigorously investigates and prosecutes cases of trafficking, as seen by the creation of special brigades to combat pimping, the dismantling of trafficking rings, the prosecution of trafficking cases around the country, and the convictions handed down by French courts. The government cooperates with other countries to dismantle trafficking networks. In 2002, France created with Switzerland a joint customs and police center in Geneva to combat cross-border crime. The government protects victims on a case-by-case basis by transferring victims to safe houses, and by granting temporary residence and other social benefits while victims apply for asylum or pursue cases against former employers. In 2001, the government designated an "ad hoc" administrator to protect unaccompanied minors, and the state social services branch for childcare, Aide Sociale a l'Enfance, assists victims under 18 by providing social workers who help these victims get access to social care services, legal representation, and asylum procedures. The government works with countries in Central and Eastern Europe and sub-Saharan Africa on prevention and reintegration programs. France funds European Union programs and other programs through the Ministry of Foreign Affairs to combat trafficking globally. A Parliamentary Commission was created in April 2001 to provide recommendations and proposals to tackle trafficking. This Commission consulted with NGOs. Their recommendations and proposals were published in December 2001. The government has taken action on some of these recommendations, notably through the drafting of a specific penal code to fight trafficking. This bill was introduced in Parliament in January 2002 and is still being considered.

## **Gabon (Tier 2)**

Gabon is primarily a destination country for children trafficked from other West African countries such as Benin, Togo, and Nigeria, for domestic servitude and work in the informal commercial sector. Many children are transported to the Gabonese coast by sea, only to endure long work hours, physical abuse, insufficient food, no wages, and no access to education. A significant number of these children are also sexually abused by their employers.

The Government of Gabon does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Gabon does not have specific laws to address trafficking in persons, but draft legislation was proposed in August 2001. Other laws that can be used to prosecute trafficking, such as child abuse, are inadequate to punish traffickers. Anecdotal evidence suggests that some officials at all levels of government may employ trafficked foreign children as domestic labor, and that police and immigration officials may facilitate child trafficking. And while official government policy disapproves of trafficking, employment of trafficked children, and facilitation of trafficking in children, no government official has been formally accused of or prosecuted for trafficking or related crimes. Over the past year, the government has initiated a program to provide protection to victims. . Gabon signed an agreement with the European Union, and provided the facility for the establishment of a center to provide assistance to trafficking victims. The Center was inaugurated in March 2002 and provides shelter, as well as legal, medical and psychological assistance to victims. Government officials sometimes bring children to centers for trafficking victims, and also rely on the victims' embassies for assistance. Victims are generally not punished by being detained, jailed, fined or deported. Regarding prevention, the government provided free billboard space in major cities last year for a United Nations' information campaign on child trafficking. Gabon participates in regional conferences on the subject, and recently hosted the Second Sub-Regional Consultations on Cross-Border Child Trafficking in Libreville in March 2002. Gabon is one of the West and Central African countries participating in an international program to reduce trafficking in children.

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## **Georgia (Tier 2)**

Georgia is a source and transit country for women trafficked primarily to Turkey and Greece for purposes of sexual exploitation and domestic servitude.

The Government of Georgia does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has expressed the willingness to combat trafficking but has limited resources to fund projects. Trafficking in minors is prohibited by the Georgian criminal code. An anti-trafficking law is being drafted. Existing provisions on slavery and forced labor, illegal imprisonment, sexual coercion and fraud could be used against traffickers. One prominent case involving trafficking of minors resulted in a recent conviction. Government officials are suspected of involvement in the production of fraudulent travel documents and in complicity with travel agencies as fronts for trafficking. There is no specialized training for law enforcement by the government but some officials were sent by the U.S. Embassy to an international anti-trafficking course. There are new border monitoring systems and training for border guards is provided by international organizations. There are only a few victim protection services and these are provided by NGOs. One measure of prevention efforts was the formation of the Strategy Department in May 2001 to address victim rights. This office is taking the lead on trafficking but does not have financial resources to fund information campaigns. The government distributes information materials developed by NGOs and international organizations. In February 2000, the President established a general strategy against trafficking.

## Germany (Tier 1)

Germany is a primarily a destination country, but also a transit country, for women and girls trafficked for the purpose of sexual exploitation. The Federal Office for Criminal Investigation publishes an annual trafficking report – limited to sex trafficking. The vast majority of victims trafficked to Germany come from the countries of the former Soviet Union and Eastern Europe, especially Lithuania, Russia, Ukraine, Poland, the Czech Republic, and Latvia. Some victims also come from Africa and Asia.

The Government of Germany fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. Germany has a variety of federal criminal and labor laws against trafficking. State, not federal, agencies have the primary responsibility to investigate and prosecute trafficking cases, and they do so vigorously. The number of investigations conducted this past year increased; expert prosecutors try trafficking cases. German courts handed down many convictions of traffickers. Federal police train state police and border control officials on the interdisciplinary handling of trafficking cases. Protection for trafficking victims includes the granting of some temporary immigration benefits, such as a four-week grace period and temporary toleration for witnesses who remain for the duration of a trial. The police are required to inform an NGO if they encounter a trafficking victim. The government covers the costs of repatriation of victims. Victims of violence are also entitled to federal victims' compensation. In a recent legal development, these benefits are available also to undocumented aliens if they are witnesses in a case. Germany provides funding to many counseling centers and provides for extensive witness protection. A federally-financed "Federal Association Against the Traffic in Women and Violence Against Women in the Migration Process" represents the counseling centers at the national and international level. Prevention activities are considerable. The national interagency working group on trafficking links federal and state efforts with NGOs and facilitates cooperation programs between counseling centers and the police. Some states also have their own task forces and interagency groups. Overseas prevention work includes a brochure – available in a variety of languages -- distributed through embassies and consulates abroad to potential victims before they enter Germany. The Ministry of Foreign Affairs recently cosponsored an international conference on trafficking to raise awareness about the issue. The Ministry of Foreign Affairs also sponsors anti-trafficking projects in foreign countries. Germany actively participates in several regional law enforcement organizations that combat trafficking.

## **Ghana (Tier 2)**

Ghana is a source, transit, and destination country for internationally trafficked persons. The majority of the victims are children trafficked for labor and domestic help to and from neighboring countries, such as Cote d'Ivoire, Togo, and Nigeria. Some Ghanaian women are trafficked to work as prostitutes in Western Europe, specifically Italy, Germany, and the Netherlands. Ghana is a transit point for a growing trade in Nigerian women trafficked to Europe for sexual exploitation, and for persons trafficked from Burkina Faso to Cote d'Ivoire. Internally, Ghanaian children are sent from the poorest regions to work in the fishing industry and for domestic labor in urban areas. Many of these children, sold by their families to traffickers, suffer physical or sexual abuse and receive insufficient food, no wages, and no access to education.

The Government of Ghana does not yet meet the minimum standards; however it is making significant efforts to do so. In October 2001, Ghana hosted a regional meeting of the Economic Community of West African States (ECOWAS), where participating government representatives adopted a two-year Initial Plan of Action to Combat Trafficking in Persons. Fulfilling one of the obligations mandated by the ECOWAS Plan, Ghana established the National Task Force on Trafficking in March 2002. The government is working on a draft national plan of action, which includes much needed amendments to the criminal code to establish trafficking in persons as a crime and punish traffickers, who are now prosecuted for lesser crimes. Due in part to a shortage of resources and capacity, victim protection and assistance is done on an ad hoc basis, relying on United Nations' agencies and NGOs. In terms of prevention, the government supports programs to alleviate child poverty and to enhance women's education and empowerment. Ghana is one of the West African countries participating in an international organization program to reduce trafficking in children.

### Greece (Tier 3)

Greece is primarily a destination country and, to a lesser extent, a transit country, for women and children trafficked for the purpose of sexual exploitation. Major countries of origin include Ukraine, Russia, Bulgaria, Albania, the Federal Republic of Yugoslavia, and Romania. Women from North Africa (Tunisia and Algeria), Asia (Thailand and the Philippines), the Middle East and other countries (Moldova, Georgia, Poland, and Kazakhstan) are also trafficked to Greece.

The Government of Greece does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. The Government is now taking steps toward combating trafficking, and the Minister of Public Order described it as a first priority for the Greek police. While there is no trafficking law, slavery, pandering, and pimping laws can be used to prosecute traffickers. The Ministry of Public Order instructed all police stations to enforce existing legislation. The lack of a specific law, however, has made prosecuting traffickers difficult. A June 2001 organized crime law includes a section on trafficking that allows for limited undercover investigations; however, there have been few arrests and prosecutions. Fines and sentences are minimal. The Government prepared draft legislation on sexual crimes and trafficking in human beings in December 2001. Regional cooperation in investigating and prosecuting is limited but improving. Greek border guards participated, with other countries in the region, in anti-trafficking training seminars offered by the US Government. Border control is weak; however, the Government has increased staffing of the border police. Regarding protection, traditionally victims have been deported along with foreign prostitutes working in the country illegally. A May 2001 immigration law sets aside judgments against women who press charges against their traffickers, and allows these victims to remain in the country. The law also temporarily suspends deportation of victims if deportation raises humanitarian concerns. The Government does not provide shelters or services for trafficking victims, and an NGO that wanted to provide medical and psychological help to possible trafficking victims at government detention centers has been given only limited access. The NGO is working to establish shelters for victims in Athens and Thessaloniki with the cooperation of local governments. With respect to prevention, the Inter-Ministerial Committee for Trafficking launched a national anti-trafficking campaign in Spring 2002 with posters and pamphlets. Police academies began including training on how to identify trafficked women in September 2001.



## **Guatemala (Tier 2)**

Guatemala is a source and transit country of women and children trafficked for the purpose of sexual exploitation. There is also internal trafficking and in some cases, Guatemala is a destination country for trafficked victims. Illegal migration – including both trafficking in persons and migrant smuggling – of Central Americans, Ecuadorians, Asians and Middle Easterners flows through Guatemala en route to Mexico and the United States.

The government does not yet fully meet the minimum standards; however, it is making significant efforts to do so, despite resource constraints. An anti-trafficking in persons law exists, but there have been no arrests, investigations are rare, and victims rarely press charges, in part because of a somewhat inaccessible and corrupt judicial system. Medical, psychological, and counseling services are available to crime victims including trafficking victims. Trafficking victims are protected to a certain extent as they are not prosecuted, but foreign victims in the country illegally are deported. In terms of prevention, the government developed a national action plan to combat child sexual exploitation in 2001 and anti-corruption initiatives in 2002. Borders are inadequately monitored due to insufficient resources and vast corruption. There is limited cooperation with NGOs that provide services to victims and at-risk women and children.

## **Haiti (Tier 2)**

Trafficking in Haiti mainly involves the internal movement of children, primarily young girls between 6 and 14 years old, from the countryside to the cities for domestic servitude. Poorer families, unable to provide adequately for their children, send their daughters, and in some cases sons, to the cities to work as domestic servants for wealthier families. In return, the poorer families expect their children to receive shelter, food, education and a better life. This centuries-old practice places children, called “restaveks” (derived from the French words “rester avec” meaning “to stay with”), in situations that sometimes lead to exploitation. Although many restaveks receive adequate care, some are placed in slave-like conditions and are subject to violence, threats and other forms of physical and mental abuse. To a lesser extent, restaveks are sent to the United States, France, Canada and the Dominican Republic.

The Government of Haiti does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. There are no laws prohibiting trafficking and although Haiti has laws regulating child domestic labor, these laws are not enforced. The government does not actively investigate trafficking cases and there have been no prosecutions of traffickers. Despite severe resource constraints, which have worsened over the last year, the Government of Haiti provides some funding for activities to protect restaveks. The Haitian Ministry of Social Affairs has eight monitors to oversee the welfare of restaveks. The monitors respond to calls to the government-sponsored victim hotline, to police requests and to word-of-mouth requests. Although the government does not have a facility to care for restaveks, the monitors work with local NGOs to resettle the children or find their natural families. The Haitian Ministry of Social Affairs reported that it served 158 children in 2001, a significant decrease from the 760 that were assisted the previous year. Prevention efforts are hampered because many Haitians do not recognize that restaveks can be in exploitative situations. The Government of Haiti, which does recognize the use of restaveks as a problem, is attempting to educate the public with national television and radio advertisements about the mistreatment of child domestic laborers.

## **Honduras (Tier 2)**

Honduras is a source of women and children trafficked for the purpose of sexual exploitation. Most Honduran victims are trafficked to Belize, El Salvador, Guatemala and Mexico.

The government does not yet fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. Honduras does not have a law against all forms of trafficking in persons, although related laws exist. The government created a new frontier police force, which received training from U.S. officials. However, law enforcement and prosecution efforts remain weak due to corruption and lack of resources. The government assists repatriated nationals for up to six months with job placement assistance, temporary shelter, and basic subsistence. In terms of prevention, there have been no public awareness campaigns aimed at trafficking. The government runs a micro-enterprise program for women and rural populations. There are also programs for at-risk youth including special education for drop-outs and vocational training for teens and young adults.

## **Hong Kong (Tier 1)**

Hong Kong is primarily a transit country for individuals trafficked from China and other Asian Countries. A small number of illegal migrants may be trafficking victims.

The Government of Hong Kong fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking in persons with respect to law enforcement, protection of victims, and prevention of trafficking. The government has a trafficking law as well as other statutes on human smuggling, forgery of travel documents, fair employment practices as well as physical and sexual abuse, which have been used against traffickers. Effective border controls and high technology detection tools may be helping to stem the flow of trafficking victims and the smuggling of people in containers through Hong Kong. A small number of employment and sexual exploitation trafficking cases have been prosecuted and defendants have been convicted and jailed. Penalties for trafficking may also include forfeiture and fines. Moreover, the distinction between smuggling and trafficking cases is not clearly delineated. Law enforcement officials receive specialized training on trafficking and have access to specialized equipment and intelligence systems. Protection of trafficking victims includes food and basic necessities, legal aid procedures to protect vulnerable victims and witnesses, medical and psychological services, refugee centers and assistance to employees seeking compensation from employers for exploitation. Victim protection services could benefit from greater interagency cooperation. The government considers the potential for jeopardy for a prostituted woman before returning her to her home country. Foreign workers are provided conciliation services in disputes with employers. Prevention efforts include providing pamphlets to workers about their rights; the pamphlets are widely distributed and are published in a wide range of languages. The government's prevention package reflects Hong Kong's high standard of living, access to civil liberties, and compulsory education. The Government of Hong Kong cooperates internationally with law enforcement on investigations, prosecutions and bilateral arrangements as well as with international organizations, such as the UN High Commissioner for Human Rights.

## Hungary (Tier 2)

Hungary is a transit country for trafficking victims, and to a lesser extent a source and destination country. Women and girls are trafficked for sexual exploitation mostly from Romania, Ukraine, Moldova, Poland, Yugoslavia, and China to and through Hungary to Austria, Germany, Spain, the Netherlands, Italy, France, Switzerland and the United States. Men trafficked for forced labor through Hungary to European Union countries come from Iraq, Pakistan, Bangladesh and Afghanistan.

The Government of Hungary does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Hungary's laws criminalize trafficking in persons and kidnapping. The government investigated and prosecuted an increased number of trafficking cases in 2001. Police in eastern Hungary believe the traffickers are better equipped than law enforcement officials. Allegedly police and immigration officials often refuse to accept reports of kidnapping of young women. Law enforcement authorities contend that the kidnappings are difficult to prosecute without eyewitness testimony and victims often refuse to testify. Corruption of border officials is a problem, although border guards have been arrested for supporting human smugglers. Regarding protection, the government provides only limited assistance to trafficking victims. In theory, assistance with temporary resident status, short-term relief from deportation, and shelter assistance are available to trafficking victims who cooperate with police and prosecutors. There are, however, no documented cases of such assistance having been rendered. Allegedly police and immigration officials often treat trafficking victims as criminals. Hungarian consular officials are not empowered to provide any legal or financial assistance to Hungarian victims abroad. To prevent trafficking, the government works with an international NGO and a women's rights organization conducting preventive programs for teenagers in schools. The government provides some support through the public fund "For a Safe Hungary" to a women's rights organization that runs a hotline which provides information on types of trafficking-associated advertisements and situations young women should avoid. The government has established a Victim Protection Office and a victim protection fund, and has posted brochures on victim protection in every police station. The government provides some continuing financial assistance to prevention programs. The government has consulted with NGOs to provide anti-trafficking sensitivity training to police, and has conducted training of government officials in techniques to identify and combat trafficking.

## **India (Tier 2)**

India is a country of origin, transit and destination for trafficked persons. Internal trafficking of women and children for purposes of sexual exploitation, domestic servitude, bonded labor, and indentured servitude is widespread. In addition to being trafficked domestically, Indian women and children are trafficked to the Middle East and the West for purposes of forced labor and sexual exploitation. Bangladeshi and Nepalese women and children are trafficked to India, and transit through India en route to Pakistan and the Middle East, for purposes of sexual exploitation, domestic servitude, and forced labor. Many of the children trafficked in or through India are less than eighteen years of age.

The Government of India does not yet fully comply with minimum standards for the elimination of trafficking; however it is making significant efforts to do so. Investigations and prosecutions of traffickers are rare, but increasing. India has numerous federal laws criminalizing trafficking and child labor; however, there is a lack of laws establishing federal jurisdiction over inter-state crimes. Police efforts to investigate trafficking across state borders are further encumbered by a lack of coordination among state police departments. The Immoral Traffic (Prevention) Act (ITPA) prohibits trafficking in persons (including children), criminalizes sexual exploitation, and provides enhanced penalties for offences involving minors. During investigations, police frequently do not utilize all provisions of the ITPA and as a result may minimize potential criminal penalties against traffickers and brothel owners for exploiting minors. Although the government has successfully prosecuted and sentenced some traffickers and brothel owners to prison, severely backlogged courts and local corruption render most prosecutorial efforts ineffective. The National Human Rights Commission (NHRC) developed anti-trafficking manuals for use in training the judiciary, the police, and medical practitioners. There is evidence of low-level law enforcement involvement in facilitating the movement of trafficking victims and accepting bribes. The government does not adequately monitor its borders. The government has undertaken several initiatives to provide protection and services to victims, including supporting protective homes for custodial care, and providing education and vocational training to victims of trafficking and at-risk populations. The protective homes are frequently run with the assistance of NGOs. A new government program called “Swadahaar” provides shelter and basic amenities to victims and at-risk women while providing vocational training. In terms of prevention, the government supports programs aimed at keeping children in school, promoting vocational training and literacy. The Central Social Welfare Board provides financial assistance to NGOs to run development and care centers for children of trafficking victims. The Department of Women and Child Development is responsible for implementing a plan of action developed in 1998 in consultation with NGOs and international organizations. In January, the government signed the South Asian Association for Regional Cooperation (SAARC) Convention on Prevention and Combating Trafficking in Women and Children for Prostitution.

### **Indonesia (Tier 3)**

Indonesia is a source country for trafficked persons, primarily young women and girls. Foreign destinations of trafficked persons include Hong Kong, Singapore, Taiwan, Malaysia, Brunei, Persian Gulf countries, Australia, South Korea, and Japan. Trafficking also occurs within Indonesia's borders. Victims are trafficked primarily for purposes of labor and sexual exploitation.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts. Indonesia does not have a law against all forms of trafficking in persons. Related laws are used against traffickers, but the maximum penalties are significantly less than those for rape. Judges rarely impose maximum sentences in trafficking cases. Special units within regional police headquarters handle cases of violence against women and children, including trafficking. Indonesia has increased its attention to trafficking and alien smuggling problems during the period covered by this report. Government action to combat the increasing problem, however, is hampered by insufficient funds and porous borders. Corruption among local government officials is widespread. In an effort to improve regional responses to trafficking and transnational crimes, the government co-chaired (with Australia) a regional conference in February 2002 that brought together for the first time ministers from 52 source, transit and destination countries. Minimal protection exists for foreign victims of trafficking, in that they are not jailed or automatically deported and may seek asylum or refugee status. Government shelters and services for foreign and Indonesian trafficking victims are still lacking. The government does not sponsor prevention efforts, such as anti-trafficking education programs directly, but cooperates with NGOs and international organizations that provide basic services to at-risk women and children. Although the government faces severe resource constraints, it has allocated an increase in the national budget to combat trafficking.

### **Iran (Tier 3)**

Iran is a country of origin and transit for trafficked persons. Iranian women and girls have been trafficked to the Gulf States and Turkey for purposes of commercial sexual exploitation. Boys are trafficked through Iran to the United Arab Emirates where they are forced to work as camel jockeys. Internal trafficking of women and girls for purposes of sexual exploitation also occurs.

The Government of Iran does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Iranian law does not specifically prohibit trafficking; however, there are other statutes that could be used to prosecute traffickers. There reportedly were three trials during the year related to trafficking. No information is available, however, regarding details of the trials or their outcomes. The Government of Iran has cooperated with Pakistani authorities on a camel jockey case by extraditing adults wanted for trafficking. The Penal Code includes provisions that mandate the stoning of women and men convicted of adultery. It is difficult for women who are victims of male traffickers to obtain legal redress since a woman's testimony in court is worth only half that of a man's, making it difficult for a woman to prove a case against a male defendant. The government has not undertaken any measures to protect victims of trafficking. Victims are often jailed, flogged, and sometimes stoned to death for adultery. Regarding prevention, the government supports keeping youth in school, but it has not supported public awareness campaigns.



## Israel (Tier 2)

Israel is a destination country for trafficked women. Women from Moldova, Russia, Ukraine, and Brazil are trafficked to Israel for the purpose of sexual exploitation.

The Government of Israel does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The law criminalizes trafficking for the purposes of sexual exploitation. Other statutes including rape, false imprisonment, seizing a passport, exploitation, and kidnapping for prostitution may also be used in prosecuting trafficking cases. The government actively investigates trafficking cases and has successfully prosecuted traffickers. The State Attorney General has published and distributed guidelines on the “Investigation and Prosecution of Prostitution and Trafficking in Persons for the Purposes of Prostitution” to police investigators and prosecutors. The government has provided specialized training sessions on trafficking in persons for investigation units. While there has never been evidence that police officers have been directly involved with trafficking, there have been several cases in which policemen were suspected of taking bribes or receiving sexual favors in return for alerting brothel owners in advance of police inspections. An independent department within the Ministry of Justice, charged with investigating any complaint of involvement of police personnel in crimes, has successfully investigated allegations and taken legal action against those involved. The government has undertaken some initiatives to protect victims, including working with NGOs and international organizations to improve services that they provide to victims. The government does not provide temporary or permanent residency status to victims. Unless the victims are willing to testify against the trafficker or brothel owner, they are detained and deported. Victims who are willing to testify are released from detention and are housed in police-funded hostels. In February 2002, the government invited an international organization to discuss modalities for cooperation on a shelter that would provide psychological, social, medical, and legal services to victims of trafficking. The government does not sponsor prevention efforts, such as anti-trafficking education campaigns. The government has established an inter-ministerial committee on trafficking in persons. In July 2001, the Minister of Public Security initiated a seminar on trafficking that included participants from numerous ministries, law enforcement, NGOs and the Knesset.

### **Italy (Tier 1)**

Italy is a country of destination and, to a lesser extent, a country of transit for trafficked men, women and children primarily from Albania, Nigeria, Eastern Europe, the former Soviet Union, South America, and Asia. Women and girls are trafficked for prostitution, and some Chinese men are trafficked for forced labor in industry.

The Government of Italy fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking in persons with respect to law enforcement, protection of victims, and prevention of trafficking. The government uses a variety of laws to prosecute traffickers, including prohibitions on the exploitation of prostitution, slavery, sexual violence, kidnapping, and assisting the entry of illegal aliens. The government has prosecuted many cases against traffickers. The Ministry of the Interior conducts special training programs to sensitize police to the problem of trafficking. There are many police officers who specialize in handling trafficking cases. In an effort to protect victims, the government provides temporary residence permits, which under certain circumstances can lead to permanent residency. The government funds safe houses and shelters. Halfway houses and independent living accommodations are also provided in many Italian communities. Mobile units provide medical, psychological and social assistance. The government provides funding to foreign and domestic NGOs for projects that assist victims. Through an inter-ministerial committee to coordinate the fight against trafficking, the government engages in many prevention activities, such as a government-sponsored, international organization-conducted radio and television information campaign aimed at potential victims. Posters are placed in metro stops to raise public awareness. The government has a hotline providing information and assistance to victims, and it distributed bumper stickers displaying the hotline number. The government has provided funding for information campaigns conducted in source countries such as Poland and Ukraine. Italy has worked on a development project with Nigeria to prevent trafficking and has donated equipment to help Nigeria catch traffickers. The government has conducted border patrols to stem the flow of trafficking victims into Italy. Italy works closely with regional and international organizations to combat trafficking.

## **Japan (Tier 2)**

Japan is a destination country for women trafficked for commercial sexual exploitation and for men trafficked for labor purposes. Some internal trafficking exists, as illegal migrants engaged in commercial sexual exploitation are sold and become bound by debt to the new “owner.” Female trafficking victims come from Southeast Asia, especially Thailand and the Philippines, and increasingly from Colombia, Russia and other states of the former Soviet Union. Male victims come primarily from China and other Asian countries.

The Government of Japan does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although Japan does not have a law against trafficking, some traffickers have been prosecuted under related laws. Investigations and punishments appear to be uneven, with some traffickers being tried for minor crimes and receiving light or suspended sentences. In general, trafficking victims are viewed as illegal immigrants under Japanese law, and are deported, which is inappropriate treatment for victims. Protection is not available to all victims: temporary shelter is only provided to foreign victims who approach the government for help. Police and immigration officials have received special training to assist victims of trafficking. Various measures to protect witnesses who testify against traffickers are in place, although victims are generally not encouraged to press charges. The government engages in awareness raising on Japanese laws, particularly those that prevent commercial sexual exploitation of children, and has sponsored international anti-trafficking conferences. Japan has also sponsored anti-trafficking information campaigns in source countries. Other prevention efforts include assistance to international organizations that conduct economic and social development programs in source countries for at-risk individuals.

## **Kazakhstan (Tier 2)**

Kazakhstan is a source, transit and destination country for women and men trafficked for purposes of sexual exploitation and labor. Victims are trafficked to Kazakhstan from the Kyrgyz Republic, Tajikistan, and Uzbekistan and trafficked to the United Arab Emirates, Greece, Cyprus, France, Italy, Portugal, Switzerland, Belgium, South Korea, Turkey, Israel and Albania.

The Government of Kazakhstan does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In February 2002, a temporary measure was amended to the criminal code to cover trafficking of adults. Existing law already prohibited trafficking in children. Some actions have been brought under existing statutes or as civil actions in sexual and labor exploitation cases. The government has initiated training programs for law enforcement and is conducting random investigations of travel agencies promising work abroad. Corruption is a problem at many levels, and the government has convicted at least one customs official for taking bribes. The government has cooperated with international investigations. There is no government action on victim services. Some trafficked victims are initially jailed for prostitution or labor violations, or are returned to their home countries by immigration officials without further investigation of their situations. However, if it is determined that an individual is a trafficked victim, the government cooperates with NGOs to secure victim services provided by NGOs. Victims are encouraged to assist in the investigation of the traffickers, provided with restitution by NGOs, and are shielded from the trafficker during court proceedings. Aside from mandatory education through age 16, the government does not provide prevention programs. With the consent of the government, NGOs have conducted informational roundtables and public awareness campaigns. In 2000, the National Committee for Women and Children developed a Plan to Advance the Status of Women. Many of the goals of the Committee have already been realized.

### **Kyrgyz Republic (Tier 3)**

Kyrgyz Republic is a country of origin, transit and, to a lesser extent, destination for trafficked women, men and children. Women, mostly under 25 years old, are trafficked for prostitution to the United Arab Emirates, Turkey, China, Germany and Greece. Men are trafficked to Kazakhstan for forced labor. Women who are either destined for or transiting through Kyrgyz usually come from Uzbekistan and Tajikistan.

The Government of Kyrgyz does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Kyrgyz does not have a law that specifically prohibits trafficking. The authorities may use other laws, such as those prohibiting rape, kidnapping and exploitation, to arrest and prosecute traffickers but the penalties for breaking those laws are frequently lighter than punishments for crimes like auto theft or drug use. In addition, the government does not actively investigate or prosecute trafficking cases. The Government of Kyrgyz does not provide protection or assistance for trafficking victims. Moreover, government officials, in some cases, have forced victims to pay bribes to cross the border or have taken bribes from traffickers in exchange for allowing a trafficking operation to continue. Although the government acknowledges that trafficking is a problem, it has not conducted any public awareness campaigns or other programs targeted specifically to prevent trafficking. The government supports other programs that may help curb trafficking, such as initiatives to keep children in school and the “Ayalzat” plan to improve the status of women. The government has been cooperating with international organization efforts to conduct research and public information programs.

## **Laos (Tier 2)**

Laos is a source of men, women and children trafficked for labor and sexual exploitation. Lao economic migrants, chiefly to Thailand, may find themselves deceived about pay and conditions of work. Some find themselves in coerced labor or slave-like conditions after their arrival.

The government does not yet fully meet the minimum standards; however, it has made significant efforts to do so, considering serious resource constraints. Laos does not have a law against trafficking. Related laws exist, however enforcement is rare. The government is working to improve protection for victims by collaborating with an international organization on a shelter and repatriation program for trafficked women and children. However, victims are still subjected to incarceration and “re-education” if caught by the police. For prevention, the government collaborated with international organizations to collect data on trafficking in two provinces and laid the foundation for a public education campaign in nine provinces. There has been cooperation with other international organizations working on trafficking and child labor. Borders are poorly monitored and resources are seriously lacking to confront the problem effectively.

## **Latvia (Tier 2)**

Latvia is a source and transit country for women and girls trafficked to the Nordic countries and Western Europe for the purposes of sexual exploitation.

The Government of Latvia does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Latvia does not have a comprehensive law against trafficking in persons, but does outlaw trafficking for sexual exploitation. Police anti-trafficking activity has increased, and more cases were investigated in 2001 than in previous years. None of the trafficking cases have gone to trial, although some of the alleged traffickers remain incarcerated. Police have attended training programs on how to investigate trafficking cases, including classes held in Norway and Sweden, and have sponsored a seminar on fighting prostitution, which included trafficking information. There are few trafficking victim protection or assistance programs to help protect victims in Latvia. A local government funds a shelter that serves victims of child abuse. To prevent trafficking, there is considerable activity warning parents and potential victims about trafficking, although such activity is conducted by NGOs rather than the government.

### **Lebanon (Tier 3)**

Lebanon is a destination country for trafficked persons. Many trafficking victims come to Lebanon in search of work voluntarily and legally, but are put into situations of coerced labor, and some are put into situations with slave-like conditions, or in which they become victims of sexual exploitation. Women from Ethiopia, Sri Lanka, and the Philippines, are the primary victims of trafficking. To a lesser extent, some women from Russia, Romania, Ukraine, Moldova, and Bulgaria who have come to Lebanon end up in coercive work situations involving sexual exploitation from which they have little recourse.

The Government of Lebanon does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Lebanon does not have legislation criminalizing trafficking in persons. However, the Penal Code does have statutes criminalizing the deprivation of personal freedom of others by abduction or other means. The government has not prosecuted any trafficking cases. Law enforcement officials are generally responsive to complaints of trafficking. However, the government has taken some measures to counter trafficking, such as the closure by the Ministry of Labor in 2001 of ten employment agencies that violated labor regulations. The Surete Generale has improved its record-keeping and enforcement of regulations and issues 51 warnings to adult clubs not abiding by its regulations. The government adequately monitors its borders. Regarding the protection of trafficking victims, the government does not provide foreign workers with relief from deportation, shelter or access to legal, medical or psychological services. Foreign workers who do not have valid residency and work permits are subject to detention and deportation. The Surete Generale, however, did issue a February 2002 communique granting three months to Arab and foreign nationals residing in Lebanon illegally to have their status regularized. Any foreigner wishing to change his or her employment must obtain the Surete Generale's prior permission. The government has given an NGO full time access to the Retention Center for Foreign Persons. Some exploited foreign workers have won cases against employers, although lack of knowledge of their rights and lack of access to legal counsel prevents others from bringing legal actions. The government does not sponsor many types of prevention efforts common in other countries, such as anti-trafficking education programs. The government has limited financial resources to support prevention programs. To prevent trafficking, the government has tough controls on the entry of foreign workers to Lebanon and strict requirements imposed on those who employ foreign domestic laborers.



## **Lithuania (Tier 1)**

Lithuania is a source, transit and destination country for trafficking in women and children. Lithuanian women are trafficked primarily to Germany, Spain, Belgium, Netherlands and Norway. The Middle East (Israel and United Arab Emirates), France and Austria are also destination countries. Women from the Ukraine, Russia, Belarus, Latvia and the Lithuanian countryside are trafficked to major Lithuanian cities.

The Government of Lithuania fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking in persons with respect to law enforcement, protection of victims, and prevention of trafficking. Lithuania has criminal and labor laws against slavery, sale and trafficking of persons for sexual abuse, material or personal gain, and trafficking of persons for prostitution. Recent amendments to the Criminal Code and Criminal Process Code allow for separate testimony of a victim in trafficking cases to a judge in order to provide an alternative for victims who are fearful of testifying in open court. These amendments also permit the introduction into court of video-taped testimony of foreign victims of trafficking. The government actively investigated and prosecuted an increased number of trafficking cases in 2001, and the courts handed down convictions of traffickers, including that of one former police officer. The government has procedures to cooperate with other governments on trafficking cases, specifically with Belarus, the Russian Federation, and Ukraine, and also cooperated with Germany and Norway. To protect victims, the government provides funding to the Missing Persons Support Center, which is a shelter that also runs a hotline, and can place victims and witnesses at shelters run by local governments and NGOs. State-run health care facilities provide free medical care for victims and witnesses, and the police provide limited financial assistance to victims and witnesses as well as some legal counseling services. The government can assist victims by providing temporary or permanent residence status. To prevent trafficking, since 2000 the police have paid greater attention to young persons, particularly women, travelling abroad. The government provided some funding for anti-trafficking campaigns carried out by NGOs, and directly funded preventive education at schools. The Education Ministry conducts preventive work among the potential victims of sexual abuse and trafficking via regional networks. An international NGO is managing a program to help prevent trafficking by creating viable economic alternatives for at-risk women and girls, including job training and placement services.

### **Macedonia (Tier 1)**

Macedonia is a country of transit and destination primarily for women and children trafficked for prostitution from the former Soviet Union and Eastern Europe, notably Ukraine, Moldova, Romania and Bulgaria. Some victims remain in Macedonia, while others are trafficked to Albania, Kosovo or Italy.

The Government of Macedonia fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking in persons with respect to law enforcement, protection of victims, and prevention of trafficking. Macedonia adopted a new law in 2002 that criminalizes trafficking and actions associated with trafficking, such as the destruction of identification documents. Since the passage of the new law, Macedonia has already had a number of arrests, including that of an alleged organizer of a trafficking ring. Prior to the enactment of the new law, Macedonia prosecuted suspected traffickers under laws relating to kidnapping and rape. Many of these cases resulted in convictions. To protect victims, a government shelter offers medical and psychological assistance to victims. The shelter has assisted many trafficking victims. The attitude of the police to trafficking victims has improved over the past year. Victims are encouraged to provide information for criminal prosecution, and may in theory file suit against traffickers, although the latter is not done in practice. Victims may not gain temporary resident status in Macedonia. The government has facilitated the return of victims so they could testify against traffickers. To prevent trafficking, local NGOs have worked with the government and a regional organization to develop awareness-building campaigns. Government programs promote women's participation in economic decision-making and improve the quality of education. The Ministry of Labor and Social Welfare funds a small prevention program. Although the government actively monitors the borders, large portions remain porous, and weak immigration laws make it difficult for the border police to deny admission to suspected victims.

## **Malaysia (Tier 2)**

Malaysia is a source and destination country for trafficked persons, primarily for the purpose of sexual exploitation. Persons trafficked into Malaysia come from Indonesia, Thailand, China, and the Philippines and a small but increasing number from Uzbekistan. Japan, Canada, the United States, Australia and Taiwan are destinations for Malaysian trafficking victims. Trafficking on a smaller scale also occurs within Malaysia's borders.

The Government of Malaysia does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. An interagency group on transnational organized crime addresses trafficking in persons, and four other interagency committees address illegal immigration, foreign labor, and border control. A separate agency investigates public corruption. There is no specific law against trafficking but applicable law criminalizes most of the acts involved in trafficking in persons. Although persons suspected of trafficking may be detained, to date there have been no prosecutions or convictions for the specific offense of trafficking. A limited number of law enforcement officials have participated in anti-trafficking training programs. An anti-vice unit recently launched a campaign to clamp down on local criminal groups affiliated with international criminal syndicates involved in trafficking. While there are no indications of general government complicity in trafficking in persons, the government recently suspended three senior police officers for negligence in an illegal migration case. Five officers were also dismissed for involvement in criminal and corrupt activities. Embassies and consulates are required to report on the number of trafficking cases involving Malaysian citizens abroad. In terms of protection, the government sponsors rehabilitation services for at-risk women and girls, and provides financial support to NGOs dedicated to women's welfare, including shelter for victims of rape and domestic violence, legal referrals and job-skills training. However, the government generally treats foreign victims of trafficking as immigration offenders, detaining and deporting them. Repatriated Malaysian victims may receive public assistance. There are no witness protection programs, although laws punish prevention of testimony, and foreign trafficking victims may obtain special permission to remain in the country to testify in criminal proceedings. The government has taken steps to address prevention of trafficking. The largest ethnic Chinese party in the ruling parliamentary coalition publishes trafficking warnings in its Chinese-language publications and holds periodic press conferences highlighting the plight of returned Malaysian trafficking victims. Public service announcements about the dangers of trafficking by an international organization have been broadcast on television. In 2001, the government created a cabinet-level post for the Minister of Women's Affairs and Family Development and passed a constitutional amendment barring sex discrimination.

## **Mali (Tier 2)**

Mali is primarily a source country for children trafficked for labor in conditions comparable to involuntary servitude. To a lesser extent, Mali is a transit country for trafficking between Senegal and Cote d'Ivoire, and a destination country for Nigerian women trafficked for purposes of sexual exploitation. Most of the children are trafficked to work in plantation agriculture in Cote d'Ivoire, but some are trafficked internally to urban centers for menial jobs or domestic labor.

The Government of Mali does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Last year, Mali introduced a law with severe penalties, specifically outlawing trafficking in children, but the infrastructure needed to carry out investigations and prosecution is still very weak. Mali entered into a cooperative agreement with Cote d'Ivoire to combat trafficking and facilitate the repatriation of victims, and Mali maintains a good level of cooperation with border authorities from Cote d'Ivoire and Burkina Faso. As a result, the number of children trafficked to Cote d'Ivoire appears to be on the decline. In terms of protection, lack of resources hamper government efforts to reintegrate and rehabilitate returned children, particularly in the Dogon region, where children are most vulnerable to trafficking. One of the specific strategies in the National Plan of Action, calling for a system of travel documentation required from children at border crossings, was recently instituted and has proven effective in preventing additional trafficking flows. In other preventive activities, the government set aside a portion of this year's state budget to support anti-trafficking activities, including a media campaign, and it works very closely with international organization and NGOs to coordinate programs for the return and reintegration of trafficking victims. Mali is one of the West African countries participating in an international organization's program to reduce trafficking in children.

## **Mexico (Tier 2)**

Mexico is a source, transit and destination country of women and children trafficked for the purpose of sexual exploitation. There is also internal trafficking of women and children for sexual exploitation. Most victims trafficked to and through Mexico are Central Americans en route to the United States and Canada. There is also a steady flow of Brazilians and Eastern Europeans and to a lesser extent, Asians and Middle Easterners.

The government does not yet fully comply with the minimum standards for the elimination of trafficking. Mexico has laws that prohibit various forms of trafficking and has prosecuted traffickers. Police officials and border guards have been complicit in trafficking, but the government is making some efforts to combat corruption. The police receive special training to assist child victims of sexual abuse and NGOs have trained police on how to assist victims of violence. Regarding protection, the government provides limited victim services, and has contributed to victim assistance programs run by NGOs. Foreign victims of trafficking are generally deported and are not encouraged to press charges against their traffickers. Regarding prevention of trafficking, the government launched a public awareness campaign as the first phase in a national action plan to combat commercial sexual exploitation of children in January. Several state governments have begun their own awareness campaigns on the sexual exploitation of minors. The federal government has also run a media campaign on the dangers of illegal migration. There have been fewer resources dedicated to combating the traffic of adults than have been committed to combating the traffic of children.

## **Moldova (Tier 2)**

Moldova is a source country for women and children trafficked for purposes of sexual exploitation mainly to Turkey, Greece, and the Federated Republic of Yugoslavia.

The Government of Moldova does not yet fully comply with minimum standards for the elimination of trafficking. It is making significant efforts to do so as demonstrated by its actions with respect to law enforcement and prevention. On April 18, 2002, a new Criminal Code and amendments were passed by Parliament but have not yet been promulgated. The new code criminalizes trafficking in persons. During 2001, 34 cases were initiated against traffickers under anti-trafficking provisions of the anti-pimping article of the previous Criminal Code. Five additional cases were initiated under the anti-trafficking article, passed in July 2001, of the previous Criminal Code. There have been no convictions to date. The government has provided some specialized training, and some law enforcement officials have received training at international seminars. Borders are not adequately monitored; the Government of Moldova has no control over the border between its separatist Transnistria region and neighboring Ukraine. The government has no resources for victim protection, but international organizations and NGOs work with repatriated women and have established shelters and service programs for victim assistance. Trafficked women are not jailed or prosecuted for prostitution activities. No witness protection program exists to shield victims from traffickers. In terms of prevention, government officials cooperate with NGOs and international organizations that provide information in schools about trafficking, distribute brochures, and operate hotlines. State television airs an anti-trafficking program. In October 2001, the government formed a National Working Group to Combat Trafficking in Human Beings, which adopted a national plan of action.

## **Morocco (Tier 2)**

Morocco is a country of origin and transit for trafficked persons. Internal trafficking of girls for domestic servitude as child maids primarily from rural areas to cities is widespread. Internal trafficking of women for purposes of sexual exploitation is also reported. Some Moroccan men and women looking for work in Europe and the Middle East as domestic servants or in the hotel or construction industry are reportedly put into situations of coerced labor, drug trafficking, or sexual exploitation. There are also unsubstantiated reports that some who transit from sub-Saharan African countries through Morocco to Europe may be trafficked.

The Government of Morocco does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although the Moroccan government has begun to address the problem of trafficking in persons, it is constrained by lack of resources. No law specifically prohibits trafficking; however, the government utilizes a number of other statutes to prosecute traffickers. Moroccan police and security services have broken up numerous clandestine emigration and prostitution rings. There have also been a few cases of employers of child maids being prosecuted for abusive behavior. There is evidence of low-level corruption by police, immigration, and border officials, to permit the movement of clandestine emigrants who may become trafficking victims. The government has difficulties monitoring its long borders. Regarding protection of victims, the government has made only minimal efforts. The government does not provide assistance to victims transiting through Morocco. As are other illegal immigrants en route to Europe, trafficked victims are detained, jailed, or deported. They are often prosecuted for violation of immigration laws. Moroccan authorities have assisted child maids who have fled abusive employers and women forced into prostitution. The government does not provide direct funding to foreign or national NGOs offering services to victims of trafficking; however, it does provide in-kind support. The government provides teachers and social workers to assist NGOs working with child maids. The government also provides offices to the International Labor Organization's International Program for the Elimination of Child Labor, which is working on the child maid problem. In terms of prevention, the government supports programs aimed at keeping children in school, improving educational opportunities for girls in rural areas, and expanding economic opportunities in high-risk areas. Together with an international organization, the government supports an ongoing publicity campaign highlighting the plight of child maids.

## Nepal (Tier 2)

Nepal is a source of women and girls trafficked primarily to India for purposes of sexual exploitation and bonded labor. In many cases, Nepalese women go to the Middle East in search of work, only to be put into situations of coerced labor, slave-like conditions, or sexual exploitation. Internal trafficking also takes place in Nepal. An ongoing Maoist insurgency has used violence to wrest control over remote areas of Nepal from the government; many trafficking victims originate from those areas. The Maoist insurgents have taken girls and boys from their families and forced them to become conscripts or sex slaves.

The Government of Nepal does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Human Trafficking Control Act of 1986 prohibits selling persons in Nepal and provides for penalties of up to twenty years' imprisonment for traffickers. Nevertheless, this legislation does not criminalize the separation of minors from their legal guardians with the intent of trafficking them. As a result, no crime occurs until the victim and perpetrators are outside Nepalese territory. In addition, no law addresses receiving trafficked persons. The government created an anti-trafficking unit within the police that actively investigates and successfully prosecutes traffickers who are frequently sentenced to long prison terms. However, low-level corruption among border guards and law enforcement allows trafficked women and girls to be brought out of the country. Furthermore, the open border with India does not allow for stringent border monitoring. The government has undertaken several initiatives to protect victims, including working with NGOs and international organizations to provide shelter and assistance to victims. The government provides limited funding to NGOs for assistance to victims, including rehabilitation, medical, and legal assistance. The Ministries of Labor and Social Welfare sponsor job and skill training in high-risk trafficking areas. In terms of prevention, the government, together with NGOs and international organizations, has supported local, national and regional anti-trafficking public awareness campaigns. In addition, the government has supported campaigns to boost school enrollment. The government has instituted an interagency National Task Force Against Trafficking that includes representatives from the police and NGOs. A lack of resources has prevented the government's National Plan of Action from being fully implemented. In January 2002, the government signed the South Asian Association for Regional Cooperation (SAARC) Convention on Prevention and Combating Trafficking in Women and Children for Prostitution.



## **The Netherlands (Tier 1)**

The Netherlands is both a destination and transit country for trafficking in persons, predominantly women and girls, from all parts of the world, including Nigeria, Thailand, the Philippines, Russia, Bulgaria, China, South America and Central and Eastern Europe. The Netherlands is a transit country for other European Union countries. Two specific trafficking problems have emerged recently: the disappearances from refugee centers of single underage asylum seekers, mostly from West African countries and China, who are often put to work as prostitutes, and a growing number of “lover boys,” young Moroccans or Turks living in the Netherlands who seduce into prostitution young, third-generation Dutch girls of Moroccan, Surinamese and Antillean descent.

The Government of the Netherlands fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking in persons with respect to law enforcement, protection of victims, and prevention of trafficking. The Netherlands outlaws trafficking in persons, and vigorously investigates and prosecutes traffickers. Courts have handed down many convictions. A national public prosecutor for trafficking in persons was appointed in 2001, and each district court has its own trafficking in persons prosecutor. Police schools have started “prostitution control” courses, through which detection of trafficking and means to assist victims are taught. Many police officers have received this training, and police officials believe the training has led to an increase in criminal investigations and reports to the police. To protect victims, B9 immigration status is available for aliens who may have become victims of trafficking and for witnesses who are willing to testify for the prosecution in trafficking cases. B9 status holders may remain lawfully for three months in the Netherlands while relevant investigations are being carried out by authorities, during which time victims may decide whether to press charges against traffickers. Victims receive legal, financial and psychological assistance, and are entitled to safe shelter, medical check-ups and social security benefits. Victims are eligible also for permanent residence on humanitarian grounds. The government subsidizes the “Dutch Foundation Against Trafficking in Women,” which is an independent, national expertise center that offers many services to victims. To prevent trafficking, the Government cooperates extensively with other European Union countries and financially supports national and international projects run by NGOs and international organizations to promote the empowerment of women in Central and Eastern Europe; the Caucasus and Central Asia; Cambodia, and Vietnam. One such program helps to prevent Colombian women from being trafficked to the Netherlands.

## **Nigeria (Tier 2)**

Nigeria is a source, transit, and destination country for persons trafficked to Europe, the Middle East, and West and Central Africa. Nigerian women are trafficked mostly for sexual exploitation to Italy, but also to other destinations including France, Spain, the Netherlands, and the Czech Republic. Children are trafficked for domestic and agricultural labor, from and to West and Central African countries, including Benin, Cameroon, Gabon, and Togo.

The Government of Nigeria does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While Nigeria does not have specific federal laws to address trafficking, a federal legislation draft, modeled on a law recently passed by Edo State, was presented to the National Assembly. The proposed legislation specifically addresses trafficking of women and children. Investigations are hampered by a lack of resources, as well as by widespread corruption among law enforcement officials. Prosecutions are few, due in part to the difficulty in securing witness corroboration in addition to the victim's testimony. Nigeria cooperates with other governments on investigations and prosecutions of trafficking cases. For example, Nigeria obtained the extradition of Nigerian traffickers from Guinea. In terms of protection, the government established a modest police unit in Lagos to assist in the repatriation of trafficked victims, and to provide limited short-term shelter. There is no witness protection program in place, but Nigerian NGOs have been very active in raising public awareness, in shaping legislation on trafficking, and in providing sometimes-needed protection from family members for repatriated women. Over the past three years, Nigeria cooperated with the Italian government on the repatriation of over one thousand persons in illegal status in Italy. Many of these returnees were victims of trafficking. Nigeria also cooperates with international organizations on programs to return and assist victims of trafficking, including those with HIV/AIDS. In an attempt to prevent trafficking, the Nigerian authorities have engaged in the questionable practice of parading the victims and the traffickers on television and in the communities. Nigeria actively participates in regional efforts to combat trafficking, and recently set up an Inter-Ministerial Committee to address trafficking in persons.

## **Pakistan (Tier 2)**

Pakistan is a country of origin, transit, and destination for women and children trafficked for purposes of sexual exploitation and bonded labor. Internal trafficking of women and girls from rural areas to larger cities for purposes of sexual exploitation and forced labor also occurs. Afghan girls and women have been trafficked from refugee camps in Pakistan to urban areas for purposes of sexual exploitation and forced labor. Pakistan is a country of origin for young boys who are kidnapped or bought and sent to work as camel jockeys in the United Arab Emirates and Qatar. In many cases, Pakistani men and women go to the Middle East in search of work, only to be put into situations of coerced labor, slave-like conditions, or sexual exploitation. Pakistan serves as a destination point for women and children who are trafficked from Bangladesh, Afghanistan, and Central Asia for purposes of sexual exploitation and forced labor. Women and children trafficked from East Asian countries and Bangladesh to the Middle East transit through Pakistan.

The government of Pakistan does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Pakistan has statutes in its Penal Code that criminalize kidnapping, abduction, slavery, prostitution, forced labor, and importing girls for sexual exploitation. Prosecution is possible under these existing statutes, but the government is drafting new laws that would deal more effectively with trafficking and conform its legal system to international conventions that address trafficking. Although law enforcement officials have successfully investigated and arrested traffickers, severely backlogged courts and local corruption slow convictions. The Federal Investigative Agency (FIA) has registered several cases against camel jockey traffickers that are pending in court. If prostitution is prosecuted under the Islamic law-oriented Hudood ordinances, victims are often reluctant to testify since, if the burden of proof is not met, the woman's testimony is tantamount to an admission of adultery. Open borders and corruption among border guards and law enforcement personnel allows trafficked women and girls to be brought into the country. The government has undertaken several initiatives to provide protection and services to victims, including sponsoring shelters in Islamabad (which offers a full panoply of services) and Karachi, and training programs for actual and potential trafficking victims. The government also supports numerous centers throughout Pakistan sheltering women and trafficking victims as they undergo legal proceedings. These women and victims have access to medical treatment, limited legal representation, and vocational training. The government provides temporary residence status to foreign trafficking victims and a lawyer on demand. However, without the advocacy of an NGO, victims may be treated as criminals and detained for illegal immigration status. In terms of prevention, the government has focused its energy in the development of a poverty alleviation strategy. The government has worked with NGOs to raise awareness of trafficking, improve literacy and promote women's legal rights. Government-run Pakistan TV has also aired a two-part trafficking and human rights documentary several times. In April 2001, the government established an interagency task force to combat trafficking in persons, charged with closing legal loopholes and improving interagency cooperation. The government has begun the process of hiring 30 female personnel who will be responsible for identifying women and children victims of trafficking at 18 border stations.

## **Philippines (Tier 2)**

The Philippines is a source, transit, and destination country for internationally trafficked persons. Women are trafficked primarily to destinations in Asia, Europe and the Middle East. Adults and children are trafficked internally from poor, rural areas to urban centers for the purpose of sexual exploitation or forced to work as domestic servants or in other unsafe or exploitative industries. The Philippines is both a destination as well as a transit country for mainland Chinese nationals trafficked to the Pacific Islands nations or to North America.

The Government of the Philippines does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While there is no specific anti-trafficking law, penalties are appropriately severe under other relevant laws. The law prohibits forced and bonded labor by children. Convictions under the laws related to trafficking are not frequent, due primarily to the overall ineffectiveness of the judicial system. In 2001, the government increased the number of firms it closed for illegal recruitment over the previous year. In terms of protection, the government cooperates with religious organizations and other NGOs that provide social services. In some cases, the government directly provides in-kind aid. Repatriated victims receive medical aid, shelter, and financial assistance. Trafficked persons are rarely detained, jailed or deported and may request temporary residence status. Consular and diplomatic officials receive anti-trafficking training focusing on protection of exploited overseas workers. Victims can file civil suits or seek legal action against traffickers. A Witness Protection Program under the Department of Justice offers relocation and job placement assistance, but the program is under-funded and not widely known. On prevention, the government participates in a number of regional and international anti-trafficking initiatives. No new coordinated government anti-trafficking public education effort has been launched, although migrant workers receive pre-departure briefings on labor rights and abusive employment practices, and the government disseminates the names of illegal recruiters via Internet sites and posters. Although the government introduced a Strategic Plan for a National Coalition Against Trafficking in 2001, the agencies involved have not worked out implementation of the plan, nor has the government passed anti-trafficking legislation to implement and fund the plan.

### **Poland (Tier 1)**

Poland is a country of origin, transit and destination for trafficking in persons, primarily women and girls. Persons are trafficked to and through Poland primarily from Russia, Belarus, Ukraine, Romania, and Bulgaria. Poles are trafficked to Western Europe, mainly Germany, the Netherlands, Belgium and Switzerland.

The Government of Poland fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. Polish law prohibits forcing individuals into prostitution, trafficking in human beings and pimping. The Polish police investigate trafficking. The numbers arrested, indicted and prosecuted in Poland have increased considerably over the course of the last three years. The government cooperates with other countries and regional security organizations in trafficking cases and the repatriation of victims. To protect victims, temporary legal status is available to trafficking victims who want to testify against traffickers. This status is available for the duration of an investigation and trial. Polish victims are eligible for welfare services. Resources permitting, the government periodically provides small grants to NGOs and universities to provide shelter to and work with trafficking victims. Local governments fund the Center for Women's Rights and shelters for trafficking victims run by religious-affiliated organizations. To prevent trafficking, the Ministry of Foreign Affairs has an information campaign aimed at travelers and tourists to warn them of the dangers of trafficking and to educate them about its existence in Poland among brothels and escort agencies. The government works with NGOs who sponsor training to increase border guards' awareness of trafficking and to improve their ability to detect trafficked victims. The government funds programs that indirectly help prevent trafficking, including public awareness campaigns against domestic violence and child abuse and programs to lower the teenage dropout rate. The government has a positive relationship with NGOs who provide considerable assistance to prevent trafficking.

## **Portugal (Tier 1)**

Portugal is a country of destination for people, predominantly men, from Eastern Europe, especially Moldova, Ukraine, Russia and Belarus but also from Brazil and Lusophone Africa, who come to work in the construction industry and are put into exploitative labor conditions. Some women from Eastern Europe are also trafficked into sexual exploitation.

The Government of Portugal fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. Portugal has criminal and immigration laws specifically prohibiting trafficking in persons. The government actively investigates trafficking cases, as exhibited by increased investigations and arrests of alleged traffickers. The government has broken up large trafficking rings. The courts have handed down convictions of traffickers. The government cooperates with other European Union countries to investigate and prosecute traffickers. To protect victims, Portugal has a recent immigration law that provides a mechanism for illegal aliens to obtain lawful immigration status based on having employment. The Portuguese Labor Ministry released a “Welcome Guide,” designed to teach new immigrants the basics of living and working in Portugal, which is in the process of being translated into several languages. The government provides some funding to NGOs to act as social assistance associations and offers protection to victims and witnesses. To prevent trafficking, the government pursues a policy focused on integrating immigrants and minorities into the mainstream of Portuguese society. With the recent law allowing immigrants to legalize their immigration status, immigrants also become eligible for health and welfare benefits. The law allows for individuals to receive an annually renewable authorization of stay. After five years, the immigrant may apply for an extension of residency or must leave the country. The government supports print and internet informational programs in Portuguese, English and Russian. The Commission for Equality and Women’s Rights has a working group that informs trafficking victims of their legal rights. Portugal coordinates with other European Union countries on migration and asylum matters.

### **Qatar (Tier 3)**

Qatar is a destination country for trafficked persons. Women from countries in East Asia, South Asia and Africa have reported being forced into domestic servitude and sexual exploitation. Children from Sudan, Pakistan, and Bangladesh have been trafficked to Qatar and forced to work as camel jockeys.

The Government of Qatar does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Qatari law specifically prohibits trafficking in persons. Penalties for traffickers include fines and imprisonment. Law enforcement agencies respond to complaints of trafficking by investigating them. However, the government has not prosecuted any cases against traffickers. The government strictly monitors its borders as well as its immigration and emigration patterns for evidence of trafficking. Regarding protection of victims, the government has made only minimal efforts. The government does not provide services to trafficked victims, nor does it provide funding or other forms of support to foreign or domestic NGOs for services to victims. The government does provide assistance to domestics who have suffered from abuse, in the form of payment of back wages and repatriation. The government supports public awareness programs to prevent the misuse of children as camel jockeys. The Emir issued a decree in September 2001 to establish a school and a medical center for the camel jockeys.

## **Republic of Korea (Tier 1)**

The Republic of Korea is a source, transit and destination country for trafficking in persons. Koreans are trafficked to Japan and the United States for sexual exploitation. Persons from the Philippines, China, Southeast Asian countries, Russia and other countries of the former Soviet Union are trafficked to Korea or transit Korea en route to Japan and the United States.

The Government of the Republic of Korea fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking in persons with respect to law enforcement, protection of victims and prevention of trafficking. Although there is no trafficking law per se, a number of provisions in the Criminal Code and the Act on Additional Punishment for Specific Crimes were used to prosecute traffickers in more than 100 cases in 2001. Additional law enforcement efforts include judicial and law enforcement training, participation in international and regional conferences on organized crime and trafficking, and cooperation with other governments on extradition. The Joint Task Force on Trafficking in Persons, established in December 2001, is comprised of prosecutors who investigate organized criminal syndicates and close businesses conducive to trafficking. Efforts to close loopholes in transit procedures and border crossings are being initiated. The government has been active in victim protection, and supports programs to protect victims. The government has also provided funding for domestic NGOs for the operation of shelters for victims of trafficking. The Immigration Bureau operates regional centers for foreign workers; these centers provide counseling, medical treatment, and assistance with disputes over wages and working conditions. Victims are encouraged to assist authorities in prosecuting traffickers; the government protects victims' privacy and tries to guard against retaliation by traffickers. Although services for foreign and child victims have substantially increased recently, assistance measures for returning Korean victims could be enhanced to deter further exploitation. Efforts to prevent trafficking have been developed. An interagency Committee for Countermeasures to Prevent Trafficking in Persons was created in July 2001. The government has promoted a public awareness campaign consisting of booklets, posters, media presentations and study camps for youth. Funding is also provided to NGOs to help both domestic and foreign women out of prostitution. The government is planning additional information campaigns for foreign workers and those in the entertainment industry.



## **Romania (Tier 2)**

Romania is a source and transit country primarily for women and girls trafficked to Bosnia, Serbia, Macedonia, Kosovo, Albania, Greece, Italy, and Turkey for the purpose of sexual exploitation.

The Government of Romania does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government passed a law criminalizing trafficking in persons in December 2001. The Organized Crime Directorate, the lead agency in the Human Trafficking Task Force, investigated and arrested traffickers, and the government prosecuted traffickers under kidnapping and pimping codes, convicting several traffickers. The government cooperates with other governments on investigations. It is strengthening its borders to monitor immigration flow, and the Border Police have signed a memorandum with the Organized Crime Directorate on procedures to follow in suspected trafficking cases. Efforts to investigate and prosecute public officials involved in trafficking remain limited. In an effort to protect victims, in November 2001 the government began allocating space for the shelter of trafficking victims, and it cooperated with an international organization in repatriation procedures for trafficked citizens abroad and non-citizens transiting Romania. Although these current protection efforts are limited, the new law requires the government to grant recovery services to victims and build additional shelters, efforts that would strengthen victim protection. Prevention efforts included cooperation with international organizations' programs, including an anti-trafficking school program and a campaign to eliminate child labor.

### **Russia (Tier 3)**

Russia is a country of origin for women and children trafficked to many countries throughout Europe, the Middle East and North America for purposes of sexual exploitation.

The Government of Russia does not yet fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. There is no law specifically against trafficking. Recruitment for prostitution is illegal but not a criminal offense. The government of Russia recognizes there is a trafficking problem and the Duma has asked the United States for cooperation in drafting anti-trafficking legislation. Existing laws which can be used against traffickers include border crossing violations, document fraud, kidnapping, forced sexual activity, fraud, organized crime and pornography statutes. The government of Russia rarely vigorously investigates trafficking cases of adults and only a few related cases have been prosecuted. Given the relatively low age of consent (14 years), it is difficult to prosecute trafficking cases when the victims are minors above that age absent threats or acts of violence by the traffickers. Resources for law enforcement are very limited. No specialized anti-trafficking training is provided by the government, but officials have participated in international and domestic training programs when available. The government tries to monitor its extensive borders. The government cooperates with foreign law enforcement on investigations in their countries, including a recent case successfully prosecuted in Alaska with evidence collected with the help of Russian law enforcement. Victim services and protections of rights are available and include compensation awards and rights to participate in prosecuting offenders at trial. Victims are not jailed, prosecuted for prostitution or detained upon repatriation. A new witness protection program has been developed but not yet implemented. Consulates in foreign countries have not assisted in repatriating victims. In terms of prevention, in February 2002, the Interior Ministry's Federal Migration Services office was established to handle refugee and immigration issues and to serve as the lead agency on trafficking. Although some regional governments are working with NGOs on prevention activities, the national government has not been involved in information campaigns or other prevention programs.

### **Saudi Arabia (Tier 3)**

Saudi Arabia is a country of destination for trafficked persons. Trafficking victims who come to Saudi Arabia in search of work are put into situations of coerced labor. Victims come primarily from Sudan, Somalia, Kenya, Eritrea, Ethiopia, Bangladesh, Sri Lanka, India, Indonesia, and the Philippines to work as domestic servants and menial laborers. Many low-skilled foreign workers have their contracts altered and are subjected to extreme working conditions and physical abuse.

The Government of Saudi Arabia does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Saudi Arabia formally abolished slavery by royal decree in 1962; however, there are no laws specifically related to trafficking. The government has an extensive system of labor courts that enforce the terms of work contracts. However, some workers are exempt from labor law, including farmers, herdsmen, drivers, and domestic servants. Regarding protection of victims, the government has made minimal efforts. The Ministry of Labor runs a reception center for domestic servants. In cases where the Ministry of Labor is unable to resolve disputes with the employer, the domestic is deported. Domestic servants who are victims of trafficking may seek assistance from their embassies, several of which provide shelter and refuge where maids may stay while awaiting resolution of their cases or until they are deported. Government activities to prevent trafficking in persons have been minimal.

## Senegal (Tier 2)

Senegal is a source and transit country for women and girls trafficked to Europe and the Middle East for sexual exploitation. Nigerian criminal organizations use Dakar as a transit point for women trafficked for purposes of prostitution to Europe, especially Italy. Senegalese children are sometimes held in conditions of involuntary servitude by some religious instructors in Senegal's larger cities.

The Government of Senegal does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Provisions of Senegalese criminal law prohibit abduction, hostage taking and the sale of persons, but the penalties for committing those crimes are inadequate to combat trafficking. Senegal has had some success in law enforcement. A high profile attempt to traffic Senegalese women to Libya was prevented, and trial is pending in the case. This year, the Senegalese police responded to the allegations of an escaped Nigerian trafficking victim with several arrests. Land border control is weak and corruption among officials is a problem. The Government supports related prevention programs to raise the status of women in society, promote the rights of the child and encourage public education. Over the past three years, the government cooperated with several United Nations' information campaigns on child labor, sexual exploitation and sexual exploitation of children. Senegal is actively cooperating with several United Nations' programs, as well as with NGOs, to assess the trafficking problem in Senegal. In January 2002, government representatives attended a seminar organized by NGOs to discuss trafficking. Senegal also hosted a regional meeting of experts to discuss trafficking in persons.

## **Sierra Leone (Tier 2)**

Men, women and children have been trafficked internally in Sierra Leone as pawns in a brutal internal conflict. During the course of a 10-year conflict, to which Sierra Leone's President declared a formal end on January 18, 2002, rebels of the Revolutionary United Front (RUF) abducted individuals and forced them to work as laborers, mainly in the country's diamond fields. Women and girls who were captured by RUF rebels were used as sex slaves as well as domestic labor. Despite the end of the conflict and the release of some victims, the number of girls released was an extremely small percentage of the estimated number of girls used as sex slaves during the conflict. Moreover, it is likely that small groups of previously captured individuals are still being held for forced labor or sexual servitude.

The Government of Sierra Leone does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Government efforts to investigate and prosecute trafficking cases have been severely hampered by the country's internal conflict and scarce resources. While Sierra Leone does not have a law specifically prohibiting trafficking, traffickers can be prosecuted for related offenses. In February 2002, a Sierra Leonean court indicted a group of rebel defendants for various crimes, including abductions. The Government works closely with international organizations and NGOs to facilitate the reintegration of over two thousand persons released last year by the rebels, many of whom were victims of trafficking. The Police are also actively involved in locating and securing the release of others still held captive, directing minors to United Nations' programs, and others to NGOs for assistance. The government has been unable to initiate any prevention programs or anti-trafficking campaigns.

## **Singapore (Tier 2)**

Singapore is a destination country for women who are trafficked for sexual exploitation, primarily from Thailand, the Philippines, China, India, Vietnam, Sri Lanka, and Indonesia.

The Government of Singapore does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. There is no omnibus law against trafficking in persons; however, such acts are punishable under laws which prohibit the trafficking of women or girls into the country for purposes of prostitution, unlawful custody or control of children, wrongful confinement, and trafficking of illegal migrants. Profiting from prostitution by other persons violates the law, and use of fraud or coercion to induce women into prostitution is illegal. In practice, the authorities usually tolerate prostitution, which largely involves foreign women, some of whom may be trafficked. The Ministry of Manpower investigates complaints by foreign workers, and prevents employers from terminating workers while an investigation is ongoing. The Ministry is not known to have received complaints of trafficking in persons for labor purposes. There is no evidence that government officials are complicit in trafficking. Immigration laws are strictly enforced, which sharply reduces the flow of persons potentially vulnerable to trafficking, and adds to the legal jeopardy faced by would-be traffickers. In terms of victim protection, the government provides no assistance, and there are no NGOs that assist trafficking victims. In cases involving employer abuse of domestic workers, victims who testify remain in the country and are permitted to work; however, there are credible reports that at least some victims experience difficulty in getting permission to work for new employers. On the prevention side, there is no specific campaign to combat or prevent the use of fraud or coercion to recruit foreign women prostitutes. The government participates in regional initiatives against transnational crime, which include enhanced efforts against trafficking in persons.

## **Slovenia (Tier 2)**

Slovenia is primarily a transit country for women and girls from Eastern, Southeastern, and Central Europe trafficked to Western Europe, the United States and Canada. Slovenia is also a destination country for women and teenage girls mostly from other Yugoslav republics, as well as from Ukraine, Moldova, Romania, the Czech Republic and Bulgaria. A small number of Slovene women and teenage girls are trafficked to Western Europe.

The Government of Slovenia does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Slovenia lacks a law specifically prohibiting trafficking. It can prosecute traffickers under the following related offenses: pimping, procurement of sexual acts, inducement into prostitution, rape, sexual assault, bringing a person into slavery or similar condition, or the transportation of slaves. In practice, prosecutors find it difficult to get convictions of traffickers under these provisions and, therefore, prosecution is infrequent. It is particularly difficult to prove enslavement. Police focus their investigations on trafficking into Slovenia, and have worked in coordination with neighboring country authorities, where appropriate. Police have arrested some people for trafficking-related offenses. To protect the few Slovene victims, the government works with an international organization and NGOs to assist returning Slovene victims with reintegration. Also to assist Slovene victims, the Foreign Ministry encourages embassies and consulates in key countries to develop relationships with NGOs involved in combating trafficking. With respect to protection of foreign victims, the government works closely with NGOs and international organizations, particularly on the reintegration of women trafficked from Eastern Europe to Slovenia. However, there is a reluctance or inability of witnesses to testify in court because there are no witness protection programs. There is an absence of shelters, and victims' undocumented status renders them ineligible to work or receive social assistance. To prevent trafficking, the Ministry of Interior produces pamphlets and other informational materials for awareness-raising programs to sensitize potential target populations to dangers of and approaches used by traffickers. These materials have been used by NGOs as part of a municipality-funded series of workshops in middle and high schools in the largest urban center in Slovenia. The government has made progress in monitoring its borders, and consequently has reduced illegal migration considerably. However, when trafficking is suspected, the Ministry of the Interior refuses entry of those involved, but does not coordinate sufficiently with neighboring border authorities to ensure prosecution of traffickers. The government named a National Coordinator for Trafficking in Persons and has formed an interagency working group that adopted a national strategy to combat trafficking.

## **South Africa (Tier 2)**

South Africa is a destination country for women, mainly between 18 and 25 years old, from other parts of Africa, Eastern Europe, Asia, and the former Soviet Union. South African women also are trafficked internally. Most of the women are brought to Johannesburg, Cape Town, Durban, Pretoria and Port Elizabeth by trafficking syndicates for work in the sex industry. South Africa is also a transit point for trafficking operations between developing countries and Europe, the United States and Canada.

The Government of South Africa does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has directed its efforts to countering widespread sexual offenses, especially relating to abuse of children. South Africa does not have a law that specifically prohibits trafficking in persons but has other laws that could be used to prosecute traffickers. Under the laws that could be used to prosecute traffickers, most perpetrators would not receive jail time. They would be liable for fines of between \$1,300 and \$9,300 and for the cost of tracking, detaining and repatriating trafficked women. The national prosecuting authority conducts programs to improve treatment of victims, streamline prosecutions, and increase the conviction rate of perpetrators of sexual offense cases. A total of 500 prosecutors, police, magistrates and doctors have been trained in the specialized field of prosecuting sexual offenses, including trafficking. Twenty sexual offenses courts exist throughout the country, which are staffed by specialized prosecutors. The courts also direct victims to the appropriate medical and counseling services. The government publishes a quarterly bulletin distributed to all prosecutors updating them on the latest legal developments on sexual offenses cases. There have been few trafficking investigations and only one ongoing prosecution in the past year. Regarding protection for victims, there are no programs in place to help women who have been freed from a trafficking situation, although three government-funded rape-care centers exist in the country, which link victims to a network of service providers. Witness protection applies only to South African citizens. Most foreign victims are immediately deported, and thus cannot assist with prosecutions of traffickers. The government has not conducted any public awareness campaigns or other educational programs that would help prevent trafficking.



### **Spain (Tier 1)**

Spain is a destination and transit country for trafficked persons, primarily women between the ages of eighteen and thirty trafficked for the purpose of prostitution from Latin America (Colombia, Ecuador, Dominican Republic, Brazil), Africa (Nigeria, Guinea, Sierra Leone), and Eastern Europe.

The Government of Spain fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. Spanish law prohibits trafficking and alien smuggling, with a specific provision outlawing trafficking in workers. Exploitation of prostitution through coercion or fraud and the exploitation of workers in general are also outlawed. The police dismantled many criminal organizations involved in some aspect of trafficking and made more than one thousand arrests. The government vigorously prosecuted many cases, notably those that also implicated illegal immigration, prostitution, and criminal organizations making use of false identity documents. Spain cooperates with other governments, especially those from source countries, in the investigation and prosecution of trafficking cases, primarily through Interpol and Europol. To protect victims, the law allows temporary residence for undocumented persons who cooperate with law enforcement for the prosecution of migrant smugglers. Victims who are granted the right to stay are authorized to work and travel. After legal proceedings conclude, the victim is given the option to remain in Spain or return to his or her country of origin. Medical assistance is available from government and NGO sources, although undocumented migrants are ineligible for government assistance other than emergency care. The government provides some funding to religious organizations and other NGOs, such as shelters for rape victims or immigrants' health or legal services organizations, that indirectly serve trafficking victims. The police also refer trafficking victims to an NGO in Madrid that specifically serves trafficking victims. To prevent trafficking, the government's strategic plan on illegal immigration explicitly recognizes the need to fight against trafficking. The Ministry of Labor provided support to an NGO that produced a pamphlet reviewing the problem of trafficking intended to raise the visibility of trafficking within Spanish society. The Autonomous Community of Madrid and the European Commission provided funding for a best practices guide produced by a journalists' organization for journalists covering prostitution and trafficking in women.

## **Sri Lanka (Tier 2)**

Sri Lanka is a country of origin and destination for trafficked persons. Internal trafficking of persons for purposes of sexual exploitation, domestic servitude, and child soldiers also takes place in Sri Lanka. In many cases, Sri Lankan women go to the Middle East in search of work, only to be put into situations of coerced labor, slave-like conditions, or sexual exploitation. A small number of Thai, Russian, and Chinese women have been trafficked to Sri Lanka for purposes of sexual exploitation. The Liberation Tigers of Tamil Eelam (LTTE) abduct and hold children against their will for purposes of forced labor, military conscription, and in some cases, sexual exploitation. A ceasefire with the LTTE has been in place since December 2001.

The government of Sri Lanka does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Sri Lankan Penal Code specifically criminalizes trafficking in persons, and law enforcement authorities have undertaken some investigations of traffickers. The government has established a Police Women's and Children's Bureau, and the National Child Protection Authority, which works closely with the police to combat trafficking. Limited specialized training is provided to members of these units. The LTTE controls territory in the north and east of the country and the government is unable to investigate or prosecute traffickers in these areas. The government has undertaken several initiatives to provide protection and services to victims of internal trafficking, including supporting rehabilitation camps for victims. Foreign women trafficked to Sri Lanka are sometimes arrested and released upon paying a fine. The National Child Protection Authority provides medical and psychological assistance to Sri Lankan victims of trafficking and child soldiers. The government has assigned welfare officers to countries in the Middle East to focus on the rights of women who may have been trafficked there. The government's Overseas Employment Bureau works with Sri Lankan embassies abroad to resolve problems that domestic workers encounter. In terms of prevention, the government, together with NGOs, has conducted some public awareness campaigns regarding child labor, and created hotlines for reporting child labor abuse. In January 2002, the government signed the South Asian Association for Regional Cooperation (SAARC) Convention on Prevention and Combating Trafficking in Women and Children for Prostitution.

### **Sudan (Tier 3)**

Sudan is a country of destination for internationally trafficked persons, as well as a country with widespread internal trafficking. Thousands of Ugandan men, women and children, have been abducted by rebel groups to be used as sex slaves, domestic helpers, child soldiers, and forcibly conscripted soldiers. Women and children have also been subjected to intertribal abductions for domestic and sexual exploitation in the southern part of the country. There are reports of Sudanese persons being sold into slavery through Chad, to Libya.

The Government of Sudan does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Sudan does not acknowledge the extent of the problem. Sudan tolerates abductions by government-affiliated militia as a form of remuneration for military services, and as a strategy of destabilization of the rebel-controlled areas. There are no laws that specifically address trafficking in persons. Although laws against rape, abduction, torture, and unlawful detention exist, the Government has not made an effort to investigate and prosecute any traffickers or abductors. Over the past years, the Government made several promises and outlined several plans to identify and release Ugandan children and Sudanese abductees, and to set up civilian tribunal tribunals to prosecute persons involved in abductions. To date, the tribunals have not been set up, no related prosecutions have taken place, and only a few hundred Ugandan children have been returned, with an estimated ten thousand still in captivity. In 2002, a Presidential Decree was issued, expanding the authority of the Committee for the Eradication of the Abduction of Women and Children (CEAWC), to investigate and prosecute abductions. Records indicating the number of individuals the CEAWC has repatriated have not been kept adequately, but the number is small relative to the size of the problem. The Government has made no significant efforts toward the protection of victims or the prevention of trafficking.

### **Switzerland (Tier 1)**

Switzerland is a country of destination for trafficking victims, almost exclusively women, and, to a lesser extent, a transit country.

The Government of Switzerland fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with respect to law enforcement, protection of victims, and prevention of trafficking. The Swiss penal code criminalizes sexual exploitation, forced prostitution, trafficking, and taking advantage of a person's distress or dependency due to employment or other condition. The cantonal authorities conduct investigations and prosecutions, and the numbers of cases have increased over time. To protect victims, the Federal Office of Police and cantonal justice and police authorities collaborate with NGOs to provide assistance to victims of trafficking. Federal authorities are working with cantonal authorities through a federal-NGO working group to ensure that victims are not deported. Swiss victims' assistance laws cover foreigners living unlawfully in Switzerland, and provide for counseling, protections and safeguarding victims' rights. The government supports NGOs that help trafficking victims, notably one that provides services to women from Africa, Latin America and Eastern Europe. To prevent trafficking, the Federal Office of Police launched a pioneer project several years ago to institutionalize the exchange of information with NGOs on commercial sexual exploitation of children. The government funds several prevention programs intended to combat trafficking from Eastern Europe and the former Soviet Union. With NGO participation, the government trains its consular officials to educate visa applicants on the risks of falling victim to traffickers and common ploys used by traffickers to lure women into vulnerable situations. The government also provided funding to an OSCE project on trafficking.

### **Tajikistan (Tier 3)**

Tajikistan is a country of origin for young women trafficked to Uzbekistan, Kazakhstan, the Kyrgyz Republic, Russia, and countries of the Persian Gulf including the United Arab Emirates, Yemen, Iran and Saudi Arabia for purposes of sexual exploitation.

The Government of Tajikistan does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although there is a growing awareness of trafficking as a problem in Tajikistan, the government has not evidenced a willingness to address it and does not have a national plan. There is no law against trafficking, although laws against prostitution, rape, kidnapping, immigration and document fraud violations could be used against traffickers. To date, there have been no reported prosecutions of traffickers. Law enforcement officials do not vigorously investigate trafficking. Corruption is endemic. There is no specialized training for law enforcement on trafficking. The borders are not controlled or monitored for trafficking in persons. The Government of Tajikistan does not provide protection assistance to trafficking victims, encourage victims to seek legal action, or provide restitution. However, the government does encourage NGOs to provide social services to victims. Some victims may be fined for prostitution. Economic and cultural attitudes may hinder the reintegration of trafficking victims. There are no resources provided for prevention initiatives with the exception of support for rural education and women's business associations.

## **Tanzania (Tier 2)**

Tanzania is a source country for trafficked persons. Available information indicates that trafficking in Tanzania is most often internal and related to child labor, including child prostitution in the larger cities. Some sources also suggest that women and girls may be trafficked to South Africa, the Middle East, North Africa, Asia, and Europe to work as prostitutes. Children are trafficked from rural to urban areas within the country for domestic work, commercial agriculture, fishing, and mining. Children in the country's large refugee population are especially vulnerable to being trafficked to work on Tanzanian plantations, and some have been transported from refugee camps for training as child soldiers. To a lesser degree, Tanzania is a destination point for trafficked persons from India and surrounding African countries.

The Government of Tanzania does not meet the minimum requirements to eliminate trafficking; however, it is making significant efforts to do so. The government has acknowledged that trafficking is a problem. Severe financial constraints, pervasive corruption, and porous borders and only nascent understanding of the scope of the problem have hampered anti-trafficking efforts, resulting in an inconsistent and incomplete framework to combat trafficking. A new section of the penal code criminalizes trafficking within or outside of Tanzania; however the penalty is relatively light. A multi-agency government task force coordinates on child labor issues, but does not specifically address trafficking in persons. Law enforcement agencies traditionally investigate trafficking cases as immigration/visa crimes; consequently, there have been no trafficking convictions. Tanzania is one of three countries participating in a pilot program to eliminate the worst forms of child labor. The program brings together government agencies, trade unions, and legal and social welfare organizations to combat child labor and trafficking. The government does not provide training for law enforcement officials in how to investigate and prosecute incidences of trafficking. Witness protection is not provided. Little government assistance is provided to protect victims, although some community organizations provide assistance, counselling, and rehabilitation. Foreign victims are routinely repatriated. The government has begun to provide free education to primary school children, which may help prevent child labor and child prostitution. There have been some public education campaigns, but the government does not have the resources to provide financial or in-kind contributions to social service NGOs.

## **Thailand (Tier 2)**

Thailand is a source, destination and transit country for trafficking in women and children for sexual exploitation and street begging. Internal trafficking has reportedly declined, however trafficking of foreigners has correspondingly increased . Victims are trafficked from Burma, Cambodia, China, and Laos. Chinese are trafficked through Thailand en route to the United States and other destinations. Thai women are trafficked to Japan, Taiwan, the United States, Australia and Western Europe primarily for sexual exploitation.

The government does not yet fully meet the minimum standards to eliminate trafficking, but is making significant efforts to do so. Thailand has a law against trafficking in women and children, but investigations and prosecutions have been limited. Evidence of low-level police involvement in facilitating the movement of trafficking victims, accepting bribes and owning brothels seriously hinders law enforcement. The government has undertaken several initiatives to protect victims, including working with NGOs and international organizations to provide shelter and repatriate victims. In-kind assistance is provided to NGOs that work with trafficking victims and limited services, such as counseling, food, and medical care, are available. In terms of prevention, the government has entered into cooperative agreements with industry leaders to promote employment of girls and women outside the sex industry. Police monitor migration patterns and deny departure to suspected trafficking victims. In coordination with NGOs and international organizations, the government has created a working group to combat trafficking in women and children to improve interagency coordination, build law enforcement capacity and draft legislation.

## **Togo (Tier 2)**

Togo is a source and transit country for internationally trafficked persons, mostly children. The majority of the victims are trafficked for indentured servitude or domestic labor to Cote d'Ivoire, Gabon, Ghana, Nigeria, France and Germany. Saudi Arabia and Lebanon are also reported destinations.

The Government of Togo does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Togo lacks financial resources and trained personnel to properly address the problem of trafficking and the needs of the victims. While there is no law specifically prohibiting trafficking, other laws on the illegal movement or transfer of children, child labor, and sexual exploitation can be used. Draft laws addressing trafficking, funded last year by the United Nations, are currently under consideration but have not been enacted. The government prosecutes and convicts traffickers, though corruption among border security forces and immigration officials remains a very serious problem. The government devotes personnel in the Ministries of Social Affairs, Education, and Labor to work on prevention and protection issues. In terms of protection, victims are respected and not treated as criminals by government officials and security forces. The government attempts to find the victims' families for reunification, and works with NGOs to provide them with shelter, legal and medical services. Over the past three years, the government organized public campaigns on the dangers posed by child traffickers and the legal penalties facing those who engage in criminal practices. Prevention campaigns were also organized for the Prefects and the security forces. Togo participates in international and regional efforts to combat trafficking, and is one of the West African countries participating in an international program to reduce trafficking in children.



### **Turkey (Tier 3)**

Turkey is a minor country of destination, and transit to other European destinations, for women and girls trafficked into sexual exploitation. Most come from countries of the former Soviet Union, including Azerbaijan, Georgia, Russia, Ukraine, and Moldova.

The Government of Turkey does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. Turkey has no law against trafficking, although draft anti-trafficking legislation is on the Parliamentary agenda. Other laws against organized crime, pimping, child prostitution, and forced labor can be used against traffickers. Police in Istanbul report that operations against traffickers have led to scores of arrests. In one case, police freed 15 victims of trafficking in the Black Sea region. The Ukrainian government reported that Turkish cooperation led to the arrest of a trafficking ring in Ukraine. Some law enforcement officials tolerate foreigners working in commercial sex, but no evidence shows official involvement in trafficking *per se*. With respect to protection of victims, the government provides no social services or shelters for victims. Foreign trafficking victims may use one of the eight government battered-women shelters for Turkish citizens, but in practice have difficulty gaining access. Trafficking victims are generally detained and deported, although they may be held longer to give testimony for an investigation. Regarding prevention, the government is working on a National Action Plan to study the problem and offer remedies; however efforts thus far have been limited to a few *ad hoc* public education campaigns at the local level. The government's current prevention strategy involves strict regulations for immigrants, including deporting all foreigners found in commercial sex work and prohibiting their re-entry into the country; however, the government makes no effort to screen deportees for possible trafficking victims, and thus to protect trafficking victims.

## **Uganda (Tier 2)**

Uganda is a source country for trafficked persons, primarily women and children. Over the past fifteen years, a terrorist organization, the Lord's Resistance Army (LRA), has abducted tens of thousands of women and children and forced them to carry stolen goods, to cook, to serve as sex slaves, and to become rebel soldiers.

The Government of Uganda does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources, a civil conflict, and continued kidnapping raids by rebels based in southern Sudan. The Ugandan Penal Code prohibits the import, export, purchase, sale, receipt or detention of persons as slaves but does not cover other severe forms of trafficking. The government does not actively investigate or prosecute cases of trafficking. When captured through security enforcement or military action, LRA rebels normally are prosecuted for other crimes, such as treason and sedition. Regarding protection of victims, the government of Uganda instituted a military incursion in March 2002 against the LRA in southern Sudan, in part to rescue children and others abducted by the LRA. The government, while financially unable to provide assistance, works closely with donors and NGOs, which provide counseling services, reintegration programs and other assistance for returning victims. The government has not launched any anti-trafficking campaigns or other prevention programs geared specifically to trafficking. However, the government does support universal primary education and programs to bolster women's participation in economic decision-making as broader preventative measures against trafficking.

## Ukraine (Tier 2)

Ukraine is a source country for women and girls trafficked to Central and Western Europe and the Middle East for purposes of sexual exploitation.

The Government of Ukraine does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making serious and sustained efforts to do so. Although limited in resources, the government has the political will to make efforts against trafficking. A new criminal code effective September 2001 criminalizes human trafficking, pornography and sexual exploitation. Anti-trafficking units have been established at the national and oblast level. A limited but increasing number of cases against traffickers are prosecuted. Criminal organizations are believed to run trafficking activities. The government has also suspended the licenses of individuals and companies involved in trafficking in persons. The government does not condone trafficking but a number of law enforcement officers may be corrupt thereby facilitating trafficking in persons. Specialized training is offered for law enforcement. The government cooperates with foreign governments internationally on investigations, and participates in international training seminars. Governmental protection and assistance for victims is provided mainly at the local and city levels. Limited resources prevent the national government from offering victim services. Victims are encouraged to assist law enforcement in investigations of traffickers and may file civil actions. There is no victim restitution program. Governmental actions regarding prevention are limited, as a new government action plan for prevention of trafficking has been approved but not yet implemented. In November 2001, a docudrama on trafficking was aired; NGOs and international organizations have provided additional information campaigns.

### **United Arab Emirates (Tier 3)**

The United Arab Emirates is a country of destination for trafficked persons. Foreign nationals comprise about eighty-five percent of the population, and guest workers make up ninety-eight percent of the country's private sector workforce. Of these, some who come to the United Arab Emirates for unskilled or semi-skilled employment become the victims of trafficking, since they are subject to coerced labor, slave-like conditions, or sexual exploitation. Those low-skilled foreign workers forced into domestic servitude primarily come from South and Southeast Asian countries, primarily India, Sri Lanka, Indonesia, and the Philippines. Victims trafficked as domestic male servants, laborers and unskilled workers in construction and agriculture come mainly from India, Pakistan, Afghanistan, and Bangladesh. There are reports that some trafficking victims' employment contracts were altered or switched upon their arrival to the United Arab Emirates without their consent, actions against which such victims have little effective recourse. Women and girls from Azerbaijan, Kazakhstan, Ukraine, Russia, East Asia and Eastern Europe have reported being lured with the promise of legitimate jobs and then forced into sexual exploitation. Boys from Pakistan, India, Bangladesh, and Sri Lanka have been trafficked to the United Arab Emirates to work as camel jockeys.

The government of the United Arab Emirates does not fully comply with minimum standards for the elimination of trafficking and is not making significant efforts to do so. The United Arab Emirates does not have a law criminalizing trafficking in persons. Forced or compulsory labor is illegal, and labor regulations prohibit the employment of persons less than fifteen years of age. Traffickers can be prosecuted for child smuggling. The authorities have prosecuted foreign child smugglers, but do not investigate citizens involved in trafficking. The government prohibited the use of children under the age of fifteen as camel jockeys in 1993, but the Camel Racing Association, not the government, is responsible for enforcing these rules. The labor laws in the United Arab Emirates do not cover domestic servants or agricultural workers. Regarding protection of victims, the government has made only minimal efforts. The government of the United Arab Emirates has provided underage camel jockeys with shelter and repatriation assistance, but provides no assistance to other trafficking victims. Prostitutes are either detained or arrested and prosecuted and then deported without regard to whether they are victims of trafficking. The government does not sponsor prevention efforts. It has restricted granting visas to single women who are under forty years of age, to prohibit them from visiting the United Arab Emirates and working as prostitutes.

### **United Kingdom (Tier 1)**

The United Kingdom is a destination country for the trafficking of women into prostitution and the trafficking of laborers, predominantly men, into agriculture, sweatshops and industry. Female victims are trafficked from Eastern Europe, notably the Balkans. Trafficked laborers come from a variety of countries, including China, Congo, Angola, Colombia, Romania, Yugoslavia and the Indian subcontinent.

The Government of the United Kingdom fully complies with minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking in persons with respect to law enforcement, protection of victims, and prevention of trafficking. Although it has no specific law against trafficking in persons, the United Kingdom prohibits related offenses such as unlawful imprisonment, related offenses of sexual and physical violence, and immigration and other sexual offense violations. The British police have dedicated contact officers in national and international law enforcement agencies who deal specifically with trafficking. The government actively investigates and prosecutes trafficking cases, and has convicted traffickers for related offenses such as “causing prostitution.” To protect victims, the government may provide trafficking victims with temporary residence. British social services provide care to trafficking victims. The Foreign and Commonwealth Office has assisted many trafficking victims and repatriated many others. Community Liaison Units attached to consular sections of United Kingdom diplomatic missions have made strides to prevent forced marriages. Other Government prevention activities include distribution of anti-trafficking videos and literature in the Balkans and other countries of origin. The government supports numerous international and domestic organizations that combat trafficking, and is involved in international efforts to combat trafficking through the European Union, OSCE and the Balkans Stability Pact. The Department for International Development runs education programs on trafficking in Eastern Europe and South-East Asia. The government addresses organized, immigration-related crime through formal, interagency coordination. The government is legally obligated to implement within two years the European Union framework decision on trafficking.

## **Vietnam (Tier 2)**

Vietnam is a source and transit country for women and children trafficked for sexual exploitation. There is also internal trafficking of women and children for sexual exploitation. Vietnamese victims are trafficked primarily to China and Cambodia and, to a lesser extent, other destinations in Asia including American Samoa, Hong Kong, Macao, Malaysia, Singapore, and Thailand. Organized crime groups use Vietnam as a transit point for persons trafficked from China and the Middle East to Australia, Canada, and Europe.

The government does not yet meet minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. There is a law against trafficking in women and children, but not against trafficking in men. The police actively investigate cases that come to their attention and traffickers have been prosecuted. Protection for victims includes a rehabilitation program, which offers assistance to some victims with the aid of international donors. Although prostitutes, including some trafficking victims, receive some counseling and services, this occurs in detention centers, in which they are confined until the sentence is served. Corruption, poor border control and inefficient interagency cooperation limit the effectiveness of prevention efforts. There has been an information campaign and the government cooperates with international organizations to warn potential victims of the dangers of trafficking. The government has also worked bilaterally on trafficking issues with China. In a case that could indicate government involvement in trafficking, an American Samoa court found that two government-controlled labor export companies were liable for labor law violations in their treatment of Vietnamese workers in American Samoa. Victims were subjected to a harsh work environment, unscrupulous contracts, and intimidation to drop the lawsuit. The government did take belated action in this case however, removing the general directors of both companies and suspending the operations of one company. One director has been prosecuted and sentenced, and judicial proceedings are pending for the other director.

## **Federal Republic of Yugoslavia**

The Federal Republic of Yugoslavia is a transit country, and to a lesser extent, a source and destination country for women and girls trafficked for sexual exploitation. Victims, mostly from Moldova, Romania, Ukraine, and Bulgaria end up in Kosovo, Bosnia, Albania, and Western Europe. Roma children are also trafficked through the Federal Republic for begging and theft in Western Europe. Chinese nationals are occasionally trafficked from Serbia to Western Europe.

Neither the Government of the Federal Republic of Yugoslavia<sup>1</sup>, the Government of Serbia, nor the Government of Montenegro yet fully comply with minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. The Federal Interior Ministry formed the Initial Board for Combating Trafficking in Human Beings, with representatives from all relevant federal and republic ministries, international organizations, and NGOs, and it established a high-level working group. While the lack of specific trafficking laws makes prosecution of trafficking difficult, the Serbian and Montenegrin Republic Governments are currently prosecuting under slavery, prostitution, and kidnapping laws. With foreign government consultation, the federal and republic ministries have formed a law enforcement task force that is investigating and prosecuting trafficking cases. In addition, Montenegro's security center is exchanging information with the international community in Kosovo and with Albania in trafficking case investigations. Corruption, especially at the low level, is a widespread problem. In 2001, over 1,200 cases of general police corruption resulted in termination of employment or fines. With respect to protection of victims, the Federal and Serbian Governments provide in-kind support to NGOs and international organizations in the form of space and security for shelters, and rely on these organizations for all protection services to victims. The Federal government also provides facilities for the recently opened Regional Clearing Point, which collects and coordinates information on trafficking from all the countries in the region. The Federal Government signed an MOU granting victims a four-week assessment period before deportation; however, in some cases, potential victims are still being detained, fined, and deported for illegal border crossing and prostitution. For prevention, the Serbian and Montenegrin Governments provide school space and public TV and radio time for NGOs and international organizations to run public anti-trafficking programs.

Kosovo, while technically part of Serbia, is currently being administered under the authority of the United Nations Interim Administration in Kosovo (UNMIK) pending a determination of its future status in accordance with United Nations Security Council Resolution 1244. Since the adoption of UNSCR 1244 in June 1999, UNMIK has provided transitional administration for Kosovo. UNMIK is aware of the serious problems that exist in Kosovo concerning trafficking and is working to conduct anti-trafficking efforts. UNMIK remains the final authority in Kosovo but is turning over responsibility in most areas to Provisional Institutions of Self-government following Kosovo-wide elections last November and the formation of a coalition government.

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<sup>1</sup> Federal authority was exercised effectively only over the Republic of Serbia (excluding Kosovo) throughout the year.

