

TRAFFICKING IN PERSONS REPORT



JUNE 2003



TRAFFICKING VICTIMS PROTECTION ACT OF 2000

Dear Reader:

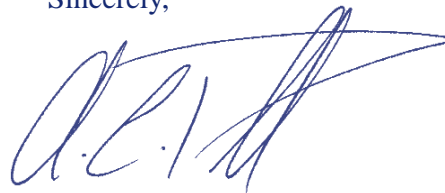
The Annual Trafficking in Persons Report is about modern day slavery and slave trading. It is appalling that in the twenty-first century hundreds of thousands of women, children, and men made vulnerable by civil conflict, dire economic circumstances, natural disasters or just their own desire for a better life are trafficked and exploited for the purposes of sex or forced labor. The deprivation of a human being's basic right to freedom is an affront to the ideals of liberty and human dignity cherished by people around the world.

The President, members of Congress, and I share a commitment to end modern day slavery. This report is an important diplomatic tool towards that goal. The report details international and U.S. efforts to end trafficking in persons, to protect and help victims, and prosecute those who treat people like commodities or keep them in slave-like conditions. The report emphasizes the human side of trafficking through victim stories and highlights innovative measures some countries are using to prevent trafficking in persons, prosecute those who traffic in human misery, and protect those most vulnerable to this transnational crime. The Department of Justice is issuing a report this Spring that will assess the United States Government's efforts to combat trafficking domestically.

This year, because of tough provisions in the Trafficking Victims Protection Act of 2000, there is a cost for turning a blind eye to trafficking in persons. Some countries could potentially lose some forms of U.S. aid if their anti-trafficking efforts do not significantly improve between the issuance of this report and a sanction decision by later this autumn.

I hope that this report will be informative and lead countries to strengthen their efforts to combat trafficking in persons. All of us can and must do better in this struggle for human liberty and dignity.

Sincerely,

A handwritten signature in blue ink, appearing to read 'C. L. Powell', with a long horizontal flourish extending to the right.

Colin L. Powell



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These women from Southeastern Europe were found during a raid of a night club after the police raided the club in search of trafficking victims.



INTRODUCTION

A trafficker recruited Nina, a 19-year-old from southeastern Europe, to work as a waitress, but then raped, beat, and drugged her, forcing her into prostitution. After a daring escape, her trafficker hunted her down and kidnapped her. Taken into custody during a police raid, Nina agreed to be a witness against her trafficker. The police officer assigned to protect her gave away her location and her trafficker threatened her life. At the trial, she was forced to sit next to her traffickers and was insulted and humiliated by the judge and defense counsel. Her pimps were found guilty but released on appeal. For her own survival, Nina has fled to another country and assumed a new identity.

AS UNIMAGINABLE AS IT SEEMS, SLAVERY and bondage still persist in the early twenty-first century. Millions of people around the world still suffer in silence in slave-like situations of forced labor and commercial sexual exploitation from which they cannot free themselves. Trafficking in persons is one of the greatest human rights challenges of our time. It is, as the International Labour Organization (ILO) points out, the “underside of globalization.”

Human trafficking not only continues but appears to be on the rise worldwide. Many nations are touched by it in some way, serving as source, transit, and destination countries where human beings are procured, transported, and enslaved through forced labor or forced sexual exploitation. Traffickers exploit the aspirations of those living in poverty and those seeking better lives. They use dramatic improvements in transportation and communications to sell men, women, and children into

situations of forced labor and sexual slavery with virtually no risk of prosecution. The traffickers also exploit lack of political will by governments to tackle trafficking and its root causes. Corruption, weak inter-agency coordination, and low funding levels for ministries tasked with prosecuting traffickers, preventing trafficking, and protecting victims also enable traffickers to continue their operations. The transnational criminal nature of trafficking also overwhelms many countries’ law enforcement agencies, which are not equipped to fight organized criminal networks that operate across national boundaries with impunity. ▶



A young 10 year old boy shows his badly scarred forearm at his home village in South Asia. He was bitten by a camel after being abducted and trafficked to a Near Eastern country four years ago and forced to work as a camel jockey.

■ **UZMA WAS TRAF- FICKED FROM SOUTH ASIA** to a Middle Eastern country to work as a domestic. Her employer took her papers, beat her regularly, and gave her little food. Male relatives began sexually abusing her and then took her to hotels, forcing her to have sex with up to ten men over the course of a few days. She was locked in the house and never paid. She escaped

when a young boy opened the door. She was picked up by police, who ordered her employers to send her back to her country. The employers sent her back, but only after three more days of prostituting her.



This young girl was kidnapped, raped at gunpoint, and tortured by a rebel group in Eastern Africa. Her father and brother were murdered by the rebels and her four sisters abducted. Some rebel groups have been known to abduct African women and girls to use them for servants and sex slaves.

Who Is Being Trafficked? Women, children and men are trafficked into the international sex trade and into forced labor situations throughout the world. Women are lured by promises of employment as shopkeepers, maids, seamstresses, nannies, or waitresses but then find themselves forced into prostitution upon arrival to their destination. Many victims are unaware that their travel documents will be seized, they will have to repay an enormous debt, or that they will be subject to brutal beatings if their earnings are unsatisfactory. These victims do not know how to escape the violence or where to go for help. The victims generally avoid authorities out of fear of being jailed or deported, especially if they have fraudulent documents. Traffickers often move victims from their home communities to other areas—within their country or to foreign countries—where the victim is often isolated, unable to speak

the language and unfamiliar with the culture. Most importantly, the victims lose their support network of family and friends, thus making them more vulnerable to the traffickers' demands and threats.

■ **MERCY ESCAPED HER SLAVERS LAST YEAR.** Like many West African women smuggled or lured into Italy with the promise of jobs, Mercy was forced into prostitution to earn her freedom. She was able to escape with the assistance of a religious order. Escape did not end her nightmare. Three weeks after speaking publicly to human rights groups about her experience, her sister was reported dead in Florence, true to the threats made by her former captors.

Who Are the Traffickers and How Do They Recruit Individuals? 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. Traffickers may be freelancers or members of organized criminal networks. They may recruit and find potential victims through advertisements in

local newspapers offering good jobs at high pay in exciting cities or use fraudulent travel, modeling and matchmaking agencies to lure unsuspecting young men and women into trafficking schemes. A trafficker may be a family friend or someone well-known within the community who is able to convince the families that their children will be safer and better taken care of in a new place. 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. Traffickers also kidnap and abduct victims.

What Is the Scope and Magnitude of the Problem? No country is immune from trafficking. A recent U.S. Government estimate indicates that approximately 800,000-900,000 people annually are trafficked across international borders worldwide and between 18,000 and 20,000 of those victims are trafficked into the United States. This

estimate includes men, women, and children trafficked into forced labor and sexual exploitation as defined in the Trafficking Victims Protection Act of 2000. This estimate does not include internal trafficking. The new figures were generated from a database that examined reports of specific trafficking incidents, counts of repatriated victims, estimates for victims worldwide, and victim demographics derived from analysis of information from press, governments, non-governmental and international organizations, and academic reports from 2000 to the present.

Why Is Trafficking Flourishing?

Poverty and Desire for a Better Life.

Traffickers exploit impoverished and vulnerable individuals seeking a better life. In countries with chronic unemployment, widespread poverty or a lack of economic opportunities, traffickers use promises of higher wages and good working conditions in foreign countries to lure individuals into their schemes. Many times the individuals have jobs or advanced degrees but believe the traffickers' promises because they want better lives.

A young Southeast Asian girl cries on the back of a police truck after being convicted of illegal entry. She was one of 14 young prostitutes, who social workers claim were trafficked into the commercial sex trade against their will.



Ignorance of Trafficking's Consequences. Most families and victims are unaware of the dangers of trafficking because of the “success stories”, displays of wealth, or remittances back to villages from relatives working abroad or in urban areas that provide powerful incentives for others to migrate for work. The negative consequences of trafficking and horror stories do not often enough trickle back to rural areas or at-risk populations. Trafficking victims are often ashamed or afraid to return home if they have not made

good money, have not fulfilled the terms of the working arrangements imposed by traffickers, have contracted a sexually transmitted disease or have lost social status.

Disruption of Societal Values. Greed and the widespread subjugation of women in much of the world facilitate trafficking. Poor countries have been flooded with images of wealth and prosperity beamed in through television or radio and lavish displays of wealth send powerful messages to impoverished citizens about the

benefits of material acquisition. More often than not, an “ends justifies the means” rationale has taken root within communities to legitimize the source of the wealth, regardless of how acquired. The low status of women and girls in some societies contributes to the growing trafficking industry since female lives are not as highly valued as those of men and boys. Often, ethnic minorities or lower class groups are more vulnerable to trafficking. In some societies, the practice of entrusting poor children to more affluent relatives may lead to abusive and exploitative situations.

■ ***THE REBELS CAME TO JONAH’S VILLAGE*** in Sierra Leone when he was 10 years old. *Jonah’s mother refused to go with the rebels and was raped and killed. Jonah and the other children were forced to walk days without food while carrying heavy supplies. When they reached the rebel camp, they were trained to kill and taught to loot villages. His friend tried to escape but the*



This seven-year-old boy washes tea glasses in South Asia. Child workers, many of whom are trafficked, are seen in nearly every industry from carpet weaving to candy factories. Police also report that boys are being driven into prostitution.

rebels killed him. Jonah is now fourteen, the civil war is over, and he lives in the streets hawking goods because he has nowhere else to go.

Political and Economic Instability. Areas of conflict and post-conflict as well as transitioning states are easy targets for those interested in plundering a country’s resources, including exploitation of its people. Sudden political change, economic collapse, civil unrest, internal armed conflict, and natural disasters greatly increase the likelihood that a country will become a source of trafficking victims as displaced populations are highly vulnerable to exploitation, abuse, and trafficking. In these environments, the victims may be one of the few resources of marketable wealth. Hundreds of thousands of men, women, and children have been exploited in armed conflict zones, where government militaries and rebel commanders profit from the services of child soldiers, porters, and sex slaves, and in post-conflict and transitioning

states where organized criminal groups often fill power vacuums created by war, political change, and economic upheaval.

■ **AN EMPLOYMENT AGENCY HELPED SUTINAH** migrate within Southeast Asia to work as a domestic. Upon arrival, her documents were seized and she was told by the recruiting agency she had to work off a severely inflated debt. Her employer beat her, burned her with a hot iron, and refused to pay her. Unaware of her rights, fearful she would never get paid if she complained, and knowing that if she left her employer she would have only two weeks to find another job before being deported, Sutinah endured the situation for three years. She eventually escaped this exploitation with the assistance of a workers union.

Demand for Cheap Labor. Changes in formal and informal economies have increased the global demand for cheap and malleable labor in many areas of the world. In many countries, development patterns and imbalances between labor supply and the availability of legal work have created the demand for highly mobile workers to fulfill low-skill and service sector jobs. Lack of employment and educational opportunities in villages or poor urban areas create a ready pool of vulnerable workers.

High Profits. Modern-day slavery also thrives because of its profitability. United Nations estimates indicate that trafficking in persons generates \$7 to 10 billion annually for traffickers. Human cargo can often be moved across borders and past immigration officials easier than narcotics or weapons caches, which are often seized when found. Trafficking victims, even if caught, can be re-trafficked. Traffickers can make additional money off victims by re-selling them to another employer after their often-inflated debt is paid. Traffickers may earn a few hundred to thousands of dollars for a trafficked child laborer and brothel owners may make a few thousand to tens of thousands of dollars for each woman forced into prostitution.

Low Risk. Traffickers often go unpunished for their crimes where there is little rule of law, lack of enforcement of existing anti-trafficking laws, and corruption of law enforcement institutions. Cases regularly fall apart due to a lack of protection for witnesses, family involvement in sending a son or daughter away, or fear of deportation. Victims of trafficking are afraid of retaliation from the traffickers, recrimination within their families and villages, and in cases of trafficking for sexual exploitation, the stigma of prostitution. Governments and rebels are rarely held responsible for the forcible



These workers sew at a maquila, or sweatshop in Central America. Many Central Americans have been trafficked into forced labor situations, including sweatshops, where they toil under harsh conditions of indentured servitude.

recruitment of combatants and sex slavery involving countries formerly in conflict.

The Toll of Trafficking. Populations vulnerable to trafficking are growing with potentially disastrous effects on the entire world community. The number of orphans in many developing countries is rising dramatically, thanks to civil conflicts and HIV/AIDS. The rapid rise of child-headed households is creating fertile ground for traffickers.

Trafficking is a Human Rights Violation and a Crime. Traffickers violate the universal rights of all persons to life, liberty, and freedom from slavery in all its forms. Trafficking undermines the basic need of a child to grow up in a protective environment and human rights of children to be free from sexual abuse and exploitation. Hundreds of men, women, and children die in transit or upon arrival at their destination. Thousands of victims are killed for refusing to submit to forced labor or sexual slavery, or for trying to escape. Others die from contracting diseases or suffering abuse during their enslavement.

Trafficking Increases Social Breakdown and Promotes Crime. The loss of family

support networks makes the trafficking victim more vulnerable to the traffickers' demands and threats and contributes to the breakdown of societies. For families and communities, trafficking weakens parental authority, undermines extended family relationships, and eliminates the family's nurture and moral development of children. Trafficking interrupts the passage of knowledge and cultural values from parent to child and from generation to generation, weakening a core pillar of society. Victims who do return to their communities may be more likely to become involved in criminal activity.

Trafficking Deprives Countries of Human Capital. Trafficking has a negative impact on the labor market in countries, according to the ILO, contributing to an irretrievable loss of human resources for developing countries. Long-term effects of trafficking include depressed wages for all workers, a lower number of individuals left to care for an increasing number of elderly persons, social imbalances in the proportion of males to females, and an undereducated generation. Forcing children to work at an early age and subjecting them to 10 to 18 hours of work per day denies them access to the



This young woman, a trafficking survivor from South Asia, is accepting a human rights award. She spent two years in a brothel in a neighboring country after a family friend sold her to a madam. After escaping with her young daughter, she joined an organization dedicated to freeing girls forced into prostitution.



This woman and her seven-month old son look out through their cell window from prison. In many cases, trafficked women wind up being treated as criminals and jailed instead of being treated as victims and given protection and assistance.

education necessary to break the cycle of poverty and illiteracy that makes conditions ripe for trafficking. At-risk individuals cannot acquire the skills necessary to compete in their country's labor market, leaving national labor forces ill-equipped to compete in the global economy, where success is based on skilled workers.

Trafficking Undermines Public Health.

Trafficking brutalizes men, women, and children, exposing them to rape, torture, and to HIV/AIDS and other sexually transmitted and infectious diseases, violence, dangerous working conditions, poor nutrition, and drug and alcohol addiction. Increasing numbers of adults and children trafficked into prostitution as well as street children are contracting HIV/AIDS. Trafficked children are less likely to participate in immunization programs, defeating government efforts to eradicate early childhood diseases. Severe psychological trauma from separation, coercion, sexual abuse, and depression often leads to a life of crime, drug and alcohol addiction, and sexual violence.

Trafficking Subverts Government

Authority. Many governments do not exer-

cise control over the entire national territory. Trafficking operations thwart government attempts to exert that authority while undermining public safety, particularly the security of vulnerable populations. Some governments are unable to protect women and children, who have been kidnapped from their homes, schools, or refugee camps. Moreover, the bribes traffickers pay challenge a government's ability to combat corruption among law enforcement, immigration, and judicial officials.

Trafficking Funds Illicit Activities and

Can Feed Organized Crime Activities. The profits from human trafficking may strengthen criminal groups by funding other illicit activities while weakening government attempts to establish rule of law. Organized criminal groups, gangs, document forgers, brothel owners, and corrupt police or immigration officials funnel trafficking profits into both legitimate and criminal activities. Human traffickers are often highly successful because of links with other transnational criminal groups, such as arms dealers, drug traffickers, and car theft rings, which provide them with safe and tested routes, access to cash, forged documents, and officials to bribe. ■

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

Definition of Terms 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.

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

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

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

ABOUT THE REPORT

The third annual Trafficking in Persons Report (TIP Report) is the most comprehensive worldwide report on the efforts of governments to combat severe forms of trafficking in persons. The State Department issues the report to Congress as required by the Trafficking Victims Protection Act (Division A of Public Law 106-386, or the “Act”). The law was enacted in October 2000 to combat human trafficking by ensuring the effective punishment of traffickers, enhancing protection for victims, and creating significant mandates for the Departments of State, Justice, Labor, Health and Human Services and the U.S. Agency for International Development. The Department of Justice expects to issue a progress report on the U.S. Government’s domestic anti-trafficking efforts later this year.

The Act requires the State Department to submit an annual report to Congress on the status of severe forms of trafficking in persons. The Act’s definition of “severe forms of trafficking in persons” and related terms are reprinted in the previous box. In this report, “trafficking” and “trafficking in persons” are used to describe “severe forms of trafficking in persons” as defined in the Act.

What the Report Is and Is Not

The annual trafficking report includes those countries¹ determined to have a significant number of victims of severe forms of trafficking. The narratives provide an overview of the trafficking situation in the country and a 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 indicates the extent of the government’s compliance with minimum standards and includes some suggestions for efforts to combat trafficking. The succeeding paragraphs describe some of a government’s efforts to prevent trafficking, prosecute traffickers, and protect victims, and thus illustrate the reasons the country has been placed in Tier 1, 2 or 3 of the report. The narratives do not include extensive details, comprehensive information about the countries or their governments, or the extent of anti-trafficking activities undertaken by non-governmental entities. The TIP Report covers the time period of April 2002 through March 2003.

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.

Why This Year’s Report Is Different

This year, for the first time, governments that are not making significant efforts to bring themselves into compliance with the minimum standards—those listed on Tier 3—face potential sanctions that include loss of certain types of U.S. assistance; such sanctions would be effective October 1 and subject to

¹Under Section 4 (b) of the Taiwan Relations Act, “[w]henver] the laws of the United States refer to foreign countries, nations, states, governments, or similar entities, such terms shall include and such laws shall apply with respect to Taiwan.”

possible waiver. In this year's report, several countries have moved from their placement in last year's report. Thirty countries are included for the first time in the TIP report due to increased information on the scope and magnitude of trafficking.

How the Report Is Used

This report is a diplomatic tool for the U.S. Government as an instrument for continued dialogue, encouragement for the current work of some governments, and a guide to help focus resources on prosecution, protection, and prevention programs and policies. After the release of this year's TIP Report, as in past years, the Department will continue to engage governments about the content of the report to help strengthen cooperative efforts to eradicate trafficking. In the next year, and particularly in the months before a determination is made regarding sanctions for Tier 3 countries, 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 and non-government efforts to combat trafficking in persons around the world.

Methodology

The State Department obtained information for this report from U.S. embassies and consulates around the world, foreign embassies in Washington, and non-governmental and international organizations working on human rights and trafficking issues. Our diplomatic posts reported on the trafficking situations and governmental efforts based on thorough research, including meetings with a wide variety of government officials, local and international NGO representatives, international organizations, officials, journalists, academics, and victims. The Office to Monitor and Combat Trafficking in Persons (Trafficking Office) compiled an initial draft of the report

using information from numerous meetings with foreign government officials, NGOs and international organizations, published reports, research trips to every region, and the information submitted to the e-mail address, <tipreport@state.gov>, which was established for NGOs and individuals to report information on government progress in addressing trafficking. To compile this year's report, the Department took a fresh look at these sources of information on every country to make the following assessments. Assessing each government involved a two-step process:

Step One: Significant Numbers of Victims.

First, the Department determined whether or not a country is "a country of origin, transit, or destination for a **significant** number of victims of severe forms of trafficking". In making this determination, the Office 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 generally applied in the 2001 and 2002 reports. Only those countries that reach this threshold are included in the report. In some cases information was not available and countries were not included.

Step Two: Tier Placement. As a next step, the Department placed each of the countries included on the 2003 TIP Report into one of the three lists, described here as tiers, mandated by the Act. This placement is based on governments' efforts to combat trafficking. The Department first evaluated whether governments fully comply with the Act's minimum standards for the elimination of trafficking. Governments that do so were placed in **Tier 1**. For other governments, the Office discussed whether their governments made significant efforts to bring themselves into compliance. Those countries making significant efforts were placed in **Tier 2**. Finally, those countries whose governments do not fully comply with the

THE TIERS

TIER 1: Countries whose governments fully comply with the Act's minimum standards.

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

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

minimum standards and are not making significant efforts to bring themselves into compliance were placed in **Tier 3**.

Minimum Standards

The “minimum standards for the elimination of trafficking” are summarized as follows. Governments should:

1. Prohibit trafficking and punish acts of trafficking.
2. 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, involving rape or kidnapping, or that causes a death).
3. Prescribe punishment that is sufficiently stringent to deter and that adequately reflects the offense's heinous nature for the knowing commission of any act of trafficking.
4. Make serious and sustained efforts to eliminate trafficking.
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 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.

If a government is not in compliance with the minimum standards, the Department's determination of whether that government is making significant efforts to bring itself into compliance with these minimum standards dictates its placement in Tier 2 or 3. The Act sets

out three mitigating factors which the Department is to consider in making such determinations. Summarized, they are as follows:

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.

Penalties

According to the Act, the governments of countries in **Tier 3** in the report for this and subsequent years could be subject to certain sanctions, notably withholding of non-humanitarian, non-trade-related assistance. (Countries that receive no such assistance would be subject to withholding of funding for participation in educational and cultural exchange programs.) Consistent with the Act, such governments 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. These potential consequences regarding bilateral and multilateral assistance sanctions would take effect at the beginning of the next fiscal year, or October 1, 2003 for countries in **Tier 3** of this report.

All or part of the Act's sanctions can be waived upon a determination by the President that the provision of such assistance to the government would promote the purposes of the Act or is otherwise in the national interest of the United States. The Act also provides its sanctions shall be waived when necessary to avoid significant adverse effects on vulnerable populations, including women and chil-

dren. Possible reasons for which a waiver may be considered would include that a country is being placed on Tier 3 for the first time this year. These sanctions also would not apply if the Department finds that, after this report and before the imposition of sanctions, a government no longer qualifies for Tier 3, i.e., it has come into compliance with the minimum standards or is making significant efforts to bring itself into compliance.

Tier Movement

Several governments increased their efforts to combat trafficking since issuance of the Department's 2002 report. In some cases, the increased efforts justified moving the country to a higher tier. As an admirable example, the United Arab Emirates has demonstrated a clear commitment to eradicate trafficking and made great strides to strengthen its efforts throughout the year. Since the government now fully complies with the minimum standards, it moved from Tier 3 to Tier 1. Countries that moved from Tier 3 in 2002 to Tier 2 in 2003 are Armenia, Bahrain, Belarus, Cambodia, Indonesia, Lebanon, Qatar, Russia, Saudi Arabia and Tajikistan. Although they do not yet fully comply with the minimum standards, each was determined this year to be making significant efforts to do so.

Several other governments that were placed in Tier 2 on the 2002 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 Benin, Ghana, and Morocco. Some governments, whose efforts disappointingly lagged over the last year, dropped from Tier 2 in 2002 to Tier 3 this year or from Tier 1 to Tier 2. In some cases the shifts occurred because of new information not available in prior years. For others, new information or information not available in prior years indicated that there were countries with significant numbers of victims of severe forms of trafficking. Many are included on the report

for the first time, some in Tier 3.

Regardless of tier placement, there is more that every country can do. No country placement is permanent. All countries must maintain and increase their efforts to combat traf-

ficking. 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. ■

AREAS FOR IMPROVEMENT

The Trafficking Office continues to welcome suggestions to strengthen the annual report and our engagement with foreign governments throughout the year. The Trafficking Office received constructive criticism on last year’s report in several areas in which we strove to improve this year.

Lack of Specific Information About Law Enforcement Efforts. The TIP Report was criticized last year because data on arrests, prosecutions, and convictions was lacking. This year’s report has more such information, but we can do better. Over the next year, the Department will be working directly with governments, our diplomatic posts, and NGOs to gather these statistics. While it is difficult in some instances to gather this information, in order for more accurate assessments to be made regarding a country’s efforts on arrests, prosecutions, and convictions, in the end, national governments must supply such information.

Omission of Countries From List. Many countries were not included in last year’s report. A country’s absence from any of the three lists does not necessarily mean that it does not have a trafficking problem, but rather it may be a reflection of the Department’s inability to find credible information indicating a significant trafficking problem as defined above. For many countries, particularly closed societies or those wracked by civil conflict, it is difficult to collect information or to hold a government accountable. Over the past year, the Department targeted its collection activities and as a result, 30 additional countries were added to the lists. We continue to seek credible information in those countries that are not included in this year’s report but that we suspect have a trafficking problem.

Smuggling Versus Trafficking. There is often confusion on the differences between migrant smuggling and human trafficking. This confusion can make it difficult to obtain information, especially from transit countries. The mere facilitation of illegal entry into or through a country is not, on its own, trafficking in persons, although such migrant smuggling may be part of a trafficking operation or turn into a trafficking situation. 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 of a trafficking situation.

Demand. The Trafficking Office was able to gather additional information on the demand side of trafficking, particularly on sex tourism from studies in destination countries. We seek more information on the relationship between demand and trafficking and on long-term societal trends that encourage trafficking.

INTERNATIONAL ENGAGEMENT: SHARING BEST PRACTICES

A number of innovative anti-trafficking efforts came to light during the preparation of the TIP Report and through the Trafficking Office's engagement with foreign governments and international and non-governmental organizations throughout the year. Many of these efforts are particularly notable because they demonstrate low or no-cost anti-trafficking measures that are sustainable. Many developing countries have high percentages of working children and a problem with trafficking for forced labor or forced commercial sexual exploitation. In response, several have established local vigilance or watchdog committees to assist authorities in rescuing children, catching traffickers, and preventing trafficking. Some cash-poor governments are educating residents in trafficking-prone areas of the dangers of trafficking through meetings with local traditional, religious, ethnic, or community leaders; establishing child rights clubs in schools; running nationwide public awareness campaigns that include radio and television spots, cartoons, talk shows, dramas, and debates; and reaching bilateral and regional agreements to combat trafficking in persons. After listening to victims and then mobilizing community participation, many are now strengthening partnerships with non-governmental and international organizations, which are well placed to assist victims.

“Red Card Against Child Labor”. African governments, the ILO, and the Federation for International Football Associations teamed up with airlines, popular African soccer players, music personalities, and television and radio stations throughout Africa to launch a continent-wide anti-child labor campaign during the Africa Cup of Nations Soccer tournament. Television and radio stations broadcast songs and public service announcements throughout the month-long tournament. In this campaign, airlines gave “red cards” to fans traveling to these matches indicating their support to “eject” or end the worst forms of child labor. This campaign is being replicated for other regions of the world and will be included in the next World Cup tournament. Some African countries, such as Cote d’Ivoire and Ghana, continue to use these anti-child labor broadcasting spots during national and local soccer matches.

Targeting Transporters. The Government of Benin educated transporters and the transport unions as well as taxi and lorry drivers on the dangers of trafficking through meetings, briefings, and road signs. In addition, local vigilance committees use chiefs and respected local women to help legitimize the importance of enforcing penalties against traffickers.

Discouraging Sex Tourism. The Government of Brazil is fighting sex tourism by asking hotels to be active in discouraging child prostitution on their premises. Hotels participating in the program receive an extra “star” in their quality rating. Brazil also distributes brochures to visiting tourists making them aware of the penalties associated with exploiting minors. The Government of The Gambia asks visitors to give information to the police about sex tourists and the sexual exploitation of children through a special tip system. The government

requires fingerprints before residence permits are issued to foreigners in order to check criminal records to prevent known exploiters from operating in the country. The Tourism Bill before the National Assembly provides protective measures for children against sex tourists. The Gambian Government and the Government of The Netherlands set up a special police unit to monitor and track Dutch pedophiles in The Gambia.

Public Awareness. The Government of Mozambique has joined forces with non-governmental and international organizations to creatively utilize festivals, nationwide youth debates, dances, dramas, and posters to raise public awareness about child prostitution. They have saturated radio and television with key anti-child exploitation messages. The government also has conducted seminars for police emphasizing their role in protecting children.

Mass Mobilization. The Government of Bangladesh and international donors organized a month-long road march campaign throughout the country to highlight trafficking in persons and other crimes against women. Bangladeshis and government officials participated in the marches that educated communities about how to reintegrate, assist, and accept trafficking victims back into their home communities.

Mobilizing Children. The Government of Tanzania is educating children on the importance of watching out for one another. When children see one of their friends being abused or about to be trafficked, they blow wooden whistles that they have been taught to make, to identify the child in need. Community members, hearing the distress whistles being blown, then come to the child's rescue.

Listening to Exploited Children. The Government of Sierra Leone provides

broadcast time for a "Voice of the Children" radio program run for and by children to assist in the psychological recovery process from the civil war.

Ban on Child Camel Jockeys. The government of the United Arab Emirates (UAE) is the first to enforce a ban on the use of underage, underweight camel jockeys. DNA testing is used to determine the parentage of children coming into UAE for work as camel jockeys and hand-bone x-rays are used to determine the age of camel jockey applicants. These practices prevent reliance on potentially fraudulent identity documents.

Source-Destination Cooperation. UAE police and Uzbek non-governmental organizations are working together on the rescue and repatriation of victims. The UAE also is working with the Government of Bangladesh to sensitively repatriate child camel jockeys. The Government of Saudi Arabia has opened an information center in Sri Lanka, a major source country for foreign labor, to provide briefings for foreign workers on their rights and responsibilities and on cultural mores in Saudi Arabia. This is done in an attempt to better acquaint potential workers—especially women—with the lifestyle they will be expected to lead in the Kingdom and helps prevent misunderstandings with employers. Separate entry lines for foreign workers at airports in Saudi Arabia are used to give workers information on rights and responsibilities and points-of-contact should they need assistance. The United Kingdom has appointed prosecutors as liaison magistrates in source countries as well as in Spain, Italy, and France.

Rewarding Law Enforcement. In Andhra Pradesh, India, a law enforcement officer's performance appraisal is linked to his or her efforts to apprehend and investigate human traffickers.

Victim Assistance. The Government of Morocco provides social workers to facilitate the repatriation of child maids to families. Moroccan diplomats in destination countries are trained about trafficking and actively go into Moroccan expatriate communities to look for victims. The Government of Sri Lanka assigns welfare officers to its embassies in countries in the Middle East to assist trafficking victims. The Kyrgyz Republic has labor offices to identify vulnerable nationals working in Russia. Police officers in Ukraine work closely with an active network of non-governmental organizations to assist victims.

Border Monitoring. In Nepal, former victims work alongside Nepalese border officials to identify traffickers and victims at key crossing points. The former victims are able to spot potential victims and provide assistance. The Government of Colombia has sent officials to the airports to identify and talk with likely trafficking victims as they are sitting and waiting to fly out. In many cases, they have succeeded in educating women about the dangers of traffickers and many potential victims elected not to leave. The Government of Romania facilitates cross-border law enforcement cooperation and assists in the coordinated anti-trafficking, joint law enforcement operation throughout the region.

Witness Protection. The Government of Sri Lanka encourages the use of video-taped testimony from children and other victims as evidence in trials of traffickers to decrease the traumatization of the victims.

Government-NGO Cooperation on Law Enforcement. The Government of Thailand brings together government and NGO officials in an interagency working group to develop and implement comprehensive anti-TIP strategies. NGOs work to identify victims, pass that information along to the government, which can raid brothels, then refers victims' names and addresses to the NGOs for shelter and assistance. NGOs uncover information, such as the traffickers' names and addresses, from the victims and then pass that information back to the government to assist police work. The process makes for a regular exchange of information at a tactical level. A similar law enforcement Task Force exists in Edo State, Nigeria.

Shining Light on Patrons. In addition to closing brothels that employ trafficking victims, South Korean police have threatened to publish the names of brothel owners and patrons. Many of the owners are prominent citizens and this strategy has proven to be a real deterrent. ■

TIER PLACEMENTS

TIER 1

AUSTRIA	GERMANY	MOROCCO	SWEDEN
BELGIUM	GHANA	THE NETHERLANDS	SWITZERLAND
BENIN	HONG KONG	NORWAY	TAIWAN
COLOMBIA	ITALY	POLAND	UNITED ARAB EMIRATES
CZECH REPUBLIC	LITHUANIA	PORTUGAL	UNITED KINGDOM
DENMARK	MACEDONIA	KOREA, REP. OF	
FRANCE	MAURITIUS	SPAIN	

TIER 2

ALBANIA	CROATIA	LAOS	SAUDI ARABIA
ANGOLA	EL SALVADOR	LATVIA	SENEGAL
ARMENIA	EQUATORIAL GUINEA	LEBANON	SERBIA & MONTENEGRO
BAHRAIN	ESTONIA	MALAWI	SIERRA LEONE
BANGLADESH	ETHIOPIA	MALAYSIA	SLOVAK REPUBLIC
BELARUS	FINLAND	MALI	SLOVENIA
BOLIVIA	GABON	MEXICO	SOUTH AFRICA
BRAZIL	THE GAMBIA	MOLDOVA, REP.	SRI LANKA
BRUNEI	GUATEMALA	MOZAMBIQUE	TAJIKISTAN
BULGARIA	HONDURAS	NEPAL	TANZANIA
BURKINA FASO	HUNGARY	NICARAGUA	THAILAND
BURUNDI	INDIA	NIGER	TOGO
CAMBODIA	INDONESIA	NIGERIA	UGANDA
CAMEROON	ISRAEL	PAKISTAN	UKRAINE
CANADA	JAMAICA	PHILIPPINES	VENEZUELA
CHINA, PEOPLE'S REP. OF	JAPAN	QATAR	VIETNAM
CONGO, DEM. REP. OF	KENYA	ROMANIA	ZAMBIA
COSTA RICA	KUWAIT	RUSSIA	ZIMBABWE
COTE D'IVOIRE	KYRGYZ REP.	RWANDA	

TIER 3

BELIZE	DOMINICAN REPUBLIC	KAZAKHSTAN	SURINAME
BOSNIA & HERZEGOVNIA	GEORGIA	LIBERIA	TURKEY
BURMA	GREECE	NORTH KOREA	UZBEKISTAN
CUBA	HAITI	SUDAN	

COUNTRY NARRATIVES

ALBANIA (TIER 2)

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

The Government of Albania does not meet the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In the past year, the government improved its law enforcement efforts, particularly in cooperation with Italy; police significantly reduced clandestine speedboat traffic across the Adriatic, and the number of foreign women transited through Albania for Western destinations decreased measurably. Nevertheless, corruption and lack of protection for vulnerable children remained problematic.

Prevention

The government's Inter-Ministerial Commission on Human Trafficking coordinates its National Action Plan, now in its second phase of completion. Part of this plan included the appointment of a Minister of State who serves as the country's anti-trafficking coordinator. In this role, the Minister works with various ministries, NGOs and the international community to address trafficking in Albania. The Ministry of Education participated with NGOs to train teachers and to produce and disseminate information in schools on the dangers and mechanics of human trafficking. A series of 12 programs on public awareness was broadcast on television in 2002. The Ministry of Public Order completed a significant study indicating that more than 5,000 Albanian women and girls were trafficked into prostitution in the last decade.

Prosecution

The government criminalized trafficking in women and children in 2001. The Chief of the Ministry of Public Order's (MOPO) Anti-Trafficking Sector coordinates the government's anti-trafficking law enforcement activities. The MOPO has a unit in each prefecture, and recently created a delta force to enhance operations. Prosecutions of traffickers increased in the past year, as did efforts to punish or arrest corrupt government officials for involvement in trafficking; however, corruption is a major problem with little follow-through on most investigations. The government continues to show inadequate conviction and sentencing rates, with most defendants released for lack of evidence or ultimately charged with lesser crimes. The Organized Crime Sector and the Office of Internal Control also conduct specific anti-trafficking actions. In 2002, 144 trafficking cases were sent to trial by the General Prosecutor's office and 17 people were convicted. The MOPO investigated 31 cases of police involvement in trafficking during 2002, with at least one officer convicted but given a minimal sentence. The government showed increased effectiveness in coordinated law enforcement efforts with the government of Italy and with the SECI Center in Bucharest. Its new Three Port Strategy increased its ability to monitor its porous borders and its overall interdiction capabilities. Albanian police also improved their investigative

and operational capabilities. In April 2003, the National Police conducted a three-day, cross-country sweep targeting traffickers, and the Organized Crime Unit, working with Italian police, disabled a sophisticated child-trafficking network, arresting high-ranking local customs and law enforcement officials.

Protection

Through its nation-wide anti-trafficking units, police refer victims to victim assistance and protection centers throughout Albania, including the Linza shelter, which the government opened in March 2003. The centers provide reintegration and education for domestic victims and repatriation for foreign victims. Phase two of the National Action Plan mandates creation of a witness protection program that currently is lacking. In the absence of a witness protection system, the government has taken limited measures to protect witnesses, mostly ad hoc and relying on NGOs and foreign governments. With funding by IOM, six police commissariats opened temporary witness protection shelters in 2003. The government hosted the Third Regional Ministerial Forum that produced a regional government declaration on the legalization of victims' status in destination countries.

ANGOLA (TIER 2)

Angola is a country of origin for persons trafficked primarily to Europe and South Africa for labor and sexual exploitation. Angola also has an internal trafficking problem, fueled by the large numbers of displaced persons, orphans, and former combatants and trafficking victims of the country's civil war, which ended in the April 2002 cease fire.

During the civil war, thousands of men, women, and children were abducted by the UNITA rebel movement for use as forced laborers and as sex slaves and combatants.

The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. The government needs to step up efforts aimed at preventing the country's growing numbers of street children from becoming trafficking victims and enhance law enforcement efforts, especially prosecutions and arrests.

Prevention

Over the past year, the Ministry of Social Reinsertion, in its efforts to resettle displaced persons and rehabilitate victims, trained 1,070 child monitors who identified approximately 43,000 children who had been separated from their families. With several international organizations and NGOs, the government set in motion its national plan of action against commercial sexual exploitation of children. The government also works with various international organizations to raise school attendance and to publicize the plight of the estimated 24,000 children living in the streets.

Prosecution

There are no specific laws that prohibit trafficking in persons. Angola's 1992 constitution bans slavery, and would be the basic statute to prosecute trafficking cases. Laws against kidnapping, rape, assault, and prostitution also could be applied in a trafficking case. We have no information on prosecutions.

Protection

The government is resettling previously abducted Angolan citizens and reuniting displaced persons with their families. It has launched a campaign to register and identify about five million minors; as of November 2002, more than 1.5 million had been registered. The government does not treat trafficking victims as criminals. They are entitled to emergency residence status for humanitarian reasons and receive some services from a handful of government programs. The government operates orphanages throughout the country for abducted children.

ARMENIA (TIER 2)

Armenia is a country of origin for international trafficking of girls and women for the purposes of prostitution, to destination countries such as Turkey and the United Arab Emirates (UAE). Additional suspected destinations are Germany, Greece, the United States and various Western European countries. Experts are concerned by trafficking from orphanages and by individual families who allegedly press their daughters to sell themselves into prostitution.

The Government of Armenia does not comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased its focus on trafficking as a domestic and international issue, and focused more law enforcement resources on the problem. Protection remains weak.

Prevention

In the past year, the Armenian government acknowledged trafficking and the need for increased action. A new inter-agency task force coordinated public awareness efforts throughout the country, including pamphlet distribution at the borders. The government's Refugee and Migration Service included information on trafficking in an edition of its journal on legal migration and houses an IOM-funded Migration Service Point with a hotline, allowing people to call in or come in to ask about migration issues, including trafficking. The Office advertises the hotline in newspapers.

Prosecution

In April 2003, Armenia amended its criminal code to include a specific criminal prohibition against trafficking for sexual exploitation. Before then, traffickers could be prosecuted under such articles as illicit seizure, falsification and selling of personal documents, extortion, bogus marriages and divorces, and coercion into sexual intercourse. The government instituted anti-corruption efforts in the Customs Committee and upgraded the technology at the borders to combat trafficking. In 2002, 26 criminal cases were brought against pimps, including four charges against traffickers involved in organizing illegal border crossings with false documents; these four suspects reside in the UAE. The government is currently investigating several other suspected traffickers, three of whom trafficked women to the UAE. The government cooperates with the UAE in the above investigations, and cooperated with the Government of Germany regarding a criminal gang trafficking women from NIS Countries to Germany. Long-term sentences were secured against defendants in both countries. The government has mutual legal assistance agreements with the UAE, other countries of the former Soviet Union, Bulgaria and Romania. An investigation from 2001 against two police officers asserting control over a group of traffickers was completed in the past year and the suspects are in detention.

Protection

No shelters or other reintegration services exist for victims and many police still do not recognize trafficking victims as such. Preliminary steps toward protection measures began, such as establishment of an anti-trafficking sub-commission of the National Commission on Women's Issues focusing on social, rehabilitative and health issues of trafficking victims, but the government does not have any effective witness protection program. The Ministry of Foreign Affairs does not have specific training programs for its staff, but it directed its consular officers in 2002 to follow any reported trafficking cases and report them to the MFA. In 2002, some victims reported to Armenia's consulate in Abu Dhabi, and the government took limited steps to assist them in returning.

AUSTRIA (TIER 1)

Austria is a transit and destination country primarily for trafficking of women from Bulgaria, Romania, Czech Republic, Slovakia, Hungary, and countries of the former Soviet Union for the purposes of prostitution. The final destinations for most women transiting through Austria are other EU countries, especially Italy. Police noted increased trafficking of Romanian boys and Bulgarian girls to engage in begging, stealing, and possible sexual exploitation.

The Government of Austria fully complies with the minimum standards for the elimination of trafficking. The government was particularly strong with respect to law enforcement and victim protection through referral to government-supported shelters.

Prevention

The government worked actively with international organizations and regional organizations (EU, INTERPOL, OSCE, and UN) to carry out preventive programs throughout the region. The government provides annual funding to Austria's primary NGO dealing with trafficking issues, for prevention programs. The government is funding IOM projects to conduct research and awareness campaigns on trafficking in Slovakia.

Prosecution

Several articles in the criminal and alien codes specifically prohibit trafficking. However, articles prohibiting facilitation of illegal entry and exploitation of aliens are more often used to prosecute traffickers. Penalties for trafficking in persons are commensurate with other grave crimes, with trafficking crimes involving death and extreme violence receiving more severe penalties. In 2002, over 2,000 charges were filed under the two main anti-trafficking and anti-smuggling criminal articles. Most recent conviction statistics, from 2001, indicate over 500 persons were sentenced under various anti-trafficking and anti-smuggling articles. Local and national level governments cooperate with authorities from other countries to investigate and prosecute trafficking cases. The government cooperated with Eastern European countries in particular to dismantle a number of trafficking rings. The Interior Ministry's Federal Bureau of Criminal Affairs has a division dedicated solely to combating human trafficking and smuggling. The government supports and funds NGO and government sensitivity training for police and other public authorities both inside Austria and in other countries. In December 2002 the government held a training seminar for police officers of Stability Pact countries.

Protection

The government funds efforts of an NGO to provide direct services to trafficking victims, including shelter, legal assistance, health and medical services. That NGO also assists victims transiting through Vienna during repatriations from other destination countries. Victims outside of Vienna have access to government-funded services, including women's shelters located in each province. The Austrian government provides temporary resident status for trafficked victims. Officials may also issue a delay in repatriation proceedings pending completion of a court case. Victims of trafficking also have the possibility of continued residence.

BAHRAIN (TIER 2)

Bahrain is a destination country for trafficked persons in search of work who are put into situations of coerced labor, where they endure physical abuse or other extreme working conditions. Victims come primarily from the Philippines, Bangladesh, Indonesia, India, and Sri Lanka to work as domestic servants and in the construction industry. Female domestic servants also may be sexually or physically abused. Many low-skilled foreign workers in Bahrain have their passports withheld, their contracts altered, and suffer non-payment of salaries of varying degree and duration.

The Government of Bahrain does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has made great progress in the areas of prevention and prosecution, but it should expand services provided to victims, and needs to continue to expand prosecution efforts.

Prevention

A newly created interministerial task force drafted and distributed a manual on the rights and duties of expatriate workers in Bahrain to local embassies, Bahraini embassies abroad, and manpower recruitment agencies in Bahrain. It also drafted a simpler brochure for distribution to workers in their languages. A media campaign raised awareness nationwide about the manual and brochures. In order to certify that employers need the number of foreign workers for whom they are requesting visas and to inspect working conditions, the Ministry of Labor and Social Affairs increased the number of labor inspectors from 9 to 40. The government reformed work sponsorship rules to allow foreign workers to change sponsors or jobs without a “no objection” letter from their current sponsor. This allows foreign workers to legally remove themselves from potentially abusive situations.

Prosecution

The Penal Code outlaws forced labor and prostitution. Bahraini law enforcement actively investigates allegations of abuse. In addition to criminal remedies, through administrative measure and mediation under labor laws, the government allows and assists domestic servants and foreign workers to seek redress against traffickers. There are no indications that government officials condone or facilitate trafficking.

Protection

The government does not regularly provide assistance to victims but does provide shelter in extreme cases. There is no established system for providing legal or psychological services, but emergency medical treatment is available to anyone in Bahrain. In cases where mediation does not succeed, government officials assist workers in finding lawyers to pursue legal action. The government often allows temporary residency during disputes and permits a foreigner to work while he or she seeks settlement or legal redress.

BANGLADESH (TIER 2)

Bangladesh is a country of origin and transit for women and children trafficked for purposes of sexual exploitation, domestic servitude, and bonded labor. Women and girls are trafficked to India, Pakistan, Bahrain, Kuwait, and the United Arab Emirates for commercial sexual exploitation and domestic work. A small number of women and girls are transited through Bangladesh from Burma to India. Boys are also trafficked to the United Arab Emirates and Qatar and forced to work as camel jockeys and beggars. Internal trafficking of women and children from rural areas to the larger cities for commercial sexual exploitation and domestic work also occurs.

The Government of Bangladesh does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. Bangladesh needs to curb corruption among law enforcement officials, better monitor its borders, increase prosecutions of traffickers, and invest in more protection programs such as increasing the shelter capacity for victims.

Prevention

Under its National Plan of Action, which is a comprehensive plan to combat child sexual exploitation, the government supported awareness raising and community mobilization efforts in educating the community about trafficking. Other activities include police sensitization efforts, working with school populations to educate them about the problem, and improving laws. Government officials actively participated in donor-funded workshops, meetings and public awareness campaigns. The public awareness campaigns focused on showing the most vulnerable populations the harmful affects of trafficking and how the community can help in the reintegration and acceptance of victims. These campaigns were made through the radio, printed material, and speeches. The Ministry of Women's and Children's Affairs, the Ministry of Information, NGOs, and international organizations sponsored a month-long "Road March and Campaign Against Human Trafficking, Violence Against Women and Acid Throwing," making stops in 18 districts, educating the community about various forms of abuse against women including trafficking. The government supports "food for education" programs to encourage parents to send their children to school and 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.

Prosecution

The country prohibits various forms of trafficking. The government does investigate trafficking cases; however, the court system is backlogged by approximately one million cases, severely hampering the ability to bring criminal cases to closure quickly. The government has arrested and prosecuted some traffickers, and courts have handed down tough sentences. During the year, the government arrested 60 alleged traffickers and convicted 30, an increase from four last year. For those convicted, the sentences ranged from 20 years to life. Police and government officials received specialized training from international organizations and NGOs in investigating and prosecuting trafficking cases. The anti-trafficking program office under the Ministry of Women and Children's Affairs, established in 2000, has developed relationships with both donors and NGOs and has helped in the prosecution of cases over the past year. However, corruption is widespread at lower levels of the government; police, customs, immigration officials and border guards reportedly are susceptible to bribery. If caught, prosecuted and convicted, corrupt officials may receive a reprimand, but their employment is rarely terminated.

Protection

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. The government provided specialized training to its officials in assisting victims but has yet to provide training on protection and assistance to its embassies and consulates in foreign countries that are destination or transit countries for its citizens.

BELARUS (TIER 2)

Belarus is a country of origin and transit for women and children trafficked for purposes of sexual exploitation in Russia, Ukraine, Lithuania, Germany, Israel, Poland, Czech Republic, Turkey, Cyprus, Greece, Hungary, and Serbia and Montenegro. Victims are trafficked mostly from more economically depressed areas, where traffickers recruit through employment, marriage, and travel agencies and have links to organized crime and narcotics trafficking.

The Government of Belarus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government showed increased action with respect to prevention and prosecution efforts, even in light of limited resources. Commitment to protection of victims, however, remains very weak.

Prevention

The government better acknowledges the trafficking problem, but resources and expertise are inadequate and hinder successful prevention efforts. The government expanded outreach in the regions and cooperates with NGOs in giving educational presentations at schools. The government implemented a state program to combat trafficking in persons and prostitution, which outlines a 5-year strategy to focus on prevention and other vital areas of response. The government sponsors a modest TV ad campaign on state television for young women to prepare against the dangers of trafficking through pre-departure information and contingency plans in the event of dangerous situations. The state passport offices in Belarus display informational leaflets, created by NGOs, advertising hotline numbers to call for travel advice.

Prosecution

Belarus' criminal code includes specific penalties for trafficking for the purposes of sexual or other kinds of exploitation, but the government continues to group trafficking crimes with sexual assault or rape. Investigations are hampered by lack of expertise, but improved due to training by the NGO community and foreign governments. The Interior Ministry opened 90 cases of trafficking women abroad for prostitution and 20 cases of recruitment for sexual exploitation and abduction of minors. A total of 35 defendants reportedly were convicted for trafficking in persons. Belarusian police participated with German police in a criminal investigation involving the trafficking of more than 160 Belarusian women and terminated the operations of 10 organized criminal groups operating in Belarus. The Ministry of Labor and Social Welfare works to regulate and monitor newspaper ads to ensure each entity is licensed. Belarus has law enforcement agreements with Turkey, Israel, Bulgaria, Romania, Germany, Russia, Poland, Lithuania, Estonia, Moldova, Vietnam, and China, which include a focus on human trafficking. Official corruption, including bribery of law enforcement and border officials, continues to be widespread, and some corrupt government officials reportedly facilitate trafficking by turning a blind eye to traffickers.

Protection

The Government of Belarus provides limited assistance to returning victims through state clinics and labor and welfare offices. The lack of trafficking-specific expertise prevents most victims from receiving comprehensive care. Victims deported from destination countries for visa violations return to verbal harassment by police who treat them as criminals. The Criminal Code outlines procedures for victim statements and confidentiality, and authorizes police protection; however, there are no secure shelters or police escorts. There is no information regarding government assistance for foreign victims in Belarus.

BELGIUM (TIER 1)

Belgium is a destination and transit country for trafficked persons, primarily young women from Sub-Saharan Africa, Central and Eastern Europe, and Asia, destined for Belgium's larger cities or other European countries, for the purposes of sexual exploitation. Chinese victims are often young men destined for manual labor in restaurants and sweatshops.

The Government of Belgium fully complies with the minimum standards for the elimination of trafficking. The government showed particularly strong efforts with respect to international law enforcement cooperation and preventive campaigns in source countries.

Prevention

The government's interdepartmental committee coordinates anti-trafficking efforts in Belgium's three distinct regions, as well as with its counterparts in France, The Netherlands, UK, Germany and Luxembourg. The government supports information campaigns in countries of origin, such as Russia, to warn young people of the dangers of trafficking. The government works closely with local and national NGOs and international organizations in the fight against trafficking. The government posts anti-trafficking liaison officers in Belgian embassies in several source countries, including Albania, Ivory Coast, the Democratic Republic of Congo, Guinea, Kazakhstan, and Ukraine.

Prosecution

Belgium has a broad anti-trafficking law and punishment for trafficking is commensurate with other grave crimes, with particularly severe penalties for trafficking children. The government arrested 80 people in 2002 for trafficking crimes, and 71 investigations are pending. Trafficking-related sentences average from two to six years imprisonment with a range of fines; however, trafficking convictions are less frequent than prostitution-related convictions and observers note that cases involving illegal sweatshops which may relate to trafficking are rarely pursued. Belgium's Office of the Federal Prosecutor coordinates investigations and prosecutions of traffickers and a special unit of the Federal Police is responsible for anti-trafficking enforcement. The government appointed special anti-trafficking magistrates on the national and district levels, and the Center For Equal Opportunity and the Fight Against Racism provides specialized training to police officers and prosecutors involved in anti-trafficking activities.

Protection

Three regional centers, funded by the Belgian government and managed by NGOs, provide victim assistance. Trafficking victims who agree to testify against traffickers may obtain temporary residence and work permits. At the conclusion of a trial, victims who cooperate with the investigation may be granted permanent residence status and unrestricted work permits. The government also provides financial assistance to facilitate the repatriation of victims who wish to return home. Some shelter managers claim that witness protection remains inadequate due to lack of sufficient resources.

BELIZE (TIER 3)

Belize is a destination country for trafficking for sexual exploitation. Victims are mainly women and girls from Central American countries lured by traffickers into prostitution and nude dancing. Young Belizean women and girls also are trafficked internally for sexual exploitation. There are reports of labor trafficking among the migrant agricultural worker community.

The Government of Belize does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Trafficking is not acknowledged as a serious problem, nor publicly discussed by senior officials of the government and members of law enforcement agencies.

Prevention

The government does not implement any direct anti-trafficking prevention efforts. In the context of general public welfare, the government does support some activities that contribute to wider social development. For example, the Ministry of Human Development, Women and Children and Civil Society has a number of programs designed to advance the rights and well being of women and children. Belize has high participation rates for primary education and high literacy rates for both men and women.

Prosecution

In 1997, the government amended its Immigration Act to criminalize the offense of trafficking in illegal immigrants. There are no laws that specifically prohibit trafficking in persons, although general immigration laws could be applied to illegal trafficking entry into Belize. The government has not prosecuted any traffickers, nor has it investigated any trafficking cases. The government does not adequately control its borders, nor does it monitor immigration and emigration patterns to find evidence of trafficking. The constitution prohibits slavery and forced labor, and there are statutes outlawing activities surrounding procuring and prostitution, but these laws are rarely enforced.

Protection

The government does not assist victims of trafficking, although two NGOs operate shelters for women. Foreign trafficking victims are generally treated as immigration violators and are deported, fined, or jailed.

BENIN (TIER 1)

Benin is a source, transit, and destination country for children trafficked for domestic and commercial labor. Beninese children are trafficked to Ghana, Gabon, Nigeria, Cote d'Ivoire, and Cameroon, while children from neighboring Niger, Togo, and Burkina Faso are trafficked to Benin. Trafficking in persons also occurs within Benin, where the traditional practice of placing poor rural children with wealthier urban households is increasingly corrupted, and many children end up in situations of forced labor. To a lesser extent, Benin is a source country for women trafficked to Europe and the Middle East for sexual exploitation.

The Government of Benin fully complies with the minimum standards for the elimination of trafficking in persons despite severe resource constraints. Streamlining the prosecution process for traffickers will further improve the government's anti-trafficking process.

Prevention

Government-supported grassroots anti-trafficking public awareness campaigns have been ongoing since the early 1990s, reaching rural villages with speakers, posters, films, radio messages, and presentations by children. A 2-week anti-child labor campaign for unions and a series of meetings with transporters, taxi drivers and motorcycle operators on trafficking were conducted in 2002. The government established and supports local, volunteer vigilance committees to act as watchdogs in high-risk areas for trafficking. Free primary education for girls, rural economic diversification, micro-credit programs, and employment opportunities in road construction are key prevention programs. In September 2002, a leading labor union organized a 2-week "sensitization campaign" against child labor. Benin is one of the West African countries participating in an international program to reduce trafficking in children and a regional plan of action to combat trafficking in persons.

Prosecution

Benin does not prohibit trafficking in persons, although anti-trafficking legislation is in the legislative process. The government actively investigates trafficking cases. In 2002, 27 traffickers were arrested, and 102 children were rescued. From January to April 2003, the government arrested five traffickers and rescued 48 children. The government works closely with nearby countries, particularly Nigeria, Togo, and Gabon, to intercept children being trafficked across borders.

Protection

The government cooperates closely with NGOs to provide shelter, medical care, and legal assistance to trafficking victims. It has provided in-kind assistance to NGOs. The government and NGOs trained local leaders, truck drivers and dock workers on trafficking during 2002.

Trafficked children are not arrested, but treated as victims.

BOLIVIA (TIER 2)

Bolivia is a source country for trafficking in men, women and children for forced labor and sexual exploitation. Bolivians are trafficked to Chile, Peru, Argentina, Brazil and Spain. Faced with extreme poverty, many Bolivians are economic migrants, and some are victimized by traffickers as they move from rural areas to cities and then abroad. In particular, Bolivian children are trafficked internally, often exploited in slave-like labor conditions in mines, in domestic servitude, and in agriculture. Because of its weak controls along its extensive five borders, Bolivia is also a transit country for third country illegal migrants, some of whom may be trafficked.

The Government of Bolivia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite limited resources. Some officials are aware that trafficking occurs, and the Government of Bolivia has taken modest steps within its limited capacity to address the problem despite political unrest that has hindered its effectiveness. Expanded measures by the government to lessen the vulnerability of children to trafficking and the continued removal of officials who are suspected of facilitating the illegal movement of persons will help strengthen Bolivia's anti-trafficking efforts.

Prevention

The government does not promote educational measures that address trafficking, but there is an ombudsman who conducts informational campaigns on the rights of children and women. The government has an interagency committee to address the trafficking of adolescents, but it has yet to produce a plan of action, although Congress is considering legislation. The government, in conjunction with UNICEF, has begun a program to provide free birth and identity documents to thousands of undocumented citizens, a measure that should reduce their vulnerability to being trafficked.

Prosecution

There is a law prohibiting trafficking in persons for sexual exploitation, and some arrests have been carried out under this statute; however, there is no information available on convictions of traffickers. Corruption of public officials is a serious problem. The government removed a number of immigration officials on suspicions of corruption, but further government action will be necessary to curb this practice. Officials throughout the government are known to take bribes to facilitate smuggling and the illegal movement of people. The government has taken measures to reduce corruption among judicial officials who authorize the travel of children; this is a positive step.

Protection

The government and international donors have programs designed to empower women economically and help keep children in school. The government recognizes that ongoing child labor problems may include trafficking abuses and is seeking foreign donors to help finance a national 10-year plan to eliminate child labor, but the plan so far has received little funding. The government provides no shelters for victims.

BOSNIA AND HERZEGOVINA (TIER 3)

Bosnia and Herzegovina (BiH) is a destination and transit country for women and girls trafficked into sexual exploitation, mostly from Moldova, Romania, and Ukraine, and to a lesser extent, Russia, Belarus, Kazakhstan, and Serbia and Montenegro. Although the presence of international civilian and military personnel has contributed to the trafficking problem in BiH, the local population actively sustains it. Trafficking in persons is a subset of the organized crime problem in BiH and the region.

The Government of BiH does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. While it has taken steps to address structural and legislative weaknesses, corruption at the local level was the major factor limiting the effect of these positive initiatives and requiring a Tier 3 ranking. Reports continued throughout the reporting period that government officials facilitated, condoned or were otherwise complicit in trafficking at the local level. The Government of Bosnia and Herzegovina's capacity to combat trafficking is hampered by weak state-level authorities and institutions created by the 1995 Dayton Peace Accords, which ended the 1992-95 Bosnia war. The international community continues to play an extraordinary role in Bosnia, most notably through the NATO-led Stabilization Force (SFOR) and the Office of the High Representative (OHR), which respectively oversee military and civilian implementation of the Dayton Accords. Government expenditures remain dependent on international assistance and are increasingly unsustainable, with spending on new programs constrained by IMF and World Bank limitations. Despite this, the government made some progress to better cooperation between government agencies and NGOs regarding victim protection, enhance anti-trafficking laws and regulations, and provide leadership by the Ministry of Human Rights and Refugees (MHRR). A comprehensive effort to strengthen the rule of law through judicial and criminal legislative reform is underway; however, anti-trafficking efforts were neither systematic nor comprehensive, with poor coordination among agencies.

Prevention

A new State Commission was established to implement the 2001 National Action Plan, but did not report significant progress. Border monitoring improved as the State Border Service (SBS) took control of all major border crossings and installed a data network at all airports. Illegal immigration through Sarajevo International Airport decreased by nearly 90%. Although the government did not train border guards on human trafficking prevention and identification, in some cases NGOs stepped in to do so. New labor regulations require the MHRR to review all applications for work permits and reject those suspected to be related to trafficking. International organizations instituted preventive codes of conduct for their personnel, but reports of internationals contributing to trafficking continued. The Federation Interior Ministry issued a directive forbidding Federation police officers from visiting nightclubs linked to prostitution. No information is available on compliance with or enforcement of this directive.

Prosecution

A new criminal code came into effect in March 2003 specifically criminalizing human trafficking, including provisions for witness protection, special investigative methods and asset forfeiture. Trafficking offenses were previously prosecuted under related criminal prohibitions.

BRAZIL (TIER 2)

Brazil is a major source country for women and children trafficked into prostitution primarily in Europe, but also in Japan and some border countries. There is a significant internal problem with trafficking of men and children into forced labor in agriculture, mines, and charcoal production facilities. A small percentage of tourists to Brazil, primarily from Europe and the United States, go in search of sex with children, some of whom are trafficked.

The Government of Brazil does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has made notable efforts to free slaves and fight sex tourism. Since his inauguration in January 2003, President Lula issued two important executive orders: a government-wide initiative to combat sexual exploitation of minors, and a proposal for tougher punishments of those who use forced labor. These efforts are a good first step toward needed improvements on enforcement.

Prevention

The Ministry of Tourism ran an international public awareness campaign to combat sex tourism, which included pamphlet placement on flights into Brazil that explained the country's laws against sexual exploitation of minors to every traveler that gets a visa, and public service announcements in Brazil. The National Human Rights Secretariat conducted a national campaign against sexual exploitation of children. The government coordinates with NGOs and the private sector to combat forced labor through the Executive Group to Reduce Forced Labor (GERTRAF).

Prosecution

Brazil does not have a comprehensive trafficking law, but has a collection of laws that may be used to prosecute some traffickers. The Federal Police, which has primary responsibility for investigating international sex trafficking crimes, managed to make about 100 arrests last year even though it is understaffed and underfunded. However, weak efforts at prosecution yielded only a few convictions. Mobile inspection units from the Ministry of Labor and Employment freed more than 1,740 laborers from forced work camps, but there were few, if any, criminal proceedings.

Protection

Brazil has a variety of assistance programs, but most are underfunded. The most extensive is the Sentinel Program, which counts more than 400 centers to assist child and adolescent victims of sexual abuse. The National Coordinator's Office to Combat Sex Trafficking under the Ministry of Justice is foundering and so far has done little to coordinate governmental efforts or marshal sufficient resources. Seven regional reference centers for victims of sex trafficking throughout the country are staffed with dedicated professional psychologists, social workers, medical doctors, lawyers, and police liaisons. But they are unpaid volunteers operating with little or no budgets. The government works with NGOs to provide assistance to victims and operate the small scale witness protection program. Government officials who may come in contact with victims, both domestically and abroad, receive training on how to best protect and assist.

BRUNEI (TIER 2)

Brunei is a destination country for persons trafficked for the purposes of forced labor and sexual exploitation. Most trafficking occurs in the labor context, as foreign workers are recruited from Indonesia, Malaysia, the Philippines, Pakistan, India, and Bangladesh for work in the garment industries, agriculture and in homes as servants. There are also a small number of cases of trafficking in women for purposes of sexual exploitation.

The Government of Brunei does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government should be more aggressive in investigating trafficking of foreigners and, in particular, should increase measures to sanction foreign labor traffickers within its borders. The government also needs to foster basic understanding of trafficking among operational-level officials and implement uniform policies in prevention, protection and prosecution.

Prevention

While there is awareness among senior officials of the criminal aspects of labor and prostitution trafficking, there is little understanding of these issues at the operational and enforcement level of government. There are no awareness programs to educate the public or specific training for government officials on trafficking. In broad preventive measures not specific to trafficking, the government provides a wide range of social and educational services to Brunei citizens, which reduces their vulnerability to trafficking.

Prosecution

Brunei has immigration, labor, and religious regulations that should deter most trafficking, but they are unevenly implemented. A specific statute outlaws sexual exploitation and trafficking of women and girls, and there is also a wide range of other laws, mostly related to prostitution and the protection of minors, which could be applied against sex traffickers. However, authorities only rarely investigate and prosecute sex traffickers, particularly when the victims are foreigners. Sanctions against labor traffickers are rarely invoked. Currently government mediation is most commonly used to resolve labor disputes, including those involving severe forms of trafficking, although abusive employers may also face criminal and civil penalties. The government rigorously monitors its borders and migration patterns.

Protection

The government has a weak record in protecting foreign trafficking victims, whom it often prosecutes or deports for violations of immigration and labor codes. There are government protective measures for foreign workers, although they are not uniformly carried out. They include arrival briefings for workers, inspections of facilities, and a telephone hotline for worker complaints. When a grievance cannot be resolved, repatriation of foreign workers is at the expense of the employer, and all outstanding wages must be paid. The government provides funds for shelters that service only Brunei citizens and residents, who are rarely the victims of trafficking. No foreign NGOs exist in Brunei and NGOs that do exist are not oriented towards assisting foreigners. Some embassies provide protection services, including temporary shelter, for workers involved in disputes with employers.

BULGARIA (TIER 2)

Bulgaria is a source and transit country, and to a lesser but increasing extent, a destination country for the purposes of trafficking in women and girls for sexual exploitation. Bulgarian victims are trafficked to fifteen countries across Western, Southern and Eastern Europe, as well as to South Africa. Women and girls of the Roma minority are disproportionately represented among Bulgarian-origin victims. Victims are trafficked to Bulgaria from Ukraine, Romania, Moldova, Russia and the Caucasus countries. Traffickers use threats of or actual violence, false imprisonment, rape, and withholding of documents and earnings to ensure victim compliance. Risk factors for Bulgarian victims of trafficking include poverty, under-education and lack of employment, particularly among the Roma.

The Government of Bulgaria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The GOB passed anti-trafficking legislation in the past year, and showed some improvements in international law enforcement cooperation. However, overall improvements from the previous year were limited.

Prevention

While the government did not fund prevention programs, it instituted a specialized module on trafficking prevention in the Schools' Liaison Program of the National Police and members of the government's Interagency Task Force on Trafficking participated in training activities organized by foreign governments and international organizations. The government conducted some initiatives to improve education and job opportunities for the Roma – a particularly vulnerable group. While not trafficking-specific, such initiatives could prevent further vulnerability.

Prosecution

Parliament recently passed amendments to the Criminal Code penalizing trafficking in persons and prescribing penalties from one to 10 years in prison, plus fines. The government Task Force on Trafficking arrested approximately 40 individuals, freed over 200 women and girls, but there were no reports of any convictions as the government has no mechanism for collecting conviction data once a case is passed to the prosecutor. Additionally, because of Bulgaria's weak judicial system and cumbersome criminal procedure code, trafficking cases were not successfully completed. The government cooperates with other countries on trafficking and concluded bilateral agreements on law enforcement with all bordering countries except Serbia and Montenegro. The government conducted joint operations with The Netherlands, Czech Republic, France, Germany and Italy, it has on-going cooperation with the Former Yugoslav Republic of Macedonia and Romania, and participates in regional law enforcement initiatives such as the Southeastern Cooperative Initiative (SECI). The government does not yet offer specialized investigative anti-trafficking training, though some NGOs offered training at the National Police Academy. Two regional prosecutors work with the Interagency Task Force on Trafficking. Low wages, inadequate resources and government corruption at many levels are significant obstacles. Methods for investigating corruption or misconduct in the police ranks are ineffective.

Protection

The Interagency Task Force on Trafficking works closely with international and non-governmental organizations when victims are rescued, but the government provides no victim assistance. Victims are not provided temporary or permanent residence status, or relief from deportation. Victims are not jailed or prosecuted for prostitution or individual immigration law violations.

However, they are deported if they do not cooperate with the police or refuse voluntary NGO-assisted repatriation. The government has a law on implementation of witness protection, but it is rarely used and few in law enforcement know of the law's existence. Victim restitution programs do not exist and given the relative inefficiency of the judicial system, civil lawsuits are not considered an effective recourse. The government is expanding the number of Bulgarian liaison officers in Western Europe, but there is no specialized anti-trafficking training for consular officers abroad.

BURKINA FASO (TIER 2)

Burkina Faso is a source, transit, and destination country for children trafficked for forced labor within West Africa and, to a much lesser extent, a source and transit country for women trafficked to Europe for sexual exploitation. There are traditional regional patterns of poverty-driven mass migration of children for work in the mining, crafts, and agricultural sectors and as domestics. Intermediaries often take advantage of these patterns to trick parents into selling their children, who are then subjected to harsh labor conditions and sometimes abuse. Instability in neighboring Cote d'Ivoire is changing migration patterns, but the degree and direction of those changes are unclear as of now.

The Government of Burkina Faso does not fully comply with the minimum standards for the elimination of trafficking in persons; however, it is making significant efforts to do so despite severe resource constraints. The government should impose stiffer penalties on traffickers and take steps to curb corruption among border officials.

Prevention

In 2002 the government's national task force established rural vigilance and surveillance committees in five regions. In conjunction with NGOs, the government continues to support public awareness campaigns, holding training seminars for soldiers and customs agents on trafficking in persons. The government allots one quarter of its budget to education, and makes a particular effort to educate girls. Burkina Faso is one of the West African countries participating in an international program to reduce trafficking in children and a regional action plan to combat trafficking.

Prosecution

Burkina Faso currently has no law against trafficking. An anti-child-trafficking bill is before the National Assembly and was developed in cooperation with international organizations and NGOs. Labor laws and laws against slavery, kidnapping, and violence against children are used to prosecute traffickers. In 2002, two traffickers from Benin were convicted using the kidnapping laws, and sentenced to six months in prison. The government has worked with Cote d'Ivoire on 30 trafficking cases. In 2001, according to the most currently available statistics, the government investigated 23 cases of commercial sexual exploitation of children. It trained border control personnel on trafficking issues and negotiated cross-border agreements with neighboring countries, such as Cote d'Ivoire, Benin, Togo, and Niger, to combat trans-border trafficking through tighter documentation of minors.

Protection

The Ministry of Social Action and Solidarity assists regularly in the repatriation and re-integration of victims, and maintains two shelters and five transit centers for trafficking victims, mainly children, with staff trained to identify trafficking situations and assist victims. In conjunction with an international organization, the government's shelters assisted 299 children in 2002. In January 2003, the government established a project to provide trafficked children and their parents with micro-credit loans and apprenticeships.

BURMA (TIER 3)

Burma is a source country for persons trafficked for labor and sexual exploitation. Although the government has taken steps to combat trafficking for sexual exploitation, significant use of internal forced labor continues, especially by the military. Burmese are trafficked mainly to Thailand, but also to China, Taiwan, Malaysia, Pakistan, and Japan for sexual exploitation, as well as domestic and factory work. Internally, trafficking of women and girls for prostitution occurs from villages to urban centers and other areas, such as trucking crossroads, fishing villages, border towns, and mining and military camps.

The Government of Burma does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The military is directly involved in forced labor trafficking. The ILO's attempts to work with the government to address forced labor abuses have had only limited success. Burma's failure to make progress on forced labor more than offsets the government's improving, but still inadequate, record of combating trafficking for sexual exploitation. The government has allowed some limited but important NGO and international organization activity to educate officials and vulnerable populations, and to assist trafficking victims returning from abroad.

Prevention

Governmental measures to prevent trafficking for sexual exploitation include publicizing the dangers in border areas via government-sponsored discussion groups, distribution of printed materials, and media programming. The government has worked with the UN to educate officials and potential victims on the nature of trafficking for sexual exploitation. The results are uneven and their effectiveness is often undercut by the repressive political climate in Burma and constrained by the government's limited financial resources. Government involvement in forced labor continues. Forced labor prevention efforts are limited to posting directives prohibiting such practices. The government has not publicly acknowledged that forced labor is a widespread problem and has rebuffed recommendations on prevention made by the ILO, which maintains an office in Rangoon.

Prosecution

Burma lacks a comprehensive anti-trafficking law, but a combination of statutes against kidnapping and prostitution is used to arrest and prosecute offenders who traffick in persons for sexual exploitation. According to official government data, Burma prosecuted about 100 such traffickers over the last year. Although information on convictions is incomplete, sentences reportedly ranged from 5 to 12 years, with most carrying a prison sentence of seven years. Corruption is a problem as some local and regional officials are suspected of turning a blind eye to trafficking. The Burmese military has generally not implemented directives prohibiting forced labor trafficking, while continuing to carry out abuses including forced portering, road construction, and military conscription (including of children). There have been no arrests or prosecutions of corrupt officials related to trafficking.

Protection

The government provides limited programming to provide women with income-generating skills and to assist returning victims of trafficking, but there is no specific budget for such activities, which are largely "self-financing." It allows two foreign NGOs and the UN to provide some services and support for repatriation of victims trafficked for sexual exploitation. The government provides no assistance to victims trafficked for forced labor.

BURUNDI (TIER 2)

Burundi is a source and destination country for trafficking in persons, primarily children conscripted to serve as porters, cooks, and some as combatants in both government and rebel forces, many of whom were forcibly recruited. Other children join the military using false documents, and many orphans and children separated from their parents work as porters and cooks at government military camps. Rebel forces also reportedly recruit among growing numbers of street children and orphans, among Burundian refugees in camps in Tanzania, and from other neighboring countries.

The Government of Burundi does not fully comply with the minimum standards for the elimination of trafficking in persons; however, it is making significant efforts to do so despite severe resource constraints. The government, inaugurated in early May 2003, needs to continue its efforts to demobilize and assist child soldiers, take action against those using them, and provide protection for demobilized child soldiers.

Prevention

Government policy prohibits child combatants, but many suspected children join the military with false documents. Beginning in May 2002, the Ministry of Defense began investigating the extent of the child soldier problem, holding discussions at three army camps and among senior officers, and began a series of awareness raising seminars for senior officers in June and November 2002. In August 2002, the government conducted a survey of families to determine how many children had left to join the government or rebel forces. The Army then conducted a census of minors in the military in October 2002. As a result, the Army Chief of Staff ordered that commanders cease the use of children as combatants in January 2003. The government is working with an international organization to demobilize child soldiers and participating in another international program to prevent children, particularly street children, from becoming involved in armed conflict. The government facilitated the travel of former child soldiers to the Department of Labor conference on child soldiers.

Prosecution

Although there is no specific anti-trafficking law, forcing others into prostitution is prohibited. Bonded labor is also prohibited. The Ministry of Defense prepared a package of laws, including a new minimum age requirement for recruitment, and the government is reviewing laws to strengthen punishments for sexual exploitation of children. The new Council of Ministers is considering these reforms over the next three months. The government broke up a prostitution ring in which four persons were imprisoned.

Protection

The government established a body to demobilize and reintegrate child soldiers that includes the military, government, and non-governmental and international organizations. The government, in partnership with an international organization, is reuniting children with parents and providing alternative education. The government is releasing child soldiers who have been detained or imprisoned.

CAMBODIA (TIER 2)

Cambodia is a source and destination country for persons trafficked for sexual exploitation and forced labor. Cambodian men, women, and children who cross into Thailand, often as illegal migrants, are forced into labor or prostitution by traffickers. Cambodian children are trafficked into Vietnam and forced to work as street beggars. Vietnamese women and girls are trafficked into Cambodia for prostitution. Cambodian women and children are trafficked internally for sexual exploitation.

The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Faced with limited resources, government officials have recognized that trafficking is a major problem confronting the country and have put in place new measures—particularly in prosecution and law enforcement—to address the challenge. Much remains to be done to build upon this modest start. Government action should concentrate on removing corrupt officials linked to trafficking, ensuring that procedures to protect victims function uniformly, and expanding bilateral cooperation, particularly with Vietnam. Future government action should also include enacting an anti-trafficking law, as well as increasing the number of prosecutions and convictions of traffickers.

Prevention

The government works with a wide-reaching array of NGOs and international organizations on prevention. Both the Ministry of Women's and Veterans' Affairs (MOWVA) and the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MOSALVY) have worked with NGOs and international organizations to build up community-based networks in high-risk provinces to inform potential victims of the risks of trafficking. The MOWVA carried out information campaigns, including grassroots meetings in key provinces. The Ministry of Tourism works with NGOs to produce workshops and pamphlets to combat trafficking dangers associated with sex tourism.

Prosecutions

The Government of Cambodia has no comprehensive anti-trafficking law. Law enforcement against traffickers is possible under existing statutes. The Ministry of Interior runs a hotline to gain tips on cases of child sexual exploitation. The hotline has helped officials to identify and rescue victims at risk. According to available data, there were at least 75 convictions of sexual exploiters under the Law on the Suppression of the Kidnapping, Trafficking, and Exploitation of Human Beings. The number of convictions under the law specifically related to trafficking in persons is not available, but NGOs reported at least nine criminal convictions, with six defendants receiving sentences ranging from 10 to 20 years imprisonment. Victims were also awarded financial compensation. Prosecution of traffickers was hampered, however, because the judicial system is backlogged and burdened by corrupt practices, a subject of continuing concern. While authorities have arrested public officials on charges of corruption related to trafficking, no complete information was available on these efforts. The government needs to take aggressive steps to address the involvement of public officials and their families in trafficking.

Protection

The government has procedures to assist victims but they are limited and not uniformly implemented. MOSALVY runs two temporary shelters for victims and attempts to place victims with NGOs for long-term sheltering. However, victims are at risk of being taken out of these shelters

and re-trafficked. MOSALVY's efforts are hampered by a lack of resources. Officials have pushed a much-needed memorandum of understanding (MOU) with Thailand, which when implemented will regularize Cambodian repatriations. Government officials recognize the need for regularized repatriation of Vietnamese, and the MOWVA has begun discussions with Hanoi to promote an MOU.

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, Niger, Mali, 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 fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severely limited resources. Cameroon could step up its prevention efforts and more vigorously prosecute traffickers to conviction.

Prevention

The government's anti-child labor action plan was finalized in 2002. The inter-agency anti-trafficking group, comprised of 10 ministerial agencies, supported public awareness raising programs throughout the year. The government provides free public education, micro-credit projects for vulnerable portions of the population such as women and young girls, and outreach to parents in rural areas at high risk for trafficking. Cameroon is part of a regional effort to reduce trafficking in children and participates in an international program to reduce the worst forms of child labor, including trafficking. This program lays out a timeline with set goals.

Prosecution

Although it has no trafficking law, Cameroon has laws prohibiting slavery and trafficking into prostitution, and the government investigates trafficking cases. The Penal Code "prohibits reducing a person to or maintaining a person in slavery, or engaging, even occasionally, in trafficking in human beings." Forced or compulsory labor is also prohibited. Several cases are currently under investigation, and a few are in court. Penalties for trafficking include a prison sentence ranging from 15-20 years and asset forfeiture. The police plan to implement an anti-trafficking training in late 2003, and are in the process of creating a minors' unit. Border officials are giving more scrutiny to unaccompanied minors. Cameroon is working with Equatorial Guinea, the Central African Republic, Gabon, Chad, and Congo-Brazzaville to develop a sub-regional instrument to govern anti-trafficking actions on border control, extradition, and penalties. Corruption remains a problem.

Protection

The government provides temporary residence status, shelter, and medical care to trafficking victims, and works closely with NGOs, opening a home for distressed child victims in December 2002. Children are placed in public or private institutions where they receive education, medical care, and counseling assistance. Cameroon also provides in-kind assistance to NGOs working to help trafficking victims, such as tax concessions, and duty-free importation privileges.

CANADA (TIER 2)

Canada is a destination for persons trafficked into prostitution, and to a lesser extent forced labor, with victims coming primarily from China, Thailand, Cambodia, Philippines, Russia, Korea, and Eastern Europe. Traffickers also use Canada as a transit point for moving victims from these countries to the United States.

The Government of Canada does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Canada has a broad social safety net, comprehensive legal structure, and coordinated enforcement. Implementation of the Immigration and Refugee Protection Act, which took effect in June 2002, should enhance the government's uneven efforts to prosecute traffickers and impose tough sentences.

Prevention

Canada attempts to prevent trafficking before victims reach Canadian shores. The Canadian International Development Agency contributes anti-trafficking funds to several developing countries. Immigration officers are stationed in key source countries to identify illicit migration and stop traffickers before they depart for Canada. A new policy requiring that Canadian minors be issued their own passports, rather than being included in a parent's passport, is intended to protect children from traffickers posing as parents.

Prosecution

The Immigration and Refugee Protection Act prohibits trafficking and prescribes tough punishments for traffickers. Task forces comprised of federal, provincial, and municipal law enforcement officials have investigated illegal prostitution and smuggling rings and freed some trafficking victims, but there have been few convictions of traffickers, due in part to deportation of witnesses. Canadian and US law enforcement have excellent cooperation on migration and border control with several successes in breaking up illicit migration operations.

Protection

Provincial governments provide protection and basic services such as shelters, health care, and legal aid for all victims of violence and sexual abuse, including trafficking victims; however, there are no specific efforts to work with and rehabilitate trafficking victims. Some provinces have recently enacted legislation allowing victims to sue pimps and sex abusers for the costs of treating the victims. Foreign trafficking victims are eligible to apply for refugee status under gender-related persecution guidelines, but often they are deported.

PEOPLE'S REPUBLIC OF CHINA (TIER 2)

The People's Republic of China (PRC) is a source, transit and destination country for trafficking for labor and sexual exploitation. There is also internal trafficking of young women and girls sold as brides. Victims trafficked into the PRC originate from Thailand, Burma, Mongolia, Laos, North Korea, Vietnam and Russia; they are most often young women and girls trafficked for prostitution or sold as brides. Political prisoners in the PRC, including Tibetans, are occasionally forced to work in prison and detention facilities. Chinese are trafficked to Taiwan, Singapore, Australia, Japan, Malaysia, the Hong Kong or Macau Special Administrative Regions, South Korea, North America, and Europe. Many Chinese migrants who are smuggled to North America are trapped in forced labor to repay traffickers.

The Government of the People's Republic of China does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Senior officials have expressed their determination to combat trafficking, and policies are in place to do so. Although the implementation of those policies is uneven, the PRC's continued high-level engagement on fighting trafficking is vital to address the worldwide problem. The PRC can sharpen its effectiveness by widening its international cooperation on law enforcement. The government should continue to fight corruption along its lengthy borders.

Prevention

The PRC continued public awareness campaigns against trafficking in women and children, including warning messages about domestic bride abuses. The Ministry of Public Security (MPS) announced its four-year "Elimination of Trafficking: Zero Tolerance Plan" with UNICEF targeting rural farmers via promotional awareness and educational activities. MPS drafted an anti-trafficking action plan that established a national committee to oversee its development. Other campaigns were aimed to keep children in school ("Spring Bud Plan") and women's empowerment ("Rural Women Know All") through vocational training and rights awareness. The ILO-IPEC Mekong Sub-Regional Project continues to prevent trafficking through cooperation between government officials and local communities.

Prosecution

Trafficking in women is specifically outlawed in the PRC. The government recognizes trafficking as a priority law enforcement issue and has an anti-trafficking unit within the MPS. No government figures were released on prosecutions for the past year, although press releases note that there were 469 arrests of suspected human traffickers in the Fujian province alone. Inter-government cooperation and exchanges between law enforcement officials took place with Vietnam and Thailand.

Protection

PRC assistance is primarily focused on Chinese trafficking victims. Women are reintegrated into their communities through resettlement centers offering legal, medical, and psychological help. The PRC collaborated with UNICEF on three pilot "transit centers" offering victims temporary lodging, counseling, and vocational training, as well as training hundreds of MPS officers on victims' needs.

COLOMBIA (TIER 1)

Colombia is a major source of women and girls trafficked into prostitution. Victims are primarily sent to Europe, especially Spain and The Netherlands, as well as Japan. There also is internal trafficking in Colombia for prostitution and forced conscription in terrorist and guerrilla groups, often with children as the victims.

The Government of Colombia fully complies with the minimum standards for the elimination of trafficking. The widespread civil internal armed conflict, the existence of well-organized drug trafficking groups, and economic pressures combine to make Colombia one of the three major source countries for trafficking victims in Latin America (Brazil and Dominican Republic are the others). However, despite these factors, the government continues to make serious and sustained efforts toward the elimination of trafficking in persons, both at home and abroad.

Prevention

An interagency committee coordinates a variety of anti-trafficking prevention measures, including the creation of a hotline, public awareness campaigns, and improved coordination with INTERPOL. Police and immigration officials, with the help of NGOs, closely monitor airports and have prevented dozens of Colombians from being trafficked by identifying would-be victims and educating them on the dangers that lay ahead.

Prosecution

In 2002, improved anti-trafficking legislation broadened the definition of trafficking and toughened the penalties—almost doubling the prison sentences and raising the maximum fine by a factor of 10. Colombia is one of the leading countries engaged in cooperative international law enforcement cooperation against traffickers. Police have conducted numerous international operations in coordination with other governments, particularly Spain, The Netherlands, and Japan, which have led to the freeing rescue of hundreds of trafficking victims and over 100 arrests. For example, in November 2002, information provided by Colombian law enforcement authorities through Colombia's diplomatic mission in Tokyo led Japanese officials to arrest a major organized crime leader who had trafficked at least 400 Colombian women into Japan. Several Colombian collaborators in the trafficking ring were deported to Colombia, where they are under indictment and in custody. Domestically, police are proactive, attempting to break up trafficking rings before women are victimized. In the last 18 months, government authorities have arrested 44 persons on trafficking charges, indicted 30, and convicted 16. The government encourages victims to testify against their traffickers, but the witness protection program is underfunded, and successful intimidation by traffickers has helped keep the number of successful prosecutions low.

Protection

The Ministry of Foreign Affairs assists Colombian victims abroad by providing basic services and facilitating repatriation. The government cooperates with a network of NGOs and IOM to provide support and assistance to victims once they return to Colombia. The government works with IOM to train diplomats and consular officials on how to assist victims. IOM also works closely with other governmental officials, training more than 500 officials last year on the implementation of the new trafficking law.

DEMOCRATIC REPUBLIC OF THE CONGO (TIER 2)

The Democratic Republic of the Congo is a source country for trafficked persons. Rebel forces and militias continue to abduct and forcibly recruit Congolese men, women, and children to serve as forced laborers, porters, combatants, and sex slaves in areas of the country under their control. Internal trafficking for forced labor and commercial sexual exploitation also occurs. To a lesser extent, the Democratic Republic of the Congo is a source country for women trafficked to France and Belgium on “entertainment visas” but then forced into commercial sexual exploitation to pay off debts.

The Government of the Democratic Republic of the Congo does not comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government should increase its commitment to raising public awareness, providing better protection and assistance to victims, and step up law enforcement efforts, especially prosecutions, in areas under its control.

Prevention

The government participates in an international program to prevent children from becoming child soldiers and to combat child labor. It also conducts information campaigns on local radio and in local community meetings. Over the past year, the government held workshops to assist the reintegration of former child soldiers and other combatants into their home communities as part of its ongoing demobilization program currently enforced by the National Bureau for Demobilization and Reintegration. With NGOs, the government implements education programs for child soldiers, street children, and orphans and tries to improve educational opportunities for girls, a highly vulnerable group for trafficking. The Ministry of Family Affairs and Labor now implements its action plan against sexual exploitation in conjunction with an international organization.

Prosecution

The initial draft of the new constitution prohibits forced labor. In the meantime, the government uses statutes prohibiting slavery, forced labor, debauchery, and rape to prosecute traffickers. We have no information on prosecutions. In May 2002, the government filed a case in the International Court of Justice against Rwanda for forced conscription, abduction, and rape of Congolese citizens. The government is actively gathering testimonies from escaped abductees and former child soldiers to try war criminals.

Protection

Due to a lack of resources, the government conducts few victim protection efforts, instead relying heavily on non-governmental and international organizations. The government provides family tracing services, medical assistance, psychological rehabilitation, reintegration, and counseling for families accepting child soldiers. The government is willing to assist the repatriation of victims trafficked to Europe for commercial sexual exploitation, but no requests have been made.

COSTA RICA (TIER 2)

Costa Rica has internal trafficking and is primarily a destination country for women and children trafficked into prostitution. Costa Rica is also a source and transit country for illegal migration, which includes trafficking. Women and girls are trafficked to Costa Rica from Colombia, Dominican Republic, Nicaragua, Panama, and to a lesser extent, Russia, Philippines, Romania and Bulgaria. The vibrant tourism industry attracts a small but growing percentage of sex tourists primarily from the United States, Canada, and Germany who prey on children.

The Government of Costa Rica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Costa Rica has continued to improve efforts to investigate and prosecute child sex abusers. There is significant political will to fight trafficking in persons which hopefully will translate into further actions to assist victims and prevent trafficking.

Prevention

The government implemented some public awareness activities, including a radio campaign on the plight of street children who remain at high risk of being trafficked. In October 2002, the government placed stricter controls on the emigration of minors by requiring an exit document if the child was not traveling with a parent. Programs to raise school attendance and provide vocational opportunities to young women have been carried out but could be expanded.

Prosecution

The Special Prosecutor on Sex Crimes reported hundreds of investigations launched in 2002, which led to a handful of convictions. The government expanded training of police and government officials on investigation methods and appropriate treatment of victims by the United States, UNICEF and IOM. In late 2002, each of the nation's 10 police districts established delegations of two investigators and two prosecutors to focus solely on sexual exploitation. Several anti-corruption cases are ongoing, some related to migration offenses. Increased prosecutions are expected to follow as training increases.

Protection

Most victim assistance is provided through well-established NGOs and not through the government. The Child Welfare Ministry has created various community boards to assist in the protection of children. The government should continue plans to provide shelters for child victims of sexual exploitation as well as improve basic services. Medium and long-term care for victims is appropriate and benefits judicial proceedings against traffickers.

COTE D'IVOIRE (TIER 2)

Cote d'Ivoire is primarily a destination country for children trafficked from Burkina Faso, Mali, Benin, Togo, and Ghana for domestic and farm labor and a destination for women and girls trafficked from Nigeria, Liberia, and Asia for commercial sexual exploitation. It is also a country of origin for girls trafficked internally and to Europe and the Middle East for domestic servitude. An armed rebellion in September 2002 resulted in closure of the borders with neighboring countries, changing trafficking patterns and creating larger displaced and vulnerable populations.

The Government of Cote d'Ivoire does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severely limited resources and instability. Passage of the anti-trafficking law and implementation of stiff sentences for traffickers will enhance Cote d'Ivoire's anti-trafficking efforts.

Prevention

The national task force to combat trafficking has high-level government support and significant resource commitment from several agencies, including 20 Ministry of Women, Family, and Children's Affairs personnel working on child trafficking. Over the past year, the government worked closely with international organizations to regulate child labor on cocoa farms. The International Institute for Tropical Agriculture and government-supported national researchers conducted a survey on child labor to assess the scope and magnitude of the problem. The government supported public awareness campaigns focused on the exploitation of children for labor, trafficking of girls as domestics, and warning Ivoirians about the dangers of private employment agencies. Cote d'Ivoire participates in an international program to eliminate the worst forms of child labor in the cocoa industry, which withdraws children from hazardous work and provides income-generating activities, economic alternatives, and education. Cote d'Ivoire also participates in a regional plan of action to combat trafficking.

Prosecution

There is no anti-trafficking law, although one is pending in the National Assembly, but the government used other statutes, such as those against kidnapping and forced labor, to prosecute traffickers. At least nine traffickers from Cote d'Ivoire and neighboring countries were arrested and 100 children rescued in 2002. In 2001, approximately 550 Malian and Burkinabe children were rescued and 29 traffickers were arrested; those convicted received sentences ranging from 5 to 10 years in prison. There is no evidence of government complicity in trafficking, but there is corruption among low-level border officials and police. Border officials deny entry to children not traveling with their parents because there is a high likelihood they are being trafficked. Anecdotal evidence suggests the Ivorian-Malian border agreement is leading to improved border controls and a decline in child trafficking. Investigators and prosecutors participated in anti-trafficking training with INTERPOL, NGOs, and neighboring countries.

Protection

The government facilitates the repatriation of trafficking victims. Rescued children are accommodated with host families and at reception centers, receiving health and psychological counseling until source country embassies can receive them.

CROATIA (TIER 2)

Croatia is primarily a transit country to Bosnia and Herzegovina and Western Europe, and to a lesser extent a source and destination country, for trafficking of women for the purposes of forced prostitution. The extent of the problem in Croatia has been difficult to establish. In the past year, more information emerged regarding trafficking routes through Croatia.

The Government of Croatia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has shown an enhanced willingness to establish preventive mechanisms, including cooperation with non-governmental organizations and neighboring countries.

Prevention

The government created the National Commission for the Suppression of Trafficking in Persons, chaired by the Deputy Prime Minister. The Commission does not meet regularly, but members represent all relevant ministries, NGOs, international organizations, and the media; and it is responsible for implementing the new National Action Plan. The Head of the Government Office for Human Rights was appointed the government's anti-trafficking coordinator. In the spring, the Commission endorsed an IOM awareness campaign, which includes free spots on Croatian National TV and 20 local radio stations nationwide. Campaign materials are concentrated in border crossings, public transport, schools and employment agencies. The government signed memoranda of understanding with two international organizations assisting victims, and continued to cooperate with regional governments through regional ministerial declarations and Stability Pact capacity-building activities. Despite limited resources, the government funded a survey to be conducted among high school students regarding awareness of human trafficking.

Prosecution

The Croatian criminal code contains a number of trafficking-related crimes, such as slavery, international prostitution and illegal human transport across a state boundary; however, there have been few convictions on trafficking-related crimes. The government forwarded to the Parliament proposed amendments to the penal code to specifically criminalize TIP. Croatia participates in the Southeastern European Cooperative Initiative (SECI) on law enforcement and is part of the regional agreement on police cooperation in suppression of illegal migration and organized crime. Croatia participated in SECI's "Operation Mirage" which resulted in 14 arrests.

Protection

Civil society projects are underway to raise the government's capacity to identify victims of trafficking. The government provided some assistance to a shelter for victims and cooperates with the International Organization for Migration, which is providing additional protective services. The government also assisted an NGO network to establish and operate an SOS "800" number for victims of trafficking to call for assistance. The Ministries of Interior and Labor and Social Welfare began training their officers to identify victims, leading to successful victim identification within a group of detained illegal migrants. The officers contacted IOM, which assisted the victims.

CUBA (TIER 3)

Cuba is a country of internal trafficking for sexual exploitation and forced labor. Minors are victimized in sexual exploitation connected to the state-run tourism industry. Despite occasional measures by the Government of Cuba to crack down on prostitution, state-controlled tourism establishments and independent operators facilitate and even encourage the sexual exploitation of minors by foreign tourists. Government authorities turn a blind eye to this exploitation because such activity helps to win hard currency for state-run enterprises. Opponents of the Cuban government, often arrested under the crime of “dangerousness,” are forced to carry out state-run construction and agricultural labor that profit the state. Laborers are coerced to work on foreign investment or government priority projects without adequate compensation, which is retained by the state. Children are coerced to perform agricultural work.

The Government of Cuba does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government does not acknowledge that its tourism institutions are involved in the sexual trafficking of minors; it does not acknowledge that it participates in forced labor trafficking.

Prevention

The government does not acknowledge a trafficking problem per se, but does acknowledge the existence of prostitution. The government carries out no public awareness campaigns to warn of the dangers of trafficking, but it does endorse women’s participation in economic decision-making and children staying in school.

Prosecution

The Cuban penal code makes it illegal to promote or organize the movement of persons in or out of the country for prostitution. The code outlaws pimping, and the selling of and trafficking in minors. Criminal penalties are imposed under the law, but the government makes no data available on the number of prosecutions and convictions of traffickers it has carried out. Over the years, the Cuban government has reversed its position regarding its condemnation of the prostitution that feeds sex tourism. There is no known law enforcement against traffickers who make available state-controlled public facilities for the sexual exploitation of minors.

Protection

Government assistance to trafficking victims is inadequate. Social workers and state-controlled “mass” organizations have provided some assistance to women in prostitution. Suspected prostitutes are known to be detained by the police and sent to rehabilitation or “reeducation” centers. Such centers provide legal and medical help, but have been criticized for violating the rights of the internees.

CZECH REPUBLIC (TIER 1)

The Czech Republic is a source, transit, and destination country for women trafficked from the former Soviet Union (in particular, Russia, Belarus, Ukraine, and Moldova), Eastern Europe, the Balkans, and Asia into the Czech Republic and onward to Western Europe and the United States for prostitution. Small numbers of Czech men are trafficked to the United States for coerced labor. There is some evidence of internal trafficking of Czech women and children from areas of low unemployment near border regions with Germany and Austria. Additionally, foreign minors are believed to be exploited in the commercial sex trade either in the Czech Republic or other European countries.

The Government of the Czech Republic fully complies with the minimum standards for the elimination of trafficking. The government focused its resources on all three areas, especially prioritizing regional law enforcement cooperation. Information on court convictions was uneven and lack of resources hampered some overall efforts.

Prevention

The Crime Prevention Division of the Interior Ministry implemented a national media campaign on the dangers of trafficking, as well as an informational program in Czech schools targeting 13 and 14 year olds. The government created a National Plan for Combating Commercial Sexual Abuse, including trafficking in women and children for sexual purposes, for which the Interior Ministry has the leading role.

Prosecution

The government amended the criminal code to include a broader definition of trafficking victims, and to raise the penalty from five to 12 years for traffickers who cause grave bodily harm to their victims. In 2002, the Czech Republic investigated 19 cases under the trafficking in persons statute, yielding 14 indictments. While none of the cases was concluded during the year, eight individuals were held in pre-trial detention pending final resolution. Police recorded 139 trafficking-related arrests during 2002. The Anti-Organized Crime Police has a special unit specifically trained in human trafficking, and the Interior Ministry cooperates closely with NGOs to train police and investigators handling trafficking cases. The government cooperates with regional governments to investigate and prosecute trafficking cases. The Foreigner and Border Police work closely with their counterparts in Germany and Austria, and in June 2002, Czech authorities conducted a series of raids on suspected traffickers with counterparts in Germany, Austria, Bulgaria, and Romania. Border monitoring is relatively weaker regarding the Polish and Slovak border, but the government is using EU assistance to improve its border control.

Protection

The government refers trafficking victims to NGOs, which provide shelter and medical treatment; the government also provides partial funding for these services. The Interior Ministry funds an NGO which assists foreign victims with repatriation and Czech victims with reintegration services. Victims willing to testify against a trafficker may be offered temporary residence, a work permit, access to social assistance, and in extreme cases, police protection. The government continues to detain some possible victims, followed by removal either immediately or after a thirty-day stay of deportation.

DENMARK (TIER 1)

Denmark is both a destination and transit country for women and children trafficked from the former Soviet Union countries, Eastern Europe, and the Baltics, as well as Thailand, for the purposes of sexual exploitation. Denmark as a transit for trafficked victims from Eastern Europe and the former Soviet Union on their way to other European and Nordic countries may be exacerbated by implementation of the Schengen Agreement and resulting relaxation of many border controls

The Government of Denmark fully complies with the minimum standards for the elimination of trafficking, including making serious and sustained efforts to eliminate severe forms of trafficking with regard to law enforcement, protection of victims, and prevention of trafficking. The government showed a particularly strong focus on prevention in the past year, both domestically and internationally, and on protection activities in-country, but efforts should be made to avoid immediate deportation of trafficked victims, some of which have been minors. With the passage of the new anti-trafficking legislation, it is hoped that the government will maintain vigorous law enforcement while improving its screening mechanism to prevent deporting victims in the coming year.

Prevention

The Government of Denmark established teams of fieldworkers that assessed the problem through direct contact with victims, and facilitated dialogue between public authorities and NGOs. The government earmarked nearly \$1.5 million for a three-year strategy to combat human trafficking. In conjunction with the release of Denmark's National Action Plan in 2002, the Ministries of Social Affairs and Gender Equality conducted an anti-trafficking ad campaign in all major newspapers. In addition, the Ministries of Social Affairs and Gender Equality subsidize a hotline and website.

Prosecution

New anti-trafficking legislation went into effect in late 2002 but its overall effectiveness is still uncertain, as no cases were brought to trial. Previously, Danish authorities prosecuted trafficking under other provisions of the criminal law, such as those against human smuggling. Three foreigners and five Danish nationals were convicted for smuggling prostitutes, but all the convictions were overturned on appeal. The Danish National Commissioner of Police maintains its own internal task force on trafficking in persons, assists local police constabularies with investigations and trains its officers to recognize and investigate instances of trafficking. The government monitors trafficking largely through information-sharing between the national police and immigration authorities of countries with common borders and shared concerns. The government cooperates in international investigations, exchanges information with other Scandinavian countries, and works with Europol to track trafficking victims across borders.

Protection

The Danish Aliens Act allows a 15-day legal stay for trafficking victims prior to their repatriation in order to provide services to victims and ensure their safe return. During this time, victims cannot be employed, but are provided medical assistance, counseling and safe housing. The repatriation procedure applies to persons without visas, but may be extended to victims with valid visas only. However, the government normally deports those found to be in the country illegally. This may occur at the conclusion of a trafficking cases or much sooner. In some cases minors have been immediately deported. Trafficked legal workers appear to have greater rights than trafficked women illegally present in Denmark, but the law and social policy currently favors deportation in

both situations. The government has no formal witness protection program, but guarantees safe surroundings with access to professional social, medical and psychological support to those waiting to testify in court. The government also funds an NGO that provides legal services to trafficking victims. The government funds several NGO hotlines to support victims, prevent trafficking, and gather empirical data on the problem. The Ministries of Social Affairs and Gender Equality disseminate information to victims and provide confidential counseling.

THE DOMINICAN REPUBLIC (TIER 3)

The Dominican Republic is a source, transit, and destination country for persons trafficked for sexual exploitation and forced labor. Dominicans are trafficked internally, particularly poor children who work as domestics. Some of the Dominican women and girls who are smuggled to Europe, the United States and elsewhere in the Western Hemisphere end up in trafficked situations. Some are trafficked to these destinations for sexual exploitation. Haitian children are trafficked into the Dominican Republic. In addition, some of the many Haitians who enter the Dominican Republic as illegal migrants become subject to trafficking abuses. Illegal migrants from a number of countries transit through the Dominican Republic; some may be trafficking victims.

The Government of the Dominican Republic does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. While the government recognizes trafficking as a problem, the effectiveness of these measures is diminished by the government's incomplete efforts to convict traffickers and deal with public corruption. The Dominican Republic remains one of the largest victim source countries in the Western Hemisphere. In response, the government has not undertaken any notable prosecutions of traffickers. The government should enact comprehensive anti-trafficking legislation, which is under consideration in Congress.

Prevention

A committee of several government offices, known as CIPROM, works on prevention matters. The committee has worked with IOM to continue the distribution of printed materials that informs potential victims, particularly young women, of the dangers of trafficking. The government cooperates with the country's leading NGO fighting trafficking to distribute printed materials and run a telephone hotline. The government has been involved in a number of seminars and public activities, including hosting an assembly of the OAS's Inter-American Commission of Women that addressed trafficking.

Prosecution

The Dominican Republic has no comprehensive anti-trafficking statute but has used existing laws that apply to smuggling, domestic violence, and kidnapping to prosecute traffickers. Senior government officials have spoken out in general terms about the need to combat trafficking and acknowledge that trafficking is a problem, but law enforcement efforts have been lacking. Some arrests have been made, usually in the context of smuggling. However, penalties are lenient and rarely imposed, and kingpin traffickers are not prosecuted. Efforts by the government to work with victims to prosecute traffickers have been hampered by the victims' fear of the traffickers and the government's inability to protect victims. Several officials in the diplomatic and immigration services implicated in facilitating or even participating in trafficking activities have not faced sanctions. In the Foreign Affairs Ministry, internal procedures and practices in the context of visa issuance continue to be open to misuse.

Protection

The Secretariat of Women through CIPROM takes the lead on protection issues for the government. Working with NGOs and international organizations, the government opened a center to assist returning migrant women in 2003. IOM worked with the government to assist Dominican women trafficked to Argentina to return home. The Secretariat of Labor, working with ILO, has become more involved in protecting children at risk, a continuing area of concern. In a positive development, the Foreign Affairs Ministry is training diplomatic personnel on trafficking issues and specifically how to assist victims overseas.

EL SALVADOR (TIER 2)

El Salvador is a source, transit and destination country for trafficking for sexual exploitation. Salvadorans are trafficked to other Central American countries, Mexico, and the United States. Nicaraguans, Hondurans and South American nationals are trafficked to or through El Salvador. Women and children are trafficked internally for sexual exploitation.

The Government of El Salvador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite limited resources. The government recognizes that trafficking in persons is a problem. It fights trafficking by enforcing its anti-migrant smuggling law, cooperating with NGOs and attempting to enforce child labor standards.

Prevention

Government agencies and NGOs have worked together on information campaigns against trafficking. For instance, the government has sponsored television public service messages to discourage illegal migration and warn potential victims, as well as newspaper advertisements condemning the sexual exploitation of children. Labor ministry officials cooperate with the ILO to formulate policies that address the worst forms of child labor.

Prosecution

Two laws prohibit trafficking. Although there have been no arrests for trafficking per se, the authorities have prosecuted migrant smugglers who might have been involved in trafficking. There is no evidence that the government is involved in or tolerates trafficking, and no officials have been charged for violating trafficking statutes. However, individual police officers, migration officials and politicians are under investigation in migrant smuggling cases. The anti-migrant smuggling unit is also responsible for combating trafficking. Although airport controls are adequate, the government is not able to adequately control or monitor its land and maritime borders.

Protection

The government provides legal, medical, and psychological assistance to detained illegal migrants, including those who might be trafficking victims. However, the government does not determine who among the detained might be a trafficking victim, and does not encourage foreign trafficking victims to assist in investigations. Although foreign victims are not treated as criminals, the quick deportation process prevents them from filing a civil suit or pursuing legal action against traffickers. The government funds foreign and domestic NGOs that provide services to illegal migrants who might also be trafficking victims. A government agency provides protection, counseling, and legal assistance to abused, homeless, and neglected children, including those who might also be trafficking victims. Repatriated Salvadorans, including those who may have been trafficking victims, receive government assistance. Salvadoran diplomats are provided with instructional materials to alert them to the problems of migrants; some of these migrants might also be trafficking victims.

EQUATORIAL GUINEA (TIER 2)

Equatorial Guinea is a country of destination and, to a lesser extent, transit for women and children trafficked for commercial sexual exploitation and forced labor. Recent growth in the country's oil industry has fueled demand for women trafficked from Benin, Cameroon, and Nigeria. Children are trafficked in from West and Central Africa and into exploitative work situations as farmhands, domestic servants, and street hawkers. Equatorial Guinea is a transit country for women being trafficked from other African countries to Europe, particularly Spain.

The Government of Equatorial Guinea does not fully meet the minimum standards to eliminate trafficking in persons; however, it is making significant efforts to do so despite severely limited resources. Aggressive enforcement of current statutes in the absence of anti-trafficking legislation and curbing of corruption are needed.

Prevention

The government, in conjunction with NGOs, sponsored a public-awareness campaign which reduced young girls' vulnerability to trafficking and the flow of children trafficked from Benin to Equatorial Guinea for forced labor. The government is working with local community leaders to raise public awareness about trafficking. Equatorial Guinea actively participates in regional conferences and a regional plan of action to combat trafficking in persons. The government has identified poverty and lack of education as root causes of trafficking and has made education free and compulsory until age 14.

Prosecution

Equatorial Guinea does not have an anti-trafficking law but is in the process of drafting legislation. In 2002, the Foreign Minister issued a public announcement threatening stiff penalties for the crimes of sex trafficking and pedophilia, which drove prostitution underground. Equatorial Guinea is an island nation and borders are inadequately monitored. The law prohibits forced labor.

Protection

The government is currently constructing two shelters for trafficked and disadvantaged children, which are scheduled to open in late 2003. The government also assists abandoned children and cooperates with NGOs that provide services to victims and at-risk women and children. In 2001, the government offered to care for and repatriate trafficked children found aboard a captured boat in transit from Benin to Gabon, but ceded to an international organization to manage the repatriation. There are no reports of victims being deported or otherwise punished. In 2000, a young Beninese trafficking victim was found in Equatorial Guinea; the government allowed her to stay and aided her integration into the community.

ESTONIA (TIER 2)

Estonia is a source country for women and girls trafficked for the purpose of sexual exploitation both internally and abroad. Victims are usually trafficked to Finland, Sweden and the other Nordic countries, as well as Germany and Italy. There are also indications of internal trafficking typically from the northeast border region to the capital for prostitution. Those most at risk for being trafficked are unemployed Russian-speaking non-citizens with little or no high school education.

The Government of Estonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Within the last year, the government passed anti-trafficking legislation and participated in regional anti-trafficking efforts; however, protection efforts were relatively weak and it did not engage in concrete preventive efforts in Estonia.

Prevention

Estonia was active in regional cooperation efforts on prevention, including the Nordic Baltic Council of Ministers anti-trafficking campaign; however, the government did not recognize the full extent of the trafficking problem within the last year, nor did it provide specific resources to prevention efforts.

Prosecution

The Government of Estonia passed new amendments to its Penal Code to criminalize trafficking in persons and enslavement, with a maximum penalty of 12 years imprisonment. Eight people were arrested under the new legislation, and 12 other cases were under investigation; but no cases proceeded to prosecution. Police and government officials participate in NGO-sponsored trainings, and trafficking issues are part of the curricula for the Police and Border Guard Schools, and in the Public Service academy. Estonia has a cooperative agreement with Finland to focus on border security and mutual assistance in prosecution, which may provide a framework for anti-trafficking cooperation, although currently the agreement is used to combat drug trafficking and prostitution. Two persons were extradited to Finland for procurement of prostitutes, but the relevance to trafficking was not determined.

Protection

The government does not provide assistance for programs specifically focused on trafficking victims, but it provides limited funds to centers that provide shelter and volunteer training to assist victims of all crimes. Victims may apply for financial assistance under the 2001 State Compensation of Victims of Crime Act, although education and awareness campaigns about the services were not reported. The Ministry of Social Affairs is introducing a new general victim support system with the Evangelical Lutheran Church, which may be utilized for victims of trafficking. Victims may file civil suits or seek legal action against traffickers, but victim restitution is lacking. The government has no special programs or shelters specifically for trafficking victims and the government relies on assistance by international organizations, NGOs, and foreign governments for trafficking victim assistance programs.

ETHIOPIA (TIER 2)

Ethiopia is primarily a source country for women, and to a lesser extent, children trafficked to Lebanon, Bahrain, Saudi Arabia, and the United Arab Emirates for domestic labor. Some women, lured by the prospect of employment abroad, are subjected to domestic servitude and sexual abuse. There is internal trafficking of children for forced labor. Large numbers of displaced persons in camps are increasingly vulnerable to trafficking, particularly the exchange of sexual services for food.

The Government of Ethiopia does not yet fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints and a widespread food emergency. Enhanced law enforcement efforts, especially follow-through on cases, witness protection, prosecution of cases to conviction, and curbing corruption are needed.

Prevention

The government and an international organization conducted a public awareness campaign and inserted anti-trafficking messages into the school curriculum. Local government authorities, trade unions, and children are being mobilized to prevent trafficking and identify traffickers to authorities. Community task forces of barkeepers, police, health providers, and local politicians are involved in anti-trafficking activities. The government provides anonymous complaint forms in local areas to help identify traffickers and those who abuse children's rights. Additionally, an inter-ministerial committee on trafficking meets monthly to coordinate government activities. The Ministry of Labor and Social Affairs monitors and keeps statistics on the numbers of Ethiopians trafficked abroad. In concert with an international organization, the government launched a project for pre-departure briefings of labor migrants to explain their rights in the destination countries. The government supports an ongoing awareness-raising campaign about abuse and exploitation during humanitarian crises.

Prosecution

The Criminal Code prohibits trafficking in women, infants, and young persons. More than 100 traffickers have been arrested in Ethiopia under other statutes, but lack of cooperation from witnesses makes convictions difficult to obtain. Employment agencies, which are a key recruitment mechanism for traffickers, are required to register with the government, but this regulation is not fully enforced. Ethiopians traveling abroad must have a valid work permit; however, false documents are easily obtained and low-level collusion between traffickers and government officials has led to weak enforcement. Allegations of official collusion are being investigated.

Protection

The government works with destination countries to provide assistance to victims abroad and opened a consulate in Lebanon to address the needs of trafficking victims. The consulate, which provides shelter and legal advice, is currently handling 710 cases. Victims are not detained or jailed, and the government sometimes assists with transportation costs for returning victims to travel from the capital to home areas. The government works with NGOs to help street children, victims of child prostitution, and child laborers. Child Protection Units at police stations educate law enforcement officials on the rights of children.

FINLAND (TIER 2)

Finland is a destination and transit country for women and girls trafficked by organized crime syndicates into sexual exploitation, including into enclosed prostitution camps in the northern part of the country. Traffickers bring women in the country on surreptitious marriage contracts and then force them into prostitution. Victims are mainly from Eastern Europe and the Baltic States (Russia, Belarus, Estonia, Latvia, Ukraine and Moldova), but also Southeast Asia (Thailand and the Philippines). Once in Finland, many victims are trafficked throughout the country and on to other Nordic countries and Western Europe.

The Government of Finland does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government dedicated resources to prevention efforts in neighboring source countries; however, law enforcement efforts lacked focus on internal and labor trafficking. Moreover, the government should increase efforts to distinguish trafficking from illegal immigration to ensure implementation of victim protection mechanisms.

Prevention

The Government of Finland did not conduct significant prevention campaigns within Finland, but it focused efforts regionally and internationally. The government participated in the 2002 Nordic Baltic Campaign Against Trafficking in Women, which calls upon governments to dedicate significant resources to combat and monitor trafficking in the region. The government funded prevention activities in other countries, and allocated human resources for some Stability Pact training events. The Ministry of Social Affairs and Health compiles information on international commercial prostitution to combat its negative consequences and on June 1-3, 2003, Finland co-hosted with the U.S., Canadian, and Swedish Embassies in Helsinki, a regional conference on best practices in combating trafficking in minors.

Prosecution

Presently, the law does not specifically prohibit trafficking in persons, nor does the penal code reference trafficking in persons. Many related crimes are absent from the Penal Code as well, such as restricting another's freedom of movement; trafficking in persons for transit purposes; restriction of will, choice and movement of prostitutes via debt bondage; and passport confiscation. The government is developing draft legislation that provides a legal definition for trafficking and provides penalties commensurate with other grave crimes. The government instituted strict border controls and benefited from positive law enforcement cooperation between the EU and Nordic countries. Near the end of 2002, the Helsinki Police ended the most notorious organized prostitution ring in the Helsinki area, but made no arrests. High-ranking police officials believe that the absence of anti-trafficking legislation resulted in insufficient police funding for combating trafficking.

Protection

Cooperation between police and victim assistance organizations exists. The anti-trafficking working group of the Police, Border and Immigration authorities consults with social and health care authorities, and one NGO that works with trafficking victims receives funding from national ministries and local sources. Space at most shelters is limited, and some shelters are unwilling to provide short or long-term assistance due to safety concerns. Although there is no formal witness protection program, the defendants that intimidate witnesses during trials are punished and

victims are provided legal support and a representative upon request. Authorities are unable to effectively follow information flows and trends pertaining to trafficking as police are not trained on victim identification and they deport foreign prostitutes in almost all cases, trafficked or voluntary. In general, those facing trafficking situations do not report out of fear of deportation or of retribution. In addition, the police report that some women applying for visas at the Finnish consulate in St. Petersburg quietly requested that the visa officer refuse their application, alerting to a potential trafficking situation from that area.

FRANCE (TIER 1)

France is a destination country for victims, primarily women, trafficked from Africa, Central and Eastern Europe, and the former Soviet Union for the purposes of prostitution and domestic servitude. French police estimate that 90% of the 15,000 prostitutes working in France are trafficking victims, and that 3,000 to 8,000 children are forced into prostitution and labor, including begging. To a lesser extent, France is also a transit country for women trafficked from Africa, South America, and Eastern and Southern Europe to other European countries, and sometimes traffickers “rotate” victims in and out of France and neighboring countries to avoid violating visa regulations and evade the police. There are also reports of Chinese and Colombian men trafficked into bonded or forced labor in France.

The Government of France fully complies with the minimum standards for the elimination of trafficking. In 2003, France passed a comprehensive law to combat trafficking and slavery and improve victim assistance, and developed an innovative preventive program through Air France. The law and its related protections are still very new and while no information on implementation of the criminal and protective mechanisms is available as of now, these will be important elements for fulfillment of the minimum standards in coming years.

Prevention

In an effort to prevent trafficking of would-be legal migrants, the government conducted focused bilateral efforts with source country governments. For example, the government provided financial assistance to trafficking victims from Mali to prevent them from falling into traffickers’ hands, and France and Romania concluded a bilateral agreement to reduce child-beggar and child-prostitute trafficking networks. Air France, a government enterprise, began a poster and in-flight video campaign on sex tourism. The government provided financial support to organizations in France conducting prevention activities.

Prosecution

In February 2003, France passed an anti-trafficking and slavery law, including a provision against trafficking of children for begging, with penalties of imprisonment or high fines. The law enhances existing criminal provisions, including a 2002 law against child prostitution and trafficking. Cases progressed to court, including an indictment against 11 defendants charged with prostitution of a minor. The Central Office for the Repression of Trafficking in Persons (OCRTEH) under the central criminal investigation directorate of the judicial police coordinates operations among the law enforcement agencies and with NGOs, and keeps statistics on victims and arrests. OCRTEH arrested 643 people for pimping, and assisted 875 victims. OCRTEH succeeded in dismantling 20 Eastern European trafficking networks, four Nigerian networks, and arrested and sentenced the organizers of a West African prostitution ring. French police placed liaison officers in Romania and Bulgaria, and finalized a two-year joint Russian-French investigation of an international trafficking network run by the Russian mafia. Two notorious gang leaders were indicted and two more are in custody.

Protection

According to the new interior security law, the government assists victims of trafficking by opening its safe houses to victims, providing social assistance, and granting temporary residence while victims apply for asylum or pursue cases against former employers. The government’s “ad hoc” administrator is responsible for protecting unaccompanied minors through social care serv-

ices, legal representation and asylum procedures. The government opened a special center for children who are victims of sexual exploitation. French legislation passed in October 2002 allows for the repatriation of trafficking victims and the government has worked with notable source countries to ensure reintegration assistance. Foreign victims who collaborate with the French judiciary are granted a temporary residence card, and a permanent one if the person who trafficked them is convicted. Those who do not participate in court proceedings are immediately sent back to their home countries, also with reintegration assistance.

GABON (TIER 2)

Gabon is primarily a destination country for children trafficked from Benin, Burkina Faso, Mali, Togo, and Nigeria for domestic servitude, street hawking, and agricultural labor. Parents in originating countries are duped by traffickers with promises of good employment and wages; instead children are forced to work long hours, suffer physical abuse, and receive insufficient food, no wages, and no access to education. A growing number of children are sexually abused.

The Government of Gabon does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite limited resources. The government should step up efforts to prosecute traffickers.

Prevention

The government continued a national anti-trafficking information campaign that includes billboards, television coverage, radio announcements, dramas, school curricula, and child rights pamphlets. Gabon participates in an international program that eliminates the worst forms of child labor and hosted regional workshops on cross-border child trafficking throughout the year.

Prosecution

There is no anti-trafficking law, although anti-trafficking legislation was introduced into the National Assembly in March 2003. In a January 2002 executive order, the President authorized law enforcement to prosecute individuals illegally employing minors. Trafficking cases may be prosecuted under laws prohibiting exploitation, abandonment, and mistreatment of children as well as organizing, facilitating, harboring, selling, or illegally employing trafficked or exploited children.

Protection

Victims are not jailed or detained; instead, the government turns them over to source country embassies for repatriation or existing shelters. Neighboring countries work closely with the government on repatriation and the government sometimes waives the \$180 exit fee in the case of child trafficking victims. However, there are many victims who were trafficked to Gabon when they were younger, and as young adults have no proof of entry and cannot afford to pay the fee. The government supports two shelters run by NGOs that have assisted more than 100 victims. A government-NGO hotline for trafficking victims is planned but not yet operational.

THE GAMBIA (TIER 2)

The Gambia is a country of origin, transit, and destination for trafficked persons. Sex tourists from The Netherlands, the United Kingdom, Sweden, Norway, Germany, and Belgium exploit Gambian children and, in some cases, traffick them to Europe for prostitution and pornography. Internal trafficking for domestic servitude also occurs. To a lesser extent, The Gambia is a destination for children trafficked from Liberia, Sierra Leone, Democratic Republic of Congo, Guinea-Bissau, and Guinea for sexual exploitation. The Gambia also serves as a transit point for criminal groups trafficking West African women to Europe.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. The Gambia's passage of sex tourism and anti-trafficking legislation will enhance its law enforcement efforts.

Prevention

The government supported a study conducted by an NGO and the Gambian Child Protection Alliance (CPA), a consortium of non-governmental organizations, on the country's large-scale sex tourism problem. The country is completing its own survey with an international organization. Meanwhile, the National Task Force is undertaking a three-pronged plan of action with international organizations, NGOs, and the CPA that includes prevention campaigns focused on pedophiles and prostitution. The government held a two-day workshop to sensitize journalists on reporting child exploitation stories in a victim-friendly way. The Gambian Tourist Authority warns incoming tourists about youths offering assistance and sexual services. The Gambia participates in a regional plan of action against trafficking in persons.

Prosecution

The government is in the process of harmonizing its laws with the U.N. Trafficking in Persons Protocol, which it has ratified, and is already in compliance with the Child Rights Convention. Trafficking nets a 10-year sentence and rapists receive life in prison, but this will increase to the death penalty under the new amendments. Law enforcement arrested and deported five foreigners for trafficking young girls out of The Gambia and in March 2003 broke up a pedophile ring. The government cooperates with the Dutch police to monitor and investigate Dutch pedophiles. The Tourism Bill is being amended to include protective measures for victims and stiffer penalties for abuses committed by tourists. Government enforcement efforts, however, remain weak, particularly against local hotel operators. Foreign applicants for temporary residence permits are required to submit fingerprints for a police check for criminal records. The police have a mechanism by which they receive information on tourists. A special Tourism Force was established with the National Guard. The government issues photo-digitized passports and provides additional training for immigration officers to reduce cross-border trafficking. Police received "After Arrest Procedure" training for dealing with juveniles.

Protection

The government provides limited temporary shelter, medical care, and psychological services to victims, but relies primarily on NGOs to provide these services. The Child Welfare Unit of the Police is always commanded by a mother to ensure extra sensitivity to protection issues. The Department of Social Welfare screens all children under 17 prior to travel to Germany, Denmark, Belgium, Sweden, and Norway.

GEORGIA (TIER 3)

Georgia is a source country for women trafficked primarily to Turkey, Greece, and the UAE, with smaller numbers trafficked to Israel, Spain, Portugal and the United States for purposes of sexual exploitation, domestic servitude and forced labor. Thousands of children living in the streets and in orphanages are vulnerable to trafficking.

The Government of Georgia does not fully comply with minimum standards for the elimination of trafficking and it is not making significant efforts to do so. Georgia is a country with limited resources, exacerbated by 300,000 displaced persons and three breakaway republics outside government control. While the government made some efforts to strengthen law enforcement coordination, and advanced closer to amending its criminal legislation, its efforts were unorganized and lagged behind those of NGOs.

Prevention

The government conducted few preventive efforts. The National Action Plan issued by the President in 2003 envisages a number of preventive activities yet to be implemented. The Ombudsperson's office created a working group with NGOs active on trafficking in persons but did not implement specific programs. The Government Passport Office agreed to distribute prevention pamphlets produced by local NGOs, but after review, some NGOs complained that those pamphlets were not actually distributed at all. The government did not actively respond to the potential threat of child trafficking.

Prosecution

Georgian criminal law addresses some elements of trafficking but lacks specific trafficking crimes, and has no articles related to victim protection. The Ministry of Justice led a legislative drafting group that presented a set of amendments to the criminal law to Parliament in early 2003, but as of April 2003, Parliament had not yet passed the draft amendments. The government did not report information on the number of trafficking-related arrests or convictions in the past year, although the Minister of the Interior appointed a six-person anti-trafficking unit currently conducting investigations. The new unit lacks resources, but its officers are cooperating with NGOs and participating in capacity-building trainings. The unit is conducting two international investigations with destination countries. Official corruption remains a problem and hinders effective responses to the problem.

Protection

The government does not have a system for victim assistance nor does it provide witness protection. There are no active referral mechanisms, nor methods to screen potential victims. The National Commission on Violence Against Women and Children logged one call to its hotline related to child trafficking. The government indicated its political will to respond to trafficking last year, which may lead to concrete actions in the future based on Presidential Decree 15 which recognized the link between trafficking and organized crime, and which approved the National Action Plan. Victim advocacy organizations will have a role in assisting the government to implement the plan, but they were excluded largely from the process of drafting. The Ministry of Interior began investigating establishment of a safe location for repatriated victims, and while a potential facility was located, no donors or funds were identified to implement the program.

GERMANY (TIER 1)

Germany is both a transit and destination for internationally trafficked persons, primarily women from the former Soviet Union and Central Europe (especially Belarus, Ukraine, Lithuania, Poland, Russia, and Latvia), for prostitution. Some victims also come from Africa (particularly Nigeria), and Asia (particularly Thailand). In 2001, the most recent year for which statistics are available, the Federal Office for Criminal Investigation officially counted and registered 987 victims of sex trafficking that year, representing a 6.6% increase from the previous year.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. The government's response was particularly effective in preventive engagement with source countries and increased training and awareness programs for consular officers abroad. One cause for concern is the growing number of victims from Eastern Europe and Africa. This will bear watching in coming years.

Prevention

Germany's federal government focused on reaching potentially trafficked victims before they enter the country. German embassies and consulates abroad distribute an official brochure available in thirteen languages that provides information on residency and work permit requirements, counseling centers for women, health care, and warnings about trafficking. The Ministry of Foreign Affairs provides funds for German embassies to organize or sponsor anti-trafficking projects in foreign countries and conducted sensitivity training for consular officers from several embassies of countries of origin.

Prosecution

Germany's Federal Criminal and Labor Codes cover the full scope of trafficking, including specific provisions regarding trafficking for sexual exploitation. Related laws, including sexual coercion/rape, kidnapping, false imprisonment, and crimes against personal freedom allow penalties similar to trafficking crimes. Germany actively investigates cases of trafficking at both the state and federal level. The Federal Office for Criminal Investigation has a special trafficking-in-persons team that, inter alia, coordinates international operations, offers special training, and publishes the annual trafficking in persons report. Latest available figures list 273 pre-trial investigations for trafficking for sexual exploitation, and 148 convictions. Law enforcement authorities also cite other crimes such as smuggling and pimping that are easier to prove and provide for the similar penalties. The Federal Interagency Working Group facilitates coordination among the relevant agencies, NGOs, and law enforcement agencies.

Protection

The government partially funds various NGO victim counseling centers, including the approximately 38 centers countrywide, although the funding base for these centers is not firm. The Interagency Working Group has developed a cooperation program between local counseling centers and various state police offices for protection of and assistance to trafficked victims who agree to testify against their traffickers. The police are required to inform an NGO if they encounter a trafficking victim. Some temporary immigration benefits, such as a four-week grace period and a status of "temporary toleration" are granted for witnesses who remain for the duration of a trial. The government covers the costs of repatriation of victims. Victims of violence also are entitled to the federal victims' compensation, which now includes trafficked victims with a status of "toleration" (see above), for the duration of the trial.

GHANA (TIER 1)

Ghana is a source, transit, and destination country for trafficked persons and has an internal trafficking problem. Most victims are children trafficked internally for forced labor, such as in the fishing industry or for street hawking. Ghanaian adults and children are trafficked to neighboring countries for labor and prostitution. Some women are trafficked to Europe and forced into prostitution, and Ghana has become a transit point for Nigerian women trafficked to Italy, Germany, and The Netherlands for commercial sexual exploitation.

The Government of Ghana fully complies with the minimum standards for the elimination of trafficking. The government could further improve by passing an anti-trafficking legislation to help expedite prosecutions through to final conviction and give momentum to the national anti-trafficking task force.

Prevention

The national task force used the African Union Day of the Child and National Children's Day to highlight the dangers of child trafficking and child labor. Elected government officials are actively involved with efforts to raise awareness of trafficking and have organized sensitization meetings on trafficking with opinion leaders, chiefs, and village elders. The government funds ten percent of an international program to eliminate the worst forms of child labor. It also sponsors radio and television public service announcements against trafficking and distributes handbills on trafficking to transport owners and local officials. The Ghana National Drama Company uses nationally recognized stars in a television drama to further sensitization on cultural practices that encourage trafficking. The government uses a World Bank loan package to directly assist street children. The government has established a Needy Child Fund to reach 50 children in each of 110 districts. The government is using the Red Card Against Child Labor campaign at national and local soccer matches. Ghana participates in regional efforts to combat trafficking.

Prosecution

Ghana lacks an anti-trafficking law. However, law enforcement efforts are moving forward while the trafficking law moves slowly through the legislative system. The Inspector General of Police has issued letters directing local police commanders to assist NGOs working on trafficking cases. The government has banned ritual servitude, indentured servitude, indecent assault, and forced marriages and has increased the penalties for defilement and child prostitution. Statistics for trafficking are not kept separately. The government investigated 1,620 cases of defilement, which mandate 5 to 15 year sentences, in 2002 and 429 from January to March 2003. There were 729 kidnapping and abduction cases and 34 child-stealing cases in 2002. Five child-stealing cases have been reported from January to March 2003. Several recent trafficking cases were the result of a tip-off system for local residents. Immigration officers are trained in detecting fraudulent documentation and identifying TIP victims, including training arranged by the Chief of Immigration.

Protection

The government rescues street children and closely cooperates with NGOs that provide shelter and rehabilitation and has provided a government building for use as a project office and transit camp for children. The government uses World Bank funds to return street children to their homes in the north. The Ministry of Manpower is attempting to provide more counseling services. In partnership with international organizations, the government is currently returning 571 children trafficked into the fishing industry and offering fishermen incentives to release a total of 1,200 children. The Women and Juvenile Unit of the Police has an outreach program for communities on trafficking and domestic violence.

GREECE (TIER 3)

Greece is a destination and transit country for women and children trafficked for the purpose of sexual exploitation. According to a government source, as many as 18,000 people were trafficked to Greece in 2002. Major countries of origin include Albania, Bulgaria, Moldova, Romania, Russia, and Ukraine. Women from Asia, Africa and other countries are also trafficked to Greece, and in some cases are reportedly trafficked on to Cyprus, Turkey, and the Middle East. Child trafficking is a problem. While sources in Greece find that child trafficking has decreased, the problem persists and Albanian children are known to make up the majority of children trafficked for forced labor, including begging, and stealing. Children from the Greek Roma community are also trafficked for labor.

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 showed a shift in political will to address trafficking through its recent comprehensive legislation on sex trafficking. However, the government has not yet effectively enforced the law. Victim assistance mechanisms have not yet been implemented and NGO cooperation remains weak. Moreover, trafficked children are reportedly treated by Greek authorities as either criminals or illegal aliens. One report claims that trafficked children are summarily arrested, deported and then dropped off and abandoned along the Albania-Greece border.

Prevention

The Government of Greece did not conduct widespread prevention campaigns. It did allow public space for a six week-long anti-slavery poster exhibition to raise awareness, and an anti-trafficking campaign on state-owned television. The government also funded a public service announcement which ran on seven Greek radio stations to educate the public about the problem, and funded one NGO in the amount of US \$125,000 to create an anti-TIP campaign. The government did not sponsor prevention activities in source countries during the reporting period. The government's new anti-trafficking legislation offers preventive strategies, but they are broad and at present, neither developed nor implemented. The government increased the number of border control agents.

Prosecution

In October of 2002, the government passed new anti-trafficking legislation to criminalize and punish traffickers, as well as develop victim support, but there is no provision for labor trafficking. There have not been any prosecutions or convictions under the law's criminal provisions, which became immediately effective upon passage last October. There were approximately 140 trafficking-related arrests under the new law, but there is no data yet on convictions. Lack of progress on arrests limits the ability to measure overall effectiveness of the new law. Prosecution of traffickers is limited due to a slow and inefficient judicial system. A training module on trafficking is given to new police recruits as part of their introductory training, while more senior police attend a five-day seminar on trafficking issues. Some NGOs report that local police are still often complicit and bribed by sex club owners. The Pan Hellenic Confederation of Police Officers publicly acknowledged the involvement of the police in networks that traffick women. To date, there are no convictions of police officers complicit in human trafficking. With the exception of regional working groups, bilateral engagement to date is poor with source countries such as Bulgaria, Albania and Moldova.

Protection

The provisions of the new anti-trafficking law outlining victim protection and assistance await a presidential decree, which is expected to be signed by the necessary ministers and published in June 2003. Minors trafficked into Greece for the purpose of forced labor and sexual exploitation are often detained by police as criminals. Those under 12 years old are placed in reception centers, while those as young as 13 have been put in jail for begging or illegal immigration. According to one NGO, the Greek government detains and deports children in groups and returns them to the Albanian border without ensuring their reception by Albanian authorities, nor their protection from re-trafficking. Child authorities in Thessaloniki reported the assisted repatriation of 191 trafficked children - between the ages of 5-17 years; however, few cases were reportedly conducted with advance notice to prepare the families and transport them safely. Some reports say that children were deported with less than 24 hours notice and without sufficient coordination on both sides of the border. To date, there are neither referral systems for victim assistance nor shelters for trafficked victims. The government reported that 62 victims were liberated from traffickers, and some of them were placed in battered women's shelters. In general, temporary residence is legally allowed to victims who agree to testify against their traffickers, but only at the discretion of the prosecutor. Illegal aliens are deported, regardless of trafficking victim status. The government's financial commitment to develop and implement the provisions of the new anti-trafficking law on victim support, such as shelters, medical and psychological assistance and protections from police detention and immediate deportation, awaits the presidential decree.

GUATEMALA (TIER 2)

Guatemala is a source, transit, and—to a lesser extent—a destination country for trafficking of persons. Most often, Guatemalan victims are young women and minors who are trafficked abroad for sexual exploitation. There is also internal trafficking involving the forced labor and sexual exploitation of children. Foreign victims are mainly Central and South Americans, including Ecuadorians, often being smuggled through Guatemala to Mexico and the United States, who are pushed into sexual and other exploitation by traffickers. Guatemala is also a transit country for illegal migrants, some of whom may be trafficked.

The Government of Guatemala does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Officials in the government are aware of the trafficking challenge, but have made only limited progress in implementing policies to combat the problem. Further cooperation between the governments of Guatemala and Mexico is needed to address trafficking abuses on their common border.

Prevention

The government's Action Plan against Sexual Exploitation of Minors and Adolescents, approved in July 2001, is a comprehensive plan but so far has demonstrated minimal results. The Human Rights Ombudsman's office conducts the government's prevention efforts. The office sponsored public information campaigns on the dangers of trafficking found in illegal migration. Other governmental offices are dedicated to assisting indigenous women abused in domestic violence. The Presidential Secretariat of Social Welfare coordinated government cooperation with civil society groups under the plan to combat sexual exploitation of minors. The government provides office space to many NGOs that work to gather information and prevent trafficking.

Prosecution

The Government of Guatemala has shown some resolution to combat trafficking, but law enforcement does not receive the priority it should be given. Guatemala has several laws against trafficking in its immigration and criminal statutes, but the prosecutions and convictions of traffickers have been few. Officials in the Human Rights Ombudsman's office, Labor Ministry, and State prosecutors investigate trafficking cases. According to government figures, during the reporting period some 50 prosecutions dealing with possible cross-border trafficking abuses were initiated. There was at least one conviction, but information on convictions is incomplete. In 2003, in a positive move, police arrested several likely child traffickers. Under the applicable statutes, penalties for traffickers are generally too lenient. Mid-level and senior immigration officials have been accused of corrupt practices, and there have been allegations that former military officers have been involved in migrant smuggling rings. The government named a new anti-corruption commission in 2002 to address its serious corruption problem. During the reporting period, about 130 officials were dismissed for corruption, according to the government. The government does not fully monitor and control its borders; and efforts particularly along the Mexican border, a region of much international trafficking, have been inadequate.

Protection

The government does not assist trafficking victims specifically, but it does provide limited general assistance to crime victims in centers in provincial capitals. Trafficking victims can use any of these centers, but there is no information available on the number of victims who have done so. Foreign victims are not treated as criminals; however, some are subject to quick deportation,

but many stay in Guatemala. Trafficking victims are not encouraged to act as witnesses against their traffickers. The government provides specialized training for police and other officials for dealing with victims of crime.

HAITI (TIER 3)

Haiti is mainly a source country for trafficking of children for forced labor and sexual exploitation. Haitian children are trafficked internally by poor parents who place their children as servants (“restaveks”) in households of better-off families. Although not all children are victimized in this process, significant numbers are sexually exploited and otherwise abused in sometimes slave-like conditions. The Government of Haiti states that from 90,000 to 120,000 children are restaveks (UNICEF’s estimate is 250,000 to 300,000). Haitian children also are trafficked into the Dominican Republic where some are similarly exploited. Large numbers of Haitian economic migrants illegally enter the Dominican Republic where some become trafficking victims. On a smaller scale, Haiti is a transit and destination country. Victims are third country illegal migrants, often Chinese, transiting through Haiti on the way to North America, where they encounter forced labor exploitation to repay traffickers. Women from the Dominican Republic are trafficked into Haiti for prostitution. Reports indicate that many of these women travel voluntarily, but some are victims of trafficking.

The Government of Haiti does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Although faced with a wide array of national challenges, the Government of Haiti needs to undertake significant steps even in the context of its limited capacity to address trafficking.

Prevention

The government is attempting to educate the public with national television and radio messages on the mistreatment of children, including restaveks. Officials, including the First Lady, have spoken out against the use of restaveks. However, more needs to be done. The Ministry of Labor and Social Affairs, charged with redressing the restaveks abuse, is one of the least-funded in the government. In 2003, the government planned a series of seminars to target parents, educators, and children to discourage them from taking part in the restaveks practice.

Prosecution

The Government of Haiti has recently passed a law prohibiting the trafficking of children and held an inter-ministerial conference to plan its implementation; however, the government to date does not arrest or prosecute traffickers. There are national statutes regulating child domestic labor, but these laws are not enforced. Governmental measures to address the problems associated with restaveks are in their infancy. The government does not adequately monitor and control its border.

Protection

Government efforts to address abuses of restaveks have been frustrated due to continuing severe financial limitations. The Haitian Ministry of Labor and Social Affairs finances four monitors (four others are financed by donors) to oversee the welfare of the tens of thousands of restaveks children. The government sponsors a hotline where abuses can be reported. Monitors investigate and respond to calls for assistance, but given the magnitude of the restaveks problem, these efforts are minimal. The number of children rescued from trafficking has declined in the past three years (in 2002 it was about 100). Government officials work with local NGOs to resettle children or find their natural families.

HONDURAS (TIER 2)

Honduras is a source and transit country for trafficking for sexual and labor exploitation. Most Honduran victims are young women and girls, who are trafficked to Guatemala, Belize, El Salvador, Mexico, the United States, and Canada. Women and children are trafficked internally, most often from rural to urban settings.

The Government of Honduras does not fully comply with the minimum standards for the elimination of trafficking; however, it is making efforts to do so despite limited resources. It acknowledges that trafficking is a problem, is aware that Honduran children are particularly vulnerable, and has a national plan to combat the sexual exploitation of children. Many of the government's anti-trafficking measures are conducted in the context of combating the illegal movement of migrants. Honduras has been open to NGO engagement and international cooperation. The government worked with Mexico to identify and repatriate more than 200 Honduran minors working as prostitutes in southern Mexico. Honduran officials have also cooperated with American authorities on U.S. trafficking investigations in 2002. Further attention to issues of corruption and rule of law will strengthen the government's anti-trafficking efforts.

Prevention

The government has not undertaken public information measures against trafficking, but it has tried to raise awareness of children and women's rights and risks associated with illegal migration. A national commission attempts to combat child labor abuses and seeks to reincorporate working minors into educational programs. Several government agencies, international organizations and NGOs have nearly completed developing a national plan against the sexual exploitation of children, which is an important first step in developing an overall anti-trafficking national plan. Finalization and implementation of this plan will be among the important indicators of the government's progress in eliminating trafficking.

Prosecution

Government law enforcement efforts are inadequate. Honduras has no comprehensive anti-trafficking law, but assorted penal, child exploitation and immigration statutes criminalize trafficking and would enable the state to prosecute traffickers. Officials, however, have prosecuted very few traffickers. In 2002, the government arrested and prosecuted eight "coyotes," some of whom were smuggling minors. It is unclear if any of these cases involved trafficking. Corruption is a serious problem and renders obtaining court convictions difficult. Some officials have been investigated and dismissed for corruption. The Immigration Director fired 35-40 officers for corruption in 2002, but further efforts to address corruption are needed. Honduran Frontier Police have worked with U.S. officials to construct a border control inspection facility that can be used against traffickers, but more steps need to be taken to control the country's borders.

Protection

The government does not provide any assistance to foreign victims of trafficking, nor does it provide funding for NGOs helping victims; however, while constrained by a lack of financial resources, government officials are open to cooperating with NGOs where they can. Officials work closely with a local NGO, for example, to help Honduran children. Honduran consular officials are aware of trafficking issues when abroad. Foreign trafficking victims in Honduras are subject to arrest for residency violations.

HONG KONG (TIER 1)

Hong Kong is a point of transit and destination for persons trafficked for sexual exploitation and forced labor. Although primarily a transit region for illegal migrants, Hong Kong is a destination for women from the People's Republic of China (PRC) and Southeast Asian countries trafficked for sexual exploitation. Victims transit Hong Kong, originating from the PRC and Southeast Asia, en route to North America and Australia.

The Government of Hong Kong fully complies with the minimum standards for the elimination of trafficking. Hong Kong authorities implement anti-trafficking measures in the context of combating migrant smuggling. The government carries out effective border and immigration controls, information campaigns designed to educate shipping industry officials about smuggling patterns, and has a tight web of criminal ordinances designed to punish traffickers.

Prevention

Hong Kong maintains effective border and immigration control as its first line of prevention. There is inter-agency coordination among the police, immigration, customs, private industry, and the NGO community. Multi-lingual pamphlets are also distributed in key public areas to inform foreign women of their worker rights. Hong Kong's human smuggling police unit publishes a biannual report that gives updates on tactics used by traffickers, and regularly shares this information with foreign governments. Officials have taken steps to curb the use of shipping containers for the clandestine movement of persons.

Prosecution

Hong Kong has no specific anti-trafficking law, but related criminal ordinances are used to prosecute traffickers. According to available data, law enforcement efforts resulted in at least six convictions against traffickers. Sentences ranged from one- to five-year prison-terms. Over 1,500 officers are deployed to monitor security, borders, airports, flights and shipping, and also monitor for potential trafficking. In the past year, there has been increased sharing of intelligence with friendly governments and more international cooperation on prosecutions. Although regularly published reports and general statistics are made available by law enforcement to keep the public informed, the government needs to take steps to keep better statistics on trafficking victims.

Protection

Trafficking victims have access to a breadth of general protective services provided in Hong Kong. Regardless of legal status or charge of offense committed, trafficking victims have access to temporary lodging in women's refugee centers, basic necessities, medical services, and a victim support center. Women who provide testimony against their traffickers are granted immunity and allowed to return home without penalty. Foreign domestic helpers are given the same access to services as local workers in labor suits, such as free legal aid, against employers.

HUNGARY (TIER 2)

Hungary is primarily a transit, and secondarily a source and destination country for women and children trafficked for the purpose of sexual exploitation. Foreign victims from Russia, Romania, Ukraine, Moldova, and Bulgaria may be subject to exploitation in Hungary before being transited to Austria, Germany, Spain, The Netherlands, Italy, France, Switzerland, and the United States. Men from Iraq, Pakistan, Bangladesh, and Afghanistan reportedly are trafficked through Hungary to European Union countries and the United States for forced labor.

The Government of Hungary does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government is increasingly engaged with trafficking issues at its upper levels; however, lack of consistent prioritization within government ranks and insufficient cooperation between NGOs and government officials remained weaknesses in the past year.

Prevention

The government provides some financial assistance to prevention programs. With the assistance of IOM, the Ministry of Education implemented a national preventive education program in secondary school curricula; and the Ministry of the Interior posted information brochures on victim protection in every police station. The government consulted with NGOs to provide anti-trafficking sensitivity training to police, border guards, and consular officials.

Prosecution

Trafficking is specifically criminalized in Hungary with penalties commensurate with other grave crimes, including more severe penalties in cases involving minors and organized crime. The Ministry of Interior and the Hungarian Office of Interpol report 34 arrests in 2002, and Prosecutors brought legal proceedings in 30 cases related to trafficking. In many instances, police and immigration officials refuse to investigate reports of missing women. Border guard corruption remains a problem, but police have arrested border guards for assisting human smugglers or traffickers. The government established the International Center for Co-operation in Criminal Affairs, signed a bilateral cooperation agreement with Europol, and participates in organizations contributing to cooperation in Central and Eastern Europe, including the Southeastern Cooperative Initiative (SECI), the Stability Pact, and the Council of Europe.

Protection

The Victim Protection Office, recently established by the Ministry of Interior, operates in 46 localities, where they provide psychological support services and legal advocacy for victims, and safeguard victims' rights. In theory, assistance with temporary residence status, short-term relief from deportation, and shelter assistance are available to trafficking victims who cooperate with police and prosecutors. However, in practice, the government only provides limited assistance to trafficking victims either directly or through assistance to NGOs. In many instances, potential victims are not accorded special rights or privileges, and may even be criminalized. There are no safe houses or other assistance programs to aid Hungarian victims of trafficking, although Hungarian victims would have access to the Hungarian social system.

INDIA (TIER 2)

India is a country of origin, transit, and destination for thousands of trafficked persons. Internal trafficking of women, men, and children for purposes of sexual exploitation, domestic servitude, bonded labor, and indentured servitude is widespread. Indian men and women also are put into situations of coerced labor and sometimes slave-like conditions in countries in the Middle East and the West. India is a destination for sex tourists from Europe and the United States.

Bangladeshi women and children are trafficked to India or transited through India en route to Pakistan and the Middle East for purposes of sexual exploitation, domestic servitude, and forced labor. Nepalese women and girls are trafficked to India for commercial sexual exploitation.

The Government of India 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. It is strongest in the areas of prevention and protection. Significant progress was made in prosecution this past year but much more needs to be done. The government should speed up the prosecution of trafficking cases, increase training on trafficking for low-level police officers throughout the country, and increase prosecutions of corrupt officials. A major concern is the high number of child victims forced into commercial sexual exploitation in the mega-cities of India. Prosecutions of those involved in perpetrating the commercial sexual exploitation of children should substantially increase over the next year to combat this dreadful scourge.

Prevention

Both the central and state governments support prevention campaigns. They partner with international organizations, foreign governments, and faith-based groups in programs aimed at preventing trafficking and alleviating poverty. The central government's Poverty Alleviation Project reserves forty percent of its budget for women's projects and spent \$3 million over the last year for micro-credit programs in key source areas for trafficking. In an effort to reduce the number of those vulnerable to trafficking, the project supports an educational scholarship program for girls and young women in 2000 of India's poorest regions, and a Women's Empowerment Scheme, covering 7,300 villages in 51 districts of several states. The Ministry of Social Justice and Empowerment established a child helpline that covers 40 cities. The central government and an international organization signed a \$400 million agreement for a five-year program to prevent trafficking and to assist at-risk children. Together with another international organization, the government is conducting the world's largest child labor elimination program, which includes providing primary education for 250 million children.

The state of Goa, together with NGOs, is supporting public awareness campaigns about pedophilia and sex tourism on the beaches. The State Transport Network in the state of Maharashtra conducts training programs for drivers and bus conductors to spot girls in distress and has prominently displayed anti-trafficking help line numbers at major bus stations. The state of Tamil Nadu established village level "watchdog" committees to prevent trafficking in women and children. These committees include representatives from the village council, school officials, representatives from police stations, and members of NGOs. The Chennai Central Railway Station set up a "Childline" to rescue and keep a record of children being taken out of the state for labor and to watch for runaways and other at-risk children. Stree Shakti (Women Power) is the state government of Karnataka's movement to empower rural women below the poverty line to achieve financial independence through income-generating activities such as agriculture and farming. The plan has over 7,500 self-help groups with savings amounting to \$1.8 million. In an effort to bring chil-

dren back to school, the Karnataka State Education Department launched a massive public awareness campaign called “From Labor to Learning” to raise awareness about the legal implications of child labor among employers and parents. In Bihar and West Bengal, NGOs and representatives from village governments and police have developed community-level watch groups to monitor the movements of women and children from, to and through the area.

Prosecution

Prosecution of traffickers, brothel owners, and others associated with trafficking, once rare, has increased significantly over the past year. Three special courts in New Delhi have been designated to hear trafficking cases. A total of 48 cases against traffickers and brothel owners are in the queue to be prosecuted and 14 people have been convicted and sentenced in New Delhi so far. In Mumbai, a Swiss couple was sentenced to seven years imprisonment for kidnapping and molesting a child, and making child pornography films for distribution on the Internet. The three minor victims were allowed to testify *in camera* to avoid trauma. Forty-two trafficking cases involving hundreds of traffickers were booked in the Krishna district in the state of Andhra Pradesh alone. In two other districts of Andhra Pradesh, local police arrested 14 traffickers and rescued 70 victims. Ten cases are presently in court facing trial and investigations are pending for two cases. In Karnataka, the police and an NGO rescued 29 girls in the Mysore district and arrested 20 traffickers. All of these cases are proceeding to trial, and many of the traffickers are being held in jail awaiting trial. Bangalore City Police busted a prostitution ring involving women from Africa and the Middle East and arrested six people. Railway police at the Chennai Central Railway rescued five boys from Tamil Nadu being trafficked to Hyderabad to work as laborers and arrested the five traffickers. District administration officers in Tamil Nadu rescued 55 child laborers and 17 bonded laborers from brick kiln factories and charged the factory owners under the Bonded Laborers Act.

India has numerous federal laws criminalizing trafficking for sexual exploitation and labor. The Immoral Traffic (Prevention) Act (ITPA) prohibits trafficking in persons, 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. Officials used numerous provisions of the Indian Penal Code and the Juvenile Justice Act to prosecute traffickers. Legislation also exists in numerous states to prohibit the dedication to religious shrines of girls for exploitation. Forced, bonded, or indentured child labor is illegal in India. Penalties for trafficking are commensurate with penalties for rape or forcible assault.

India’s central government is handicapped in the fight against trafficking by the lack of federal laws to establish jurisdiction over inter-state crimes for central agencies to investigate. Although the anti-trafficking laws are national laws, their enforcement is a state government responsibility. The execution of the law is further complicated when it involves cross-border trafficking due to varying degrees of coordination and networking between state police forces. The government has significantly increased the number of arrests, prosecutions, and convictions of traffickers and brothel owners over the past year, but backlogged courts slow criminal justice proceedings.

Low-level border guards have taken bribes or turned a blind eye to trafficking across borders. In addition, some law enforcement officials have been implicated in “tipping off” brothels to raids. The Central Bureau of Investigation (CBI), charged with investigating allegations of corruption,

bribe taking, or collusion of public officials and law enforcement in trafficking, has prosecuted numerous police officers, public defenders, and prosecutors; those corrupt officials have been found guilty of receiving bribes and have been punished with fines and jail sentences. The CBI, in cooperation with law enforcement in Goa, investigated a foreign racket, in which a trafficker, a citizen of New Zealand, under the guise of running an orphanage for destitute children, sexually abused the children and supplied them to foreign tourists for sexual abuse and pornography. The ringleader was sentenced to life imprisonment. The CBI requested extradition of six other foreign nationals (of Sweden, New Zealand, Australia, Germany, Thailand/UK, and France) in this case.

Trafficking and brothel-keeping are now crimes under an amended state of Maharashtra Control of Organized Crime Act, which means that those accused of these offenses are unable to receive bail. The Maharashtra police organized a course on preventing trafficking as a mandatory part of its training for direct-hire police officers. The state government of Andhra Pradesh instituted new anti-trafficking performance indicators for police officers that require they be evaluated on the number of arrests made of traffickers and brothel owners, not women for solicitation. Calcutta City Police and West Bengal State Police have agreed to permit NGOs to accompany them on brothel rescues.

The borders are patrolled and monitored but the levels of monitoring vary and there are many incidents of unchecked border crossing. The border between India and Pakistan is closely monitored. Passports and visas are not required for Nepalese to enter India, and thus the border between Nepal and India is very open. The Governments of Nepal and India have agreed to form a Joint Cross Border Committee against Trafficking in order to collaborate on investigations and more efficiently share information about traffickers. The border between Bangladesh and India is monitored, and passports and visas are required for entry; however, there continues to be a regular influx of migrants searching for work and women trafficked to India.

Protection

A recent Supreme Court of India decision held that victims of trafficking may testify *in camera*. The Department of Women and Child Development (DWCD) helps NGOs finance the repatriation of women and children trafficked to India from other countries. Over the past two years, state governments have established eighty Protective Homes that provide custodial care, education, vocational training, and rehabilitation. The DWCD and the Juvenile Justice Act sponsor a network of 350 short stay homes for the protection and rehabilitation of victims. The DWCD launched a project in 2001 called “Swadaha” to provide services for women in difficult circumstances, including trafficking victims, that includes shelter, food, clothing, counseling, medical and legal assistance, vocational training, and education. Thirty programs in several states are in various stages of development. The central government supports rehabilitation projects in 11 states for 200,000 children removed from hazardous work conditions. The state government of Andhra Pradesh created a statewide rescue and rehabilitation policy, which requires every district to form anti-trafficking committees. Together with NGOs, the Calcutta City Police have opened support service centers in every police station that has a female police officer to help victims of trafficking or rape. Indian embassy officials in key destination countries help citizens trafficked into exploitative labor situations.

INDONESIA (TIER 2)

Indonesia is a source, transit and destination country for persons trafficked for sexual and forced labor. Indonesian victims are trafficked to Malaysia, Singapore, Taiwan, Hong Kong, Brunei, Persian Gulf countries, and Australia. Extensive trafficking also occurs within Indonesia's borders for labor and sexual exploitation; and the country is a destination for some victims trafficked for sexual exploitation.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the last year, the government approved key legislation to protect children from trafficking and established an anti-corruption commission and court. The government has also completed amendments to its criminal code and increased law enforcement efforts against traffickers. Indonesia is open to multilateral cooperation to combat trafficking—the Bali ministerial process on trafficking is a noteworthy example of this—but much remains to be done, particularly within the country. A major challenge facing the government is to end the direct participation of its own public officials in trafficking. Progress is needed in reducing trafficking-related public corruption.

Prevention

Through a presidential decree, Indonesia has adopted a national plan to combat both sexual and labor trafficking, but its implementation is hindered given the country's overall lack of capacity and resources. Government efforts have increased the awareness of public officials at all levels, but overall public awareness of trafficking remains inadequate. The government works with NGOs, conducting sporadic information campaigns aimed at the public using television, radio, and printed materials in some areas. In conjunction with NGOs, the government has conducted some training of state employees in crisis centers, but officials, particularly at the operational level among police, military and immigration authorities, are not sufficiently educated on how to prevent trafficking.

Prosecution

The government has not yet passed a comprehensive anti-trafficking law, but a bill is currently in the legislature. The legislature has amended the criminal code to include tougher penalties for traffickers and passed a Child Protection Act, which should help to protect minors from trafficking. The lack of a comprehensive statute against trafficking, however, hampers law enforcement. Officials have used existing statutes to carry out an increasing number of arrests, but no comprehensive nation-wide data on convictions are available. Corruption remains a major obstacle, but some arrests against public officials linked to traffickers have been carried out. More needs to be done. Much-needed international law enforcement cooperation, particularly with Malaysia, has begun freeing victims and arresting traffickers.

Protection

The national plan calls for proper treatment of trafficking victims, but implementation varies widely. Some local officials continue to treat victims as criminals and abuse them. Although overall government victim assistance has increased, it remained small in comparison with the scope of the problem. The government worked with NGOs and civil society organizations to establish some general shelters and provide limited counseling. Ministry of Foreign Affairs consular officials and Manpower Ministry have increased efforts to assist trafficking victims abroad.

ISRAEL (TIER 2)

Israel is a destination country for trafficked persons. Women from Moldova, Russia, Ukraine, and other countries in the former Soviet Union are trafficked to Israel for the purpose of commercial sexual exploitation. Persons in search of work are trafficked into situations of coerced labor, where they endure physical abuse or other extreme working conditions. Many low-skilled foreign workers in Israel have their passports withheld, their contracts altered, and suffer non-payment of salaries of varying degree and duration. Construction firms and other businesses have brought male laborers from China and Bulgaria into Israel to work under conditions equivalent to debt bondage or involuntary servitude.

The Government of Israel does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although the government has pursued numerous cases of trafficking for the purpose of sexual exploitation, it must continue taking steps to combat trafficking for forced labor and sexual exploitation. Labor trafficking is a relatively new phenomenon in Israel and the government should increase its efforts to prosecute those involved in perpetrating labor trafficking over the next year. The government should ensure that employers comply with labor regulations, protect the rights of migrant workers, and curb fraud associated with issuance of work permits.

Prevention

The government, in conjunction with NGOs, has undertaken public awareness campaigns that include the development and distribution in Israel of flyers and other information in Russian on trafficking for commercial sexual exploitation. It also is using its consulates and embassies in source countries to provide information to potential victims of sex trafficking.

Prosecution

Israeli law criminalizes trafficking in persons for purposes of sexual and labor exploitation. Other charges such as rape, false imprisonment, retaining a passport, forced labor, prostitution by means of coercion or fraud, and kidnapping for the purpose of prostitution may also be brought. The maximum penalty for aggravated trafficking or trafficking of a minor is 20 years in prison and the penalties proscribed by law are commensurate with those for rape and assault; however, the majority of cases are resolved through plea bargains that result, on the average, in sentences of about two years. Law enforcement actively investigates allegations of trafficking for sexual exploitation and last year opened 67 investigations of 138 people and arrested 92 suspects. The government prosecuted some 30 cases resulting in 28 plea bargains, many of which carried sentences ranging from six months to nine years and fines. The government also is investigating individual policemen for taking bribes or tipping off brothels of raids, but these instances of corruption are not widespread; a small cadre of dedicated officials works to combat trafficking, but low staffing and funding hamper the officials' efforts. The Ministry of Justice held anti-trafficking seminars for prosecutors and police. To combat labor trafficking, the Immigration Authority was established in September 2002 to coordinate government activity related to foreign nationals, including the investigation of offenses against migrant workers. Labor laws determining minimum wage, guaranteed pay and annual leave apply to all workers in Israel but enforcement measures are mainly directed against migrant workers and not against the employers who may openly breach the law. The Immigration Authority has an investigation unit that has uncovered several networks of criminals involved in document forgery and fraud. Prosecutors filed an indictment against four suspects allegedly involved in abusing workers from Bulgaria. Israel exercises strict control and supervision of its borders.

Protection

Victims of trafficking for commercial sexual exploitation who are willing to testify against their traffickers are housed in police-funded hostels, and are provided full board, pocket money, and access to medical care. Victims unwilling to testify are deported. Victims are not prosecuted or fined for offenses material to their trafficking, such as illegal entry or forged documentation. Police actively encourage victims to file complaints against traffickers. The government partially funds a hotline. Regulations stipulate that migrant workers who report a criminal offense are not detained, are allowed access to an interpreter, and may stay in Israel as witnesses during a criminal trial; some NGOs allege that these regulations are sometimes violated.

ITALY (TIER 1)

Italy is a country of destination and transit to other EU countries for sex and labor trafficking. Italian authorities estimate 70,000 victims of sex trafficking are reported in the country, originating from Nigeria, Albania, Moldova, Ukraine, Russia, Romania, Bulgaria, China and South America (Ecuador, Peru and Colombia). Albanian gangs control the majority of street prostitution with the cooperation of Italian mafia.

The Government of Italy fully complies with the minimum standards for the elimination of trafficking. The Italian government has a strong legal framework that criminalizes trafficking and prioritizes human rights. Italian anti-trafficking law enforcement continued to be strong both domestically and internationally. Advocates are concerned that pending laws on immigration and prostitution may conflict with the currently strong legal protections for trafficking victims.

Prevention

The government focused its prevention efforts on bilateral activities with source countries, such as Nigeria, Albania, Ukraine, and Romania, to diminish trafficking. With Nigeria in particular, Italy has provided financial resources, equipment and training to Nigerian police and NGOs working on trafficking prevention. The government also entered a regional agreement with neighboring countries to strengthen border controls, cooperation, and visa requirements. The Ministry of Equal Opportunity sponsors information campaigns and a hotline for potential victims in both Italian and English. The police sponsored law enforcement sensitivity training on general trafficking, including increased efforts on labor trafficking awareness.

Prosecution

The government vigorously enforces its anti-trafficking criminal legislation, especially through coordinated international operations. Italian police have a special anti-trafficking unit trained and directed to enforce anti-trafficking criminal laws, dedicating 85 Italian law enforcement officers to trafficking cases. In conjunction with Europol, Italian police executed “Operation Sunflower Two” through which they apprehended 80 traffickers in several Western European countries. Through “Operation Kanun”, a joint operation with the Government of Albania, Italian police sentenced 104 Albanian traffickers to prison for trafficking-related mafia activities. According to public sources, Italian authorities arrested and prosecuted over 100 other suspected traffickers in the territory of Italy.

Protection

Over 2,500 temporary residency and work permits were given to trafficking victims in 2002, granting access to legal and medical assistance, work, education, and witness protection via an established network of government-recognized NGOs working on trafficking. Provisions for trafficking victims’ protection are outlined under Article 18 and administered by the Ministry of Equal Opportunity. The Ministry introduced the “Exit Door” publicity campaign to help prostitutes know their rights and exit the trade. While the government’s 2002 budget reduced the majority of all financial allocations for social services, including anti-trafficking expenditures, seventy projects out of eighty submitted last year were approved, representing a net increase of 10% compared to 2001.

JAMAICA (TIER 2)

Jamaica is a country of internal trafficking of minors for sexual exploitation, particularly connected to the domestic tourism industry. Jamaica is also a transit country for illegal migrants; some of those migrants may be trafficked.

The Government of Jamaica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government acknowledges that sexual exploitation of children is taking place on the island, but officials have been hampered in addressing the problem due to legal restrictions in convincing minors to testify. The government is in the beginning stages of devising a plan of action, much of which is tied to the “Child Care and Protection Act,” legislation currently being considered in the Parliament. The Jamaican Government is working with the International Organization for Migration (IOM) to develop an efficient entry/exit system that should reduce the unauthorized movement of persons. The government is also working with the International Labor Organization (ILO) to develop a strategy to address child labor issues (including underage prostitution).

Prevention

The government is aware that children are at risk and has begun to implement prevention measures. A newly established national steering committee for the protection of children is mapping out a strategy to deal with all issues of child labor in the country. The Ministry of Health inspects sex clubs and facilities where minors are suspected of working, but current law makes it difficult for officials to establish whether persons found there are minors. In an effort to address the root causes of trafficking, the Ministry of Labor provides microcredit lending and small loan programs to at-risk populations.

Prosecution

Law enforcement efforts need to be improved. There is no comprehensive anti-trafficking law, but criminal statutes prohibit procuring minors for prostitution. Currently, no information is available on the number of traffickers prosecuted. Officials conducted a raid in 2001 on an area in Sa La Mar where children were being “auctioned” off to clubs that promoted sexual exploitation of children. Arrests were made, driving the “auction” activity underground. More needs to be done. Prosecutions have been frustrated, however, due to criminal law procedures that require minors to act as witnesses against defendants. The Child Care and Protection Act, currently under consideration by the Parliament, will provide the cornerstone for a more aggressive approach to prosecuting traffickers. Immigration officials are working with their U.S. and British counterparts on improving procedures in Jamaica’s international airports. A new U.S. Government-funded project to create an efficient entry/exit system for Jamaica’s airports and seaports should augment the government’s efforts to deal with corrupt officials who facilitate the illegal movement of persons through Jamaica.

Protection

Appropriately, Jamaica does not arrest child prostitution victims. They are put in places of safety. Minors typically leave such protective custody and return to the sexually exploitative work. A number of NGOs are active in Jamaica, working with the government to rehabilitate street children and offer assistance services. The government is partnering with a range of organizations to remove minors from child labor and the street.

JAPAN (TIER 2)

Japan is a country of destination for men, women, and children trafficked for sexual exploitation. Victims come mainly from China, South Korea, Thailand, Taiwan, the Philippines, Colombia, and Eastern Europe. Some victims are lured to Japan under false pretenses; others come aware that they will work in the lucrative Japanese sex trade and are abused after their arrival. Trafficking also occurs within Japan as victims are “resold” between traffickers.

The Government of Japan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government is providing international funding for anti-trafficking efforts in Southeast Asia and conducting symposiums that help focus other governments. At home, however, measures are less advanced. The government has no national plan of action. Japan’s law enforcement and immigration response is seriously hindered because government officials, unclear on the nature of trafficking, tend to define the crime too narrowly and disagree among themselves about who is a trafficking victim.

Prevention

Japan is active internationally, conducting training seminars for immigration officials in source countries throughout Southeast Asia to help them prevent trafficking. Domestically, the government holds information campaigns against the abuse of foreign workers. The government sponsored a seminar in 2003 with UNICEF to raise awareness of child trafficking, but needs to take further legislative efforts to address the issue of commercial sex tourism where some citizens travel abroad with the express purpose of having sex with minors.

Prosecution

Japan has no law specifically prohibiting trafficking, although in practice it applies mainly the immigration and labor laws against traffickers. The government does investigate traffickers, but the number of prosecutions has been too few and the penalties too weak to act as an effective deterrent against the professional syndicates involved in trafficking. The 2003 arrest and conviction of kingpin trafficker Koichi “Sony” Hagiwara were significant. His criminal sentence, like many violent crime sentences in Japan, was light by U.S. standards (less than two years for a repeat offender who operated a criminal trafficking organization which moved hundreds of victims from Colombia) indicating a weakness in Japan’s punishment of traffickers. The government does not aggressively prosecute and punish the criminal organizations involved in trafficking.

Protection

The Japanese Government does not adequately protect victims. The government’s authority to provide temporary residency status to foreigners in an emergency is rarely invoked for foreign trafficking victims. Japanese officials are trained to deal with the extenuating circumstances of foreign victims; however, in practice, they tend to treat them as illegal migrants and quickly deport them. Victims who are suspected of attempting to avoid deportation may be held in detention centers, a treatment inappropriate to their status as crime victims. Facing deportation, victims have few options to seek legal remedies against traffickers in civil courts. Japan is active internationally making generous donations to UNDP and IOM to aid victims in Vietnam and Cambodia.

KAZAKHSTAN (TIER 3)

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

The Government of Kazakhstan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government's anti-trafficking focus and activity dropped significantly last year and it failed to follow through on plans devised in the previous year. However, it presented to Parliament long-awaited draft anti-trafficking legislation, which passed the lower house of Parliament on May 15.

Prevention

The government's anti-trafficking prevention campaigns were limited to activities conducted in varying degrees at the regional level. With the departure of the former head of the President's Commission on Women and Family from the position of government anti-trafficking coordinator, the Commission's focus on trafficking weakened. However, the Commission, in conjunction with the Gender Crimes unit of the Ministry of Interior, conducted research on trafficking victimization, although the results were not yet released by April 2003. Representatives of the Commission conducted varying preventive activities, such as circulating NGO-produced anti-trafficking information in schools, in all 16 of Kazakhstan's administrative districts. The government began implementing a bilateral labor agreement with the Kyrgyz Republic that allows a quota of legally protected Kyrgyz workers in Kazakhstan.

Prosecution

The operative anti-trafficking article in Kazakhstan, Article 330, criminalizes organization of illicit migration, which includes trafficking across international borders and trafficking of minors. Some trafficking cases may be prosecuted under related crimes, such as recruitment for sexual or other exploitation and organization of brothels. While there were many reported investigations, officials reported no cases for any of the above-mentioned crimes which had proceeded to court. The police currently are investigating a case against a North Korean accused of trafficking women from Uzbekistan to Kazakhstan, as well as cases in Akmolinsk, Northern Kazakhstan, Southern Kazakhstan, and Zhambul oblasts. The government also cooperated with the governments of South Korea, the United Arab Emirates, and Turkey on trafficking cases. The Financial Police arrested the owner of a suspect travel agency after Almaty police dropped a criminal case against the same company. The civil case has been ongoing for two years, as have advocates' attempts to see prosecution. The suspect is now in custody. A working group led by the Ministry of Justice completed a set of anti-trafficking amendments to the criminal code and forwarded them to Parliament for a vote on May 15. The government appointed the Prosecutor General to take the lead as the focal point for trafficking efforts, and the Law Enforcement Coordinating Council is working on anti-trafficking strategies. The government included a three-hour anti-trafficking training module in the prosecutors' mandatory re-certification training program.

Protection

The government does not have a system for identifying potential victims amongst vulnerable groups, which puts possible victims at risk for summary deportation and criminalization during

police street sweeps. The government provides some protection in individual cases brought to its attention, but it does not actively screen for victims in order to offer protection. The criminal procedure code allows for certain protections in and out of court for witnesses; however, lack of resources prevents protection for witnesses in trafficking cases. Government officials refer victims to NGOs for services at the local level, although no reports were provided regarding actual victims assisted during the reporting period.

KENYA (TIER 2)

Kenya is country of origin and transit for trafficked persons, primarily women and children. Internal trafficking occurs in the form of forced child labor and child prostitution. There are an estimated 200,000 street children in Kenya, a significant number of whom are engaged in illegal activities, including prostitution. Women are trafficked to Lebanon and other Middle Eastern countries for labor, while children are often trafficked to Uganda for work. Women from Eastern Europe and Asia are trafficked through Kenya en route to western countries.

The Government of Kenya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. The government needs to prosecute traffickers vigorously, provide training to law enforcement on the distinction between trafficking and smuggling, step up public awareness on child trafficking and the worst forms of child labor, and act against corruption among the police and immigration officials.

Prevention

The Constitution prohibits slavery, servitude, and forced labor. The Children's Act of 2001 prohibits all forms of child labor that would prevent children under 16 from going to school or that is exploitative and hazardous. The Children's Act also prohibits child sexual exploitation. The Ministry of Home Affairs and an international organization have set up community-based District Advisory Committees to monitor child labor issues at the district and local levels, including school attendance and assistance provided to children. These committees have assisted 2,803 children; including 1,252 working in hazardous conditions and 297 working in forced labor conditions. The government is removing street children, placing them in youth homes and in social halls, and providing them with meals and shelter to prevent them from being victimized. The government participates in an international program seeking to eliminate the worst forms of child labor and is undertaking a survey of the extent of the problem. The government also works with the child labor unit of the labor unions to assist children working in the agricultural sector, by providing training and education for employers about child labor. The government cooperates with international and non-governmental organizations to raise awareness about child domestics. Free primary education has been reinstated as a means to assist vulnerable populations and prevent trafficking.

Prosecution

Although there are no laws that specifically prohibit trafficking, there is a law that prohibits child labor, the transportation of children for sale, and the commercial sexual exploitation of children; and the Penal Code prohibits detaining females against their will for the purposes of prostitution. Child labor laws are enforced by the Ministry of Labor's Child Labor Unit, which has 10 full-time inspectors who also coordinate enforcement with other government agencies. A Human Trafficking Unit within the police was established in 2002, but its focus has been on immigration fraud. Government officials were implicated in identification fraud to facilitate illegal smuggling and six foreign nationals were deported for suspected smuggling of citizens to the Middle East.

Protection

The government provides programs to place street children in shelters. The government provides some support to international organizations and NGOs to assist children in domestic service that includes education, skills training, counseling, legal advice, and a shelter for girls abused by their employers.

KUWAIT (TIER 2)

Kuwait is a destination country for women from who are put into situations of coerced labor, where they may endure physical abuse or other extreme working conditions. Victims come primarily from Bangladesh, Indonesia, the Philippines, Sri Lanka, and Pakistan. They may have their passports withheld, contracts altered, and suffer non-payment of salaries. Some male foreign laborers kidnap runaway maids and force them into prostitution. Boys reportedly are trafficked from Bangladesh and Pakistan to be camel jockeys.

The Government of Kuwait does not meet the minimum standards for eliminating trafficking in persons; however, it is making significant efforts to do so. The government is strongest in preventing abuse of domestic servants and prosecuting those involved in trafficking. The government needs to take additional steps to ensure that children are not used in camel races and protect victims of trafficking.

Prevention

The government established an interministerial task force to coordinate anti-trafficking efforts. The government works actively with labor attaches from source country embassies to resolve cases of labor contract disputes and cases involving the abuse of domestic servants. Foreign workers' contracts are based on standardized contracts provided by the Ministry of Interior that clearly explain the rights and responsibilities of the employer and the employee. A foreign worker may not obtain a visa to Kuwait without presenting a contract signed by the employer and employee. The Camel Racing Club mandates that all camel jockeys must be 18 years of age or older to minimize the chances that children would be involved in these races.

Prosecution

The government does not have a law specifically criminalizing trafficking in persons. There are laws against slavery, forced labor, coercion, rape, assault, kidnapping, prostitution, inducing or assisting others to commit prostitution, pandering and/or operating a brothel, and the exploitation of prostitution by means of coercion or fraud. Law enforcement investigates cases of mistreatment of foreign workers and allegations of abuse. In addition to criminal remedies, through administrative measures and mediation under labor law, the government allows and assists domestic servants and foreign workers to seek redress against traffickers. It is illegal to withhold a foreign worker's passport, however, enforcement of this is mixed. The government has taken individual employers and companies to court for non-payment of wages and blacklists employers who do not fulfill their responsibilities. Over 4,000 Kuwaiti sponsors have been blacklisted from sponsoring domestic workers due to their failure to provide prescribed benefits. Persons convicted of heading prostitution rings or forcing women into prostitution face long jail sentences, deportation, and, in severe cases, death. Last year the Criminal Court sentenced a Bangladeshi man to death for kidnapping, raping, and forcing two women into prostitution. Police also arrested a Bangladeshi pimp for running several brothels. He admitted to kidnapping several Asian women, mostly runaway maids, and forcing them into prostitution. The penalties for rape or forcible sexual assault range from five years to life imprisonment, or, in severe cases, death. Victims of trafficking may file a criminal complaint or a civil suit against their employers. There is no evidence of government involvement in trafficking. The government adequately monitors its borders, but does not monitor immigration patterns for evidence of trafficking.

Protection

The government sponsors a center that assists domestics who have complaints against their employer that is staffed by female lawyers who help resolve labor dispute and ensure that employers meet contractual obligations. Disputes arise frequently, and the vast majority of problems are resolved through mediation. In addition, the government opened a conciliation center attached to a police station so that runaway domestics can file complaints against their employer. Many source country embassies harbor runaway domestics. The government works with foreign governments on trafficking when cases are brought to their attention. Victims of trafficking may be treated as criminals and are detained, jailed, or deported if they are violating other laws, such as those governing immigration or prostitution.

KYRGYZ REPUBLIC (TIER 2)

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

The Government of the Kyrgyz Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Overcoming a lack of available resources, the government showed increased political will to respond to trafficking, maximized its cooperation with IOM, and improved its collaboration with local NGOs to institute preventive and protective mechanisms.

Prevention

The government's preventive efforts were weak, but it took some concrete steps, with the assistance of IOM. The National Action Plan on Trafficking in Persons was approved by Presidential Decree and the inter-agency task force charged with implementing the plan approved distribution of IOM educational materials in schools, public awareness materials on buses and in bus stations, free airtime on television and radio for anti-trafficking announcements, and directed hundreds of law enforcement officials at central and local levels to participate in IOM anti-trafficking lectures. The government's Southern Regional Migration Service conducted a study of migration patterns and vulnerability to trafficking from that region to Russia and Kazakhstan. The Border Police are improving their border monitoring capabilities with assistance from IOM, including improving the security of its passports and visas, which are notoriously easy to fabricate. The government instituted stringent licensing procedures for firms sending would-be laborers abroad.

Prosecution

The current criminal code lacks sufficient provisions to prosecute the full range of trafficking activity. Before the draft anti-trafficking law, which was introduced to Parliament, enters into force, traffickers may be prosecuted under other laws. Although local law enforcement officers need greater support from the central level in order to prioritize trafficking investigations and cases, the government secured three convictions on recruitment of persons for exploitation and four convictions on trafficking in children. The government is investigating recruitment and employment agencies and in a recent review, the Migration Service found that two out of nine such companies lack appropriate licenses. A criminal investigation is underway against the founders of one of those companies. The Parliament approved mutual legal assistance treaties with five known trafficking destination countries to improve international cooperation. Endemic bribery and corruption prevents victims from seeking assistance from police.

Protection

The government does not have a method for screening trafficking victims nor for referring them to NGOs for assistance. NGOs active on the issue report good cooperation with local police and prosecutors in the few cases they refer for investigation. The government began implementing its bilateral labor agreement with Kazakhstan and will monitor the treatment of Kyrgyz workers through representatives there. The government is setting up labor offices in destination areas in Russia to better serve Kyrgyz nationals working in Russia who may be exploited. At least one of those offices will have consular representation.

LAOS (TIER 2)

Laos is a source of large numbers of economic migrants, some of whom are trafficked for sexual exploitation and forced labor. Most victims are trafficked to Thailand, where they may end up in involuntary servitude or, in the case of girls and young women, into prostitution.

The Government of Laos does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severely limited resources. The government recognizes trafficking as a problem and supports anti-trafficking endeavors, chiefly by cooperating with NGOs operating in its territory and providing some in-kind support such as office space and air time for public service announcements.

Prevention

The government does not directly fund any anti-trafficking prevention measures, and it does not control its long and porous borders well. However, it does utilize government-controlled party organizations to alert Lao citizens to the dangers of potential trafficking abuses in connection with international travel. Most anti-trafficking projects are carried out by international organizations and NGOs, and include consciousness raising and skills development for at-risk groups. State-controlled television and radio have broadcast anti-trafficking spots funded by NGOs and the government. The government cooperates with UN agencies, particularly the UN Interagency Project, to monitor, document, and suggest remedies for trafficking-related problems and has provided salaried government employees to work on an IOM project to gather data on prevention and protection statistics.

Prosecution

There is no specific anti-trafficking law in Laos, but there are laws against kidnapping and prostitution. The central government keeps no data on efforts of local officials to prosecute traffickers. Almost all government action to address trafficking is concentrated in the Ministry of Labor and Social Welfare (MOLSW). As a first step, the ministry has provided some limited training to law enforcement officials, although police sensitivity to victims remains inadequate. Overall, judicial and law enforcement institutions are extremely weak, and the government is far short of developing a program to arrest and prosecute traffickers. Corruption remains a serious problem, as some local officials reportedly profit from activities involving the illegal movement of persons.

Protection

The Government of Laos signed a border control and labor memorandum of understanding (MOU) with Thailand that addresses the repatriation of Lao trafficking victims. This agreement is the first of its kind in the Mekong region and commits governments to regularize the return of victims. Depending on how the MOU is implemented, the agreement may be a significant step forward. MOLSW has begun a program for repatriation of girls returning from prostitution or forced labor.

LATVIA (TIER 2)

Latvia is a source and transit country for women and an increasing number of girls trafficked to Finland, Sweden, Norway, Denmark, Spain, Germany, and Portugal for the purpose of sexual exploitation. There has also been an increase in boys trafficked to Spain for both labor and sexual exploitation. Internal trafficking of women and girls for sexual exploitation also occurs within Latvia, from rural areas of high unemployment to the capital.

The Government of Latvia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Improvements from the previous year are limited and include only a few new efforts.

Prevention

The government addresses trafficking through the national plan on organized crime, resulting in limited government resources for trafficking-specific programs. The roles and responsibilities of different ministries and law enforcement agencies are still undefined and central government coordination is lacking. The Ministry of Labor offers some free training for unemployed women and very often, local municipalities assist the government to fund trafficking prevention programs, sometimes with foreign funding, such as small prevention campaigns.

Prosecution

The Government of Latvia has legislation in place to prosecute trafficking crimes, impose stiff penalties and seize assets of traffickers. Trafficking in minors brings a prison sentence with a maximum of fifteen years. The government acknowledges that trafficking is a problem and has tasked the Latvian National Police Vice Squad, Border Guards of the Ministry of Interior, Department of Social Policy Development of the Ministry of Welfare, and Consular Affairs of the Ministry of Foreign Affairs to prepare annual reports on their progress with combating trafficking in persons. The professionalism of the Vice Squad of the Latvia State Police, the principal anti-trafficking law enforcement institution, improved and the number of investigations increased. Eight people were convicted for trafficking related crimes, six of whom were sentenced to four years in prison and one sentenced to seven years. The most important trafficking case in Latvia was the conviction and sentencing of a trafficker to thirteen years in prison. However, some prosecutors and judges still do not view human trafficking as a serious crime and have reduced some of the sentences on appeal to higher courts. Cooperation between the Border Guards, Latvian Police and NGOs increased and contributes to the effective control of the border areas. International cooperation in investigations and prosecutions is well established with Denmark and Germany, but continues to be difficult with Spain. The Border Guard Service manages an information database used to reveal several trafficking trends in Latvia.

Protection

Law enforcement improved its relationship with NGOs, publicly recognizing and cooperating with specialists in witness protection and rehabilitation programs. Law enforcement officials do not treat victims as criminals, although some officials continue to blame the victim. The government provides a witness protection center, managed by the Latvia Criminal Authorities in cooperation with NGOs and encourages trafficking victims to assist in the investigation and prosecution of their traffickers. Most victims, however, do not cooperate due to fears of retribution and social stigma. The government also mandates training for consular officers from NGOs on victim identification, while Latvian missions abroad provide travel documents for trafficking victims.

LEBANON (TIER 2)

Lebanon is a destination country for persons, primarily women from Ethiopia, Sri Lanka, and the Philippines, trafficked to work as domestics. Many trafficking victims voluntarily and legally travel to Lebanon in search of work, but are put into situations of coerced labor. In such situations, they often endure extreme working conditions or physical abuse. Employers sometimes physically or sexually abuse domestics. To a lesser extent, women who travel from Russia, Romania, Ukraine, Moldova, and Bulgaria to Lebanon are forced into commercial sexual exploitation.

The Government of Lebanon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government's strengths in combating trafficking are in the area of prevention. The areas of protection and prosecution, including law enforcement coordination with source countries, need to be expanded.

Prevention

The Ministry of Labor meets regularly with source country embassies to ensure that workers are aware of new employment agency regulations and the "complaint line" for reporting violations. Lebanon and Sri Lanka established a training program for Sri Lankan domestics bound for Lebanon. Two offices are open (and three more are planned). The Labor Ministry is working with Ethiopia to develop a similar program, which once established might be a worthy prevention measure. The Prime Minister engaged two human rights lawyers to draft a pamphlet defining trafficking, outlining the complaint process, providing contact information for government agencies, law enforcement, and non-governmental organizations. Officials will distribute it to migrant workers upon their arrival at the airport.

Prosecution

Lebanon does not have a law criminalizing trafficking in persons. However, the Penal Code criminalizes the deprivation of personal freedom of others by abduction or other means. The Ministry of Labor refers cases of abuse reported to its complaint line to law enforcement for investigation and prosecution. It also enacted regulations prohibiting employment agencies from withholding foreign workers' passports for any reason and specifically defining sponsors' responsibilities with regard to the treatment of domestics. In 2002, 18 employment agencies were closed for non-compliance with these new regulations. The Surete Generale actively investigates adult clubs employing "artistes" from Eastern Europe and issues warnings to those who do not comply with regulations. Last year it issued 20 warnings and closed one club. There are no indications that government officials condone or facilitate trafficking.

Protection

The government does not provide protection to victims, but does cooperate with non-governmental organizations that provide victim services. The Surete General allows NGOs access to the Retention Center for Foreign Persons to provide legal assistance, counseling and medical care to foreign workers. Victims may file civil suits or seek legal action. The government signed agreements with intergovernmental organizations to assist in repatriating illegal workers. Employers must show proof of health insurance for their employees every year to renew work permits. In addition, prospective employers of domestics must pay a deposit to the government that can be used for repatriation.

LIBERIA (TIER 3)

Liberia is a source and destination country for trafficked persons, and also has a significant internal trafficking problem. The government and rebel forces in Liberia forcibly conscript men, women, and children to serve as porters, forced laborers, combatants, and sex slaves. The use of child soldiers is widespread, and many are sent into conflicts in neighboring countries, such as Cote d'Ivoire. The government forcibly recruits conscripts from displaced persons' camps. Anecdotal evidence indicates that Liberian rebel forces may traffick men, women, and children into Liberia from displaced persons' camps in Guinea. Government officials reportedly use forced labor on their farms and reportedly force children to work in mines and on farms.

The Government of Liberia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government must stop forced conscription and the use of child soldiers, punish those—including government officials—responsible for trafficking, and provide protection programs for trafficking victims.

Prevention

The government does not take action to prevent trafficking.

Prosecution

Although there is no specific anti-trafficking law, the law prohibits procuring a woman or a girl under the age of 16 years for prostitution or immoral purposes. However, the government does not arrest and prosecute traffickers.

Protection

The government provides no protection to trafficking victims. International and non-governmental organizations provide some protection and have created separate and secure areas for children in displaced persons camps.

LITHUANIA (TIER 1)

Lithuania is a source, transit and destination country for trafficking in women and children, for the purpose of sexual exploitation. Lithuanian women are increasingly trafficked to Spain, Germany, Italy, Norway, and Sweden. Women are trafficked through and within Lithuania from Ukraine, Russia (including Kaliningrad), and Belarus.

The Government of Lithuania fully complies with the minimum standards for the elimination of trafficking. The government showed strong preventive campaigns and increasingly vigorous law enforcement efforts, including against government officials complicit in trafficking.

Prevention

The government continues to earmark significant funds in its national budget to implement its two-year Program on the Control and Prevention of Trafficking in Humans and Prostitution. This program addresses the causes of human trafficking in order to design better preventive measures. The government conducted two vigorous preventive information and education campaigns with international and non-governmental organizations, and the Nordic Council of Ministers. The Education Ministry uses its regional network to focus on prevention among potential victims of sexual abuse and trafficking. Trafficking issues are presented during ethics and religion classes in schools and a toll-free hotline for students and their parents provides information on sexual abuse and trafficking in persons.

Prosecution

Trafficking in persons into or out of Lithuania for purposes of sexual abuse, material or personal gain, and prostitution, is criminally prohibited. Penalties range from four to eight years of imprisonment, with more severe penalties for aggravating circumstances, including trafficking in children. The law also provides for asset forfeiture and confiscation, with new penalties for trafficking in minors, operating a brothel and possession of child pornography. The government successfully employed electronic and undercover surveillance, as well as videoconference technology in the courts, in investigations and proceedings against traffickers suspected of forcing several hundred women from Lithuania into European brothels. The government initiated 22 criminal cases against traffickers mostly concerning international trafficking, with six convictions handed down in 2002, and the government made its first arrests for internal trafficking. The government monitors its own police and six former police officers received sentences from three to seven years' imprisonment for involvement in trafficking, extortion and pimping. The government has bilateral agreements with the Interior Ministries of more than 20 countries, including cooperation in the area of trafficking. The government coordinates with law enforcement from several regional and European countries via trilateral and bilateral agreements, Interpol and EU liaison officers stationed in Lithuania. Enhanced border control led to a decrease in trafficking victims from Ukraine, Russia and Belarus, transiting through Lithuania, and the police have been working to create a national database to monitor traffickers through other related crimes. Trafficking increasingly falls under the mandate of the organized crime police.

Protection

Police provide temporary shelter, access to medical services, and some legal and counseling services to victims who need protection, and the government provides temporary to permanent residence status. Legally, victims should not be punished for prostitution or illegal immigration into Lithuania; however, relief from deportation in trafficking cases is not always provided in

practice. The Ministry of Social Security and Labor trained social workers assisting trafficking victims and the government trains Lithuanian consular and embassy staff in destination or transit countries, which may fund assistance to victims. Government agencies and NGOs also encourage victims to file civil suits or to seek legal action against their traffickers, but find that fear of retribution discourages this practice.

MACEDONIA (FORMER YUGOSLAV REPUBLIC OF) (TIER 1)

Macedonia is a country of transit and destination 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 the minimum standards for the elimination of trafficking. The government showed increasingly effective law enforcement activities in ethnic-Albanian areas not under government control during the 2001 conflict, and in areas where trafficking activity is prevalent. As a post-conflict country with limited resources, it focused significant efforts on combating trafficking. The low conviction rate relative to arrests emerged as an area of concern and numerous press and public reports were published questioning the integrity of members of the judiciary. Efforts should continue in the next year to strengthen the judiciary's capacity to enforce rule of law.

Prevention

The government co-sponsored with IOM and local NGOs several preventive events, including a public awareness campaign for the public at large, and a focused campaign in the country's third largest city. The inter-ministerial National Anti-Trafficking Committee, headed by the Ministry of Interior State Secretary, oversees implementation of the National Action Plan. The government instituted a new policy on issuance of work permits, whereby a centralized policy review board approves all work permit requests. Requests for permits for dancers and waitresses are given strict review and most are denied. The government continues to participate actively in Stability Pact regional ministerial meetings and capacity-building programs.

Prosecution

Criminal articles on organized and forced prostitution are used to prohibit and punish trafficking in persons. During the reporting period, courts handed down 11 convictions, ranging from six months to seven years. Police increased the ability to investigate and arrest traffickers in areas of previously limited government control, and the government filed over 70 trafficking-related charges against over 100 perpetrators. The government arrested and prosecuted notorious trafficking kingpin Dilaver Bojku and two associates. For activities conducted before enactment of the current anti-trafficking legislation, the applicable criminal article held only a maximum penalty of one year; the court handed Bojku a six-month sentence in Ohrid Jail, He was transferred to a prison halfway house, during which time the Ministry of Interior secured additional trafficking charges against him and extended his detention, pending trial. The government routinely cooperates with neighboring countries through its Southeastern Cooperative Initiative (SECI) liaison and through its bilateral cooperation agreements with UN authorities in Kosovo, Serbia and Montenegro and Bulgaria. Government efforts to crack down on corruption continued, and several internal investigations are ongoing. In 2003, charges were brought against a local police official on trafficking and other charges, and the case is proceeding through the court system.

Protection

Police routinely place victims found during anti-trafficking raids in the government's transit shelter for trafficking victims. Once the victims are in the transitional shelter, a local NGO conducts interviews, and they are offered repatriation, counseling, medical and other support services through IOM. During the reporting period, 292 foreign female victims were processed

through the shelter, of whom 23 were under 18. Victims of trafficking in Macedonia do not receive temporary residency status. While the government was working to enact a witness protection law and program, the police and IOM provided ad hoc witness protection for some witnesses willing to testify. Police and prosecutors receive training on trafficking.

MALAWI (TIER 2)

Malawi is a source country for women and children trafficked to South Africa, Botswana, Swaziland, Zimbabwe, and Europe for forced labor and sexual exploitation. Nigerian traffickers are increasingly active in Malawi, trafficking women and girls to Europe. Malawi also is a transit for persons trafficked to The Netherlands, Germany, Italy, and Belgium. Internal trafficking for forced labor and commercial exploitation also occurs. Sex tourism is an increasing problem. The HIV/AIDS epidemic has resulted in 2 million orphans and an increasing number of child-headed households, thereby drastically increasing the vulnerability of this population to traffickers.

The Government of Malawi does not meet the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. The government should increase its efforts to protect victims and follow through on its review of anti-trafficking statutes to enhance law enforcement efforts.

Prevention

The inter-ministerial committee on children implemented a child rights awareness program, an HIV/AIDS awareness program, domestic violence campaigns, workshops, and training sessions. Also, the committee disseminated the Convention on the Rights of the Child in local languages. In addition, the government has targeted local customs, such as girl-child initiation rights at puberty and early marriage, as putting children at risk for trafficking and launched campaigns against such practices. The government established an ombudsman on children's issues and abolished school fees to encourage school attendance. The government provides assistance to the growing numbers of families caring for HIV/AIDS orphans and child-headed households, to minimize those increasingly at risk for trafficking. It also supports a multitude of youth associations working on children's issues. The government is implementing programs to eliminate the worst forms of child labor and is withdrawing 1,500 children from hazardous work and providing them with alternative job skills training.

Prosecution

There is currently no anti-trafficking law in Malawi. The National Task Force on Child Labor and the Law Review Commission are reviewing child labor and trafficking statutes. The Penal Code prohibits commercial sexual exploitation of children. Laws against promoting, managing, or transporting any person for prostitution mandate a 14 year sentence, which is appropriately severe. Since 2001, police have prosecuted seven cases of trafficking and closed down at least two nightclubs during an international conference because of the presence of minor prostitutes. Malawian police are working with INTERPOL to investigate brothel rings controlled by organized crime.

Protection

The government provides repatriation assistance for victims, including health care. Juvenile-friendly courts handle cases involving minors.

MALAYSIA (TIER 2)

Malaysia is a destination and to a lesser extent a source and transit country for trafficking for sexual exploitation. Foreign trafficking victims come from Indonesia, Thailand, China, the Philippines, and Uzbekistan. On a smaller scale, Malaysian women (mostly ethnic Chinese) are trafficked to Japan, Canada, the United States, Australia and Taiwan for sexual exploitation. Some clandestine transiting may take place through the country's international airports.

The Government of Malaysia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government acknowledges that trafficking is a problem and enacts most of its anti-trafficking measures in the context of its fight against illegal migration. Malaysia needs to pass a comprehensive anti-trafficking law to enable officials to deal with the problem. Malaysia recognizes that anti-trafficking measures require a multilateral approach, and its growing cooperation with Indonesia is an important step. Officials are only slowly recognizing the importance of foreign victim protection.

Prevention

The government provides funding to NGOs, which inform Malaysian women of the dangers of sex trafficking. Government ministries provide direct job training assistance in rehabilitation centers to young Malaysian women considered at risk of falling into prostitution.

Prosecution

Malaysia has not passed a comprehensive anti-trafficking law. Existing criminal and security statutes can be applied against traffickers, but most traffickers are prosecuted as smugglers under the immigration statute and as a result receive only fines or light sentences. Immigration officials have stepped up border security measures and are scrutinizing foreign visa applicants more closely to look for potential trafficking victims. Petty corruption is a problem, but the government is engaged in removing corrupt officials and police officers. The Home Affairs Ministry established an inter-agency task force to crack down on criminal offenses involving vice, including trafficking. Malaysia signed an agreement with the Philippines and Indonesia to cooperate on transnational crimes, including trafficking in persons, and will initiate law enforcement contact with its neighbors. Special cooperation is underway between the states of Sabah and Sarawak and the Indonesian state of Kalimantan.

Protection

The government provides extensive funding for NGOs in Malaysia working generally to assist Malaysian women; however, because the scope of the trafficking problem is small, relatively few of these women are trafficking victims. Overseas, the Ministry of Foreign Affairs provides assistance to Malaysian victims trafficked abroad. In Malaysia, the government applies a lower standard of protection for foreign trafficking victims who are generally treated as immigration offenders, often detained and held for up to several months before deportation. They are released to the care of shelters or foreign consulates in the minority of cases when the government clearly identifies them as bona fide trafficking victims and not economic migrants. Malaysian officials are not trained in assisting foreign trafficking victims; operationally, officials continue to define trafficking narrowly and treat victims as accessories.

MALI (TIER 2)

Mali is primarily a source country for children trafficked to Cote d'Ivoire for farm labor. It has also become a transit country for children and women being trafficked to and from neighboring countries and to Europe; anecdotal evidence also suggests that it is a destination country for women from Nigeria. Some Malian children are trafficked internally to urban centers for forced labor.

The Government of Mali does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severely limited resources. Mali should strengthen its anti-trafficking efforts through enhanced prosecution of traffickers.

Prevention

As part of Mali's comprehensive plan to combat trafficking in children, the government has participated in several media campaigns including the "Red Card to Child Labor" program, introduced during the 2002 African Cup of Nations soccer tournament in Bamako. Since February 2002, minors are required to have written parental permission to cross borders; this program is believed to have been moderately successful in decreasing trafficking in its first year. The government is targeting high trafficking areas with public awareness campaigns. Mali is one of the West African countries participating in an international organization's program to reduce trafficking in children and a regional effort to combat trafficking.

Prosecution

Trafficking in children is illegal in Mali and carries severe penalties under the law. Trafficking in adults can also be prosecuted under laws against slavery, kidnapping, and prostitution. We have no information on prosecutions. The government is investigating organized trafficking rings in Mali. The government has announced plans to train border officials in spotting and investigating traffickers. Mali's cooperative agreement with Cote d'Ivoire appears to be working to combat trafficking. Cooperation with border authorities from Cote d'Ivoire and Burkina Faso has also gained momentum. As a result of both the agreement and the instability in Cote d'Ivoire, the number of children trafficked to Cote d'Ivoire appears to be declining.

Protection

The government has established "welcome centers" which provide shelter and medical and psychological services to victims; more than 600 children have been repatriated through the centers since 2000. Victims are not treated as criminals, and the government encourages them to assist in investigation and prosecution of traffickers. Victims also have the right to seek legal action against their traffickers on their own.

MAURITIUS (TIER 1)

Mauritius is a source country for women and children trafficked internally for commercial sexual exploitation. Sex tourism is a serious concern and is being addressed through a broad coalition of government and civic service institutions.

The Government of Mauritius fully complies with the minimum standards for the elimination of trafficking. Mauritius could further enhance its anti-trafficking efforts by increasing the number of prosecutions.

Prevention

The government is aggressively implementing its 5-year plan to protect children against exploitation. The Ministry of Women's Rights, Child Development, and Family Welfare, in conjunction with the University of Mauritius, conducted a survey of exploited children and is establishing a database to track commercial sexual exploitation. During the year, the government undertook anti-trafficking campaigns targeting child prostitution, created "Police de Proximité" to encourage community members to report information, educated children on their rights, and worked through women's and youth centers, factories, and parent-teacher associations to explain trafficking and sexual abuse. Other actions included hiring a full-time consultant to work on pamphlets, television ads, radio spots, and booklets on child prostitution; a train-the-trainer program for 200 community and youth leaders; and establishment of mechanisms to use the 53 social welfare centers, 109 community centers, and 12 women and youth centers and village information councils as resources on commercial sexual exploitation. To decrease school absenteeism—identified as a primary cause of trafficking—the government assigns a social worker to truant children and their families. The government also provides income generating and micro-credit programs for poor families and educates parents about child prostitution. Sex Area Protection Committees and Child-Watch networks are being established in high-risk areas. An ombudsman for children's issues is being created. The government trains and funds NGOs.

Prosecution

The government is reviewing existing legislation to increase protection for victims and the penalties for trafficking. Trafficking is prosecuted under statutes prohibiting brothel keeping, debauchery, sex with a minor, and causing a child to be abused. Police at the Grand Bay Police Station report about 6 child prostitution cases per year. Thirty law enforcement officials are being trained in investigation and prosecution and a training manual for police is being developed. The government monitors and reports sex offenders to INTERPOL. Family courts are reviewing procedures for dealing with the commercial sexual exploitation of children. A Family Protection Unit of the police has been trained on child exploitation and an information technology unit has been established to monitor Internet solicitation of minors.

Protection

The Ministry's Child Development Unit carries out intervention, treatment, and protection services 24 hours per day, 7 days per week. Victims are sheltered in government-supported, NGO-run facilities and the government mandates compensation from exploiters. The government also offers free medical, psychological, and legal assistance and has established a drop-in center for victims of sexual abuse.

MEXICO (TIER 2)

Mexico is a major source of and transit point for primarily Mexican and Central American migrants traveling to the United States, some of who are trafficked or at risk of being trafficked for labor or sexual exploitation. Others from Asia, South America, and Eastern Europe transit Mexico to the United States. Those who do not succeed in passing through are often forced into prostitution in Mexico, including a high number of children in the border area with Guatemala. In addition to international trafficking, Mexico has internal trafficking, especially for the sexual exploitation of children.

The Government of Mexico does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has launched a national campaign against the sexual exploitation of children and achieved a high level of success in interdicting illicit migration, including trafficking; however, efforts to assist victims and punish traffickers, especially those that sexually exploit minors, are still limited.

Prevention

The national campaign against sexual exploitation of children, which urges people to report the crime, has begun to show positive results. Continued and increased efforts to raise awareness under this initiative will help identify and assist a greater number of victims.

Prosecution

Mexico's record on law enforcement against trafficking is uneven. There have been great successes, including the significant reduction of illicit migration and trafficking in persons between Baja California and the United States thanks to excellent cooperation between Mexican and U.S. officials. However, in other areas, such as Ciudad Juarez, which reports a high incidence of child prostitution and pornography, investigation was weak. Enforcement may improve in Ciudad Juarez as the federal social welfare agency recently contributed to a study of the problem and NGOs have begun sensitivity training for police. In Tapachula, near the Guatemala border, brothel owners have trafficked hundreds of Central American minors into prostitution with almost complete impunity. Mexico continues to improve its efforts to monitor its borders well in many places. In 2001, border officials turned back 15,000 undocumented aliens and hundreds of migrant smugglers and in 2002, federal police arrested the head of an international alien smuggling network. Some of these were traffickers and victims, but no data is available on the scope of the crime for two main reasons: Mexico is primarily a transit country, so the extent of trafficking may not be evident until the victim reaches the destination; and Mexican officials do not attempt to distinguish victims or traffickers, they simply deport all. Corruption and poor enforcement against exploiters of children weaken Mexico's prosecution efforts.

Protection

The government's social welfare agency assists trafficking victims repatriated from the United States by providing them with shelters and health care, and by returning victims to their families. The availability and quality of these programs varies widely by region. The federal government occasionally funds NGOs to assist victims, but overall the level of services should be expanded to meet the current need. Foreign victims of trafficking who are in Mexico illegally are generally deported instead of receiving public assistance while helping prosecutors to develop a case against the trafficker.

MOLDOVA (REPUBLIC OF) (TIER 2)

Moldova is primarily a source country for women and children trafficked to the Balkans (Bosnia-Herzegovina, Macedonia, Albania, Serbia-Montenegro and Kosovo); other European countries (Italy, France, Portugal, Germany, Romania, Bulgaria, Hungary, Slovakia, Czech Republic, Poland, Greece, Cyprus and Turkey); and the Middle East (Lebanon, Israel, United Arab Emirates, Pakistan and Afghanistan). There has been an increase in Moldovans trafficked to Israel, via Moscow and Egypt, and a recently discovered case of Moldovans trafficked to Japan. Moldovan men have been trafficked to Russia and neighboring countries for forced labor and begging. Moldova is also a transit country for victims trafficked from Ukraine to Romania. The border region of Transnistria, not under the central government's control, also serves as a source and transit point for trafficking victims.

The Government of Moldova does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government established a National Working Group, which developed a multi-year strategic plan for combating trafficking. However, improvements from the previous year are limited, as the problems of endemic corruption, lack of resources and inadequate protection hinder the government's comprehensive and effective response.

Prevention

The government acknowledges that Moldova is one of the most significant source countries for trafficked persons around the world, but does not yet treat it as a top priority. Most activities are initiated by international organizations, subsidized by foreign institutions, and implemented by NGOs, without any support from the government. The State Migration Service (SMS) increased its anti-trafficking efforts through maintenance of a database of legally licensed agencies that it can match with people interested in working abroad. The SMS works closely with international organizations to educate people about the potential dangers of working abroad. In addition, over 60 representatives from the Ministry of Labor serve as trainers in a regional women's economic empowerment initiative.

Prosecution

Trafficking in persons is criminally prohibited in Moldova. During the reporting period, two people were convicted and sentenced to 15 and 10 years, respectively, for trafficking children to Russia for the purpose of begging. Of the 42 other trafficking criminal cases initiated, eight were referred to court, 19 are pending, two were suspended, and 13 were dismissed. Trafficking-related offenses are also prosecuted under laws on pimping, fraud, forgery and maintaining brothels. The government's Counter-Trafficking Division actively employs special investigative techniques, such as electronic surveillance and undercover operations. The Government of Moldova also works with other countries under the Stability Pact and with international organizations to enhance anti-trafficking law enforcement skills and programs. Moldovan officials cooperate with their counterparts in other countries and shared data were incorporated into the majority of trafficking investigations in Moldova. Several human trafficking routes were closed due to international cooperation. Most recently, officials stopped a woman who trafficked other women to Japan. This was the first registered case of trafficking in Moldovan women to Japan. Widespread corruption and lack of resources prevent adequate border control and monitoring of traffickers, especially in the Transnistria region. The Moldovan Police Academy cooperated with an NGO to develop a new curriculum and implement an anti-trafficking module for the police academy train-

ing program. The government is investigating trafficking-related crimes involving government officials, such as a mayor who was arrested for taking a bribe for issuing false documents.

Protection

The Government of Moldova fails to protect victims adequately. While it does not treat victims as criminals it does not provide residency status, relief from deportation, shelter, or access to legal, medical, or psychological services for victims. The government encourages victims to assist in investigations and prosecutions. Moldovan law provides for witness protection, including change of identity and residence, but in practice this is not always provided due to lack of resources. There are no standard operating procedures for the identification of victims of trafficking, nor are victims provided compensation. Victims can obtain employment while the trafficker is prosecuted, but job opportunities are scarce in Moldova. The Ministries of Interior and Foreign Affairs improved victim identification and support strategies for Moldovan consular staff abroad.

MOROCCO (TIER 1)

Morocco is a country of origin and transit for trafficked persons. Internal trafficking of girls from rural areas to cities for domestic servitude as child maids is widespread. Internal trafficking of women for purposes of commercial sexual exploitation takes place on a smaller scale. Some Moroccan men and women seeking work in Europe and the Middle East as domestic servants or in the hotel or construction industry have been forced into situations of coerced labor, narcotics trafficking, or commercial sexual exploitation. There are also unsubstantiated reports that some who transit from West African countries through Morocco to Europe may be trafficked.

The Government of Morocco fully complies with the minimum standards for the elimination of trafficking.

Prevention

The Government of Morocco participated in several high-level meetings with the European Union and the Governments of Italy and Spain to strengthen migration policies and procedures to Europe. Moroccan diplomats in both transit and destination countries are trained to assist Moroccan victims, and Moroccan consular officers are trained to provide counsel to unattended at-risk adolescents in Spain and Italy. Working with non-governmental organizations, the government has supported numerous anti-trafficking public awareness campaigns that warn young people about the dangers of migration to Europe and citizens against using child maids.

Prosecution

Morocco has no law that specifically prohibits trafficking; however, the government utilizes a number of statutes covering kidnapping, forced prostitution, and coercion against traffickers. Law enforcement agencies actively investigate, prosecute and convict traffickers. A former Belgian consul general was arrested in Morocco for recruiting Moroccan women to work in Belgian nightclubs. An accomplice working in the Moroccan Secretariat of the Royal Palace Guards was arrested and charged with deceit and forgery for drafting bogus letters of reference for the women. The police worked together with law enforcement from Saudi Arabia to break up a Moroccan trafficking ring consisting of 40 family members. Law enforcement officers participate in training and seminars about trafficking that are held by other countries. The Moroccan Council of Ministers announced that it had adopted a law that will increase punishments against traffickers. There is no evidence of official government involvement in trafficking, but some border officials and police have taken bribes to turn a blind eye to trafficking or smuggling. A government crackdown on all types of corruption within the public sector has investigated approximately 10,000 officials for allegations of corruption, including corruption related to trafficking in persons.

Protection

The government provides modest funds to non-governmental organizations, participates in anti-trafficking and anti-child labor campaigns with international organizations, repatriates former child maids to their families, and has created a Center for Immigration that provides counseling services including explanation of legal and civil rights to migrants. The Secretary of State for Family has taken custody of abused child maids.

MOZAMBIQUE (TIER 2)

Mozambique is a source country for men, women, and children trafficked to South Africa for forced labor and commercial sexual exploitation. Trafficking of children for forced labor and commercial sexual exploitation occurs within the country.

The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. Mozambique's monitoring of borders remains weak, and corruption hampers cooperation with neighboring law enforcement officials.

Prevention

A multi-sectoral anti-trafficking "Campaign Against Trafficking in Children," kicked off by the Prime Minister, includes public figures, well-known musicians, and Catholic Church dignitaries. The campaign continues with a massive public awareness effort on radio and television, training for journalists, workshops for children, and training for police officers. Children participate in nationwide debates, festivals, dances, dramas, and in the creation of leaflets to educate other children about prostitution. Lack of funds hampers the implementation of the national plan on abuse and exploitation of children.

Prosecution

There is no law against trafficking, and the government lacks investigative capacity; but prosecutions of cases of sexual assault and rape, some of which are trafficking-related, are on the increase. In 2002, there were seven cases in which exploiters were charged with indecent assault of a minor with penalties ranging from two to eight years. A training seminar was held to teach police officers how to recognize and investigate trafficking cases. Three pilot stations staffed with special officers trained to assist trafficking victims were set up in provincial capitals. Children are prohibited from going in nightclubs and cabarets. Two violations led to closure of the businesses.

Protection

Government assistance is available for victims on a short-term basis, but long-term care is limited by lack of funds. Victims are not mistreated when seeking assistance but are often asked to pay for medical tests. Government hospitals work with NGOs that provide victim assistance in Maputo, Beira, and Nampula. Maputo Central Hospital runs a youth psychological rehabilitation center to assist children traumatized by abduction and for victims of sexual abuse.

NEPAL (TIER 2)

Nepal is a source country of women and girls trafficked primarily to India for the purposes of commercial sexual exploitation and debt bondage. Nepali women traveling to the Middle East in search of work have been put into situations of coerced labor and other slave-like conditions. Internal trafficking also takes place in Nepal. Women are trafficked from rural areas to cities for commercial sexual exploitation and children are placed into debt bondage or other exploitative child labor by their impoverished parents. An ongoing Maoist insurgency has used violence to wrest control of remote areas from the government; many trafficking victims originate from those areas. The insurgents have forcibly conscripted girls and boys.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking in persons; however, it is making significant efforts to do so despite severe resource constraints. Pioneering efforts have been undertaken in preventing trafficking. More vigorous efforts to prosecute all forms of trafficking, stronger coordination of law enforcement efforts, and serious efforts to curb corruption will improve Nepal's anti-trafficking efforts.

Prevention

The Ministry of Women, Children and Social Welfare (MWCSW) supported local, regional, and national information campaigns on trafficking including radio and audio-visual programs, booklets, pamphlets, and signboards. As a pilot program, the government established "Village Vigilance Committees" in some districts to train local residents to recognize trafficking and alert authorities. The MWCSW publishes a newsletter and operates a program in 47 districts to emphasize the importance of sending children to school, a key component of the government's campaign to eliminate child labor. The Ministry of Labor requires all workers traveling overseas to attend an orientation session explaining worker rights and safety issues. Government-initiated income generating projects have been introduced in 3900 villages; those projects include providing micro credit loans, introducing savings programs, and encouraging female entrepreneurs.

Prosecution

The Human Trafficking Control Act of 1986 prohibits selling persons and provides for penalties of up to twenty years imprisonment for traffickers. However, this legislation does not criminalize the separation of minors from their legal guardians with the intent of trafficking. Thus, trafficking children out of Nepal may not be prosecutable as a crime until it is too late. Last year 92 cases against traffickers were taken to court; prosecution and sentencing statistics are not yet available. Nepal's open land border with India does not allow for stringent monitoring. Border officials receive training from non-governmental and international organizations on how to recognize potential trafficking victims. Former trafficking victims patrol along side border officials and help them spot potential trafficking situations. The Governments of Nepal and India have agreed to form a Joint Cross Border Committee against Trafficking in order to collaborate on investigations and more efficiently share information about traffickers.

Protection

The Government of Nepal provides limited resources to non-governmental organizations to provide victim assistance for rehabilitation, counseling, and medical care. Victims are not jailed, detained, or deported. Once a victim files a civil suit or makes a criminal complaint against a trafficker, the government will prosecute the case at no cost to the victim.

THE NETHERLANDS (TIER 1)

The Netherlands is both a significant destination and transit country for trafficking, most notably for the purposes of sexual exploitation, although there is also labor trafficking. Most victims originate from Central and Eastern Europe, primarily Bulgaria, the Czech Republic, the Russian Federation, Ukraine and Moldova, and from African countries, primarily Nigeria. According to some experts, the number of reported trafficking victims, almost all foreign, has more than quadrupled over the past decade, rising from 70 to 341.

The Government of The Netherlands fully complies with the minimum standards for the elimination of trafficking. The Government of The Netherlands has numerous and sophisticated prevention, prosecution, and protection programs. However, the lack of a specific law and punishment against forced labor trafficking, lack of punishment for sex trafficking of equal severity to that for other grave sex crimes, and limited outreach by the government to the large number of foreign victims of sex trafficking warrant concern.

Prevention

The Government of The Netherlands does not conduct prevention campaigns targeting the demand within the public at large, but it subsidizes numerous NGO information campaigns in Dutch schools and youth clubs. Dutch NGOs complain of insufficient efforts to target source countries, but the government engages in bilateral assistance to many countries to sponsor preventative education programs. Most impressive, the government funds a National Rapporteur on Trafficking in Human Beings, who investigates trafficking and publishes in-depth reports.

Prosecution

Trafficking for the purpose of sexual exploitation is specifically prohibited and subject to punishment in The Netherlands. But while the punishment for rape is twelve years, the punishment for trafficking for sexual exploitation is six years with more severe penalties for aggravating circumstances, such as trafficking of a minor. The average sentence for trafficking for sexual exploitation alone is even lower: eighteen months. A law to prohibit and punish other forms of trafficking, such as forced labor and protection of victims of forced labor was introduced but was not adopted as of April 2003. There is a national public prosecutor for sex trafficking and an anti-trafficking coordinator in each district court. Sex trafficking is reportedly a high priority for police in many regions of the country. Approximately 217 cases were prosecuted last year, showing an increase from the previous year. While there were no reported convictions, the proportion of cases resulting in sentences was quite high in previous years. According to the Dutch Rapporteur, the majority of foreign victims do not usually avail themselves of the government's B-9 immigration law, which allows the victim to remain in the country three months while pursuing prosecution. This is due to the lack of knowledge, unequal access to legal counsel, fear of retribution and restrictions on employment during this period.

Protection

The government subsidizes various Dutch and foreign NGOs working with victims trafficked for sexual exploitation and the Dutch government cooperates with source country governments. Most shelters are designed for Dutch victims of domestic violence, but seek to address the needs of all victims. The Health Ministry assisted in publishing a manual that instructs relief workers about the rights of foreign victims. Special shelters have been set up for underage foreign victims, but victim organizations have called for additional measures.

NICARAGUA (TIER 2)

Nicaragua is source and transit country for persons trafficked for sexual exploitation. Many of the victims are minors trafficked within the country, including children in prostitution and girls who dance in nightclubs. Some Nicaraguan women and children are trafficked to other parts of Central America for the purpose of sexual exploitation. Nicaragua is also a transit country for illegal migrants; some of those migrants may be trafficked.

The Government of Nicaragua does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Aware of the problem, the government does not tolerate trafficking in persons. The government carries out measures against cross-border trafficking in the context of combating migrant smuggling. Government efforts to address internal trafficking, which most often involves the exploitation of children, are complicated by a lack of resources and politicization of the issue.

Prevention

A government national council headed by the First Lady has developed strategies to protect children against forced labor and sexual exploitation. These measures focus on raising awareness of public officials. The police work with schools to warn at-risk teenagers about trafficking. The government works with a number of international organizations and NGOs that promote children's welfare, but the government does not conduct any public awareness campaigns.

Prosecution

Nicaragua has a law prohibiting trafficking for sexual exploitation, and authorities have made some arrests under this law, but there have been very few prosecutions. A joint Nicaraguan-U.S. task force coordinates strategy and law enforcement on the illegal international movement of persons. A special police unit combats trafficking as a part of migrant smuggling. Enforcement of child labor rules is spotty. Corruption is an overall problem, although there is no evidence that Nicaraguan officials are engaged in trafficking-related corruption. The government does not adequately monitor its borders, but officials are taking steps to improve technology and methodology.

Protection

The government does not provide special services to Nicaraguan trafficking victims beyond general limited assistance to victims of violent crime. The government does not provide assistance to foreign victims of trafficking. Police are not trained to recognize trafficking victims other than minors in nightclubs. Government efforts to inspect working conditions of children are limited.

NIGER (TIER 2)

Niger is a source, transit, and destination country for trafficked persons. Workers from Benin, Togo, Nigeria, and Ghana are promised well-paying employment in Niger but often find themselves exploited in poorly paid domestic work or prostitution. Internal trafficking of children for labor occurs which often leads to indentured servitude or debt bondage. Child prostitution is on the rise. Some religious leaders exploit children sent to them for education by forcing them to beg in the streets. Niger is a transit country for women being trafficked from West Africa to Europe through North Africa, primarily by Nigerian traffickers. Some children from Niger are trafficked within West Africa for forced labor.

The Government of Niger does not fully comply with the minimum standards to for the elimination of trafficking; however, it is making significant efforts to do so. A survey of migration and trafficking patterns would help the country assess needs, and Niger should undertake additional efforts to reach rural populations, implement newly passed anti-trafficking legislation, and prosecute traffickers.

Prevention

The President and Prime Minister discussed publicly the dangers of child trafficking. The government and international organizations conducted anti-trafficking information campaigns. The government's Child Protection and Survival of Children division publicizes the rights of children through seminars, workshops, broadcasts, and other media. The division also actively reaches out to at-risk children about the dangers of prostitution, HIV/AIDS, and other sexually transmitted diseases. The government hosted a regional meeting of five countries that resulted in the introduction of an Authorization Certificate for children traveling with people other than their parents. The Ministry of Justice, Association of Traditional Chiefs, and an international organization have joined forces to prevent early marriages and forced child labor. The government identified poverty alleviation schemes as a critical component to providing alternatives to families who allow children to work in exploitative conditions and offers short and long-term training programs for girls and micro-credit loans to families as a means to address some of the root causes of trafficking. The government participates in an international program to end the worst forms of child labor and a regional plan of action to combat trafficking.

Prosecution

There is no anti-trafficking law in Niger, but the abduction, harboring, or concealment of others is a criminal offense. The proposed anti-trafficking law will carry a sentence of five to 10 years. We have no information on trafficking arrests in 2002, but in 2001, a trafficker from Nigeria was arrested escorting eight women on their way to Italy. The government provides training to police and border officials on trafficking.

Protection

The government supports the efforts of NGOs, primarily through in-kind support, to improve the living conditions of girls who are sexually exploited and is working with an international organization to assist street children and other children working in the gold mines. This includes providing education, medical care, support groups, and other activities for child prostitutes. The government has a witness protection program.

NIGERIA (TIER 2)

Nigeria is a source, transit, and destination country for trafficked persons, predominantly women and children. Nigerians are trafficked to Europe, the Middle East, and other parts of Africa for forced labor, domestic servitude, and sexual exploitation. Nigerian women are trafficked for commercial sexual exploitation, particularly to Italy, France, Spain, The Netherlands, Cote d'Ivoire, and South Africa. Nigerian children are trafficked primarily for domestic labor within Nigeria and throughout West and Central Africa. Children from neighboring Togo, Benin, Ghana, and Cameroon are trafficked to Nigeria for forced labor.

The Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. More vigorous law enforcement response to all forms of trafficking, better protection efforts including a systematic repatriation network for trafficked children, and serious efforts against any officials found complicit would improve Nigeria's anti-trafficking efforts.

Prevention

Nigeria is withdrawing children from the worst forms of child labor through international and regional programs to eliminate child labor and combat trafficking in persons. Several ministries sponsor information campaigns on child rights and child labor. Federal, state, and local government support active child rights clubs in schools. Several state governments are implementing aggressive public awareness campaigns about the dangers of child trafficking and trafficking to Europe. These campaigns include radio and television announcements, talk shows, documentaries, dramas, leaflets, briefings in local government areas, and augmented school curricula. The Nigerian Immigration Service's newly created human trafficking unit carried out a sensitization campaign throughout the year that included meetings with governors, legislators, traditional rulers, religious leaders, and educators in trafficking-prone states.

Prosecution

The Senate passed a comprehensive anti-trafficking law in March 2003. Anti-trafficking police units were created in 11 trafficking-afflicted states. The federal police anti-trafficking unit in Edo State, the primary source state for women trafficked to Italy, is actively investigating 100 cases, with 30 being prosecuted. One case involved a high chief, who was subsequently stripped of his title pending trial. The State Security Service intercepts victims and arrests traffickers. A 12-person trafficking syndicate was caught processing false documents and subsequently dismantled. A former customs officer and two others suspected of child trafficking are under investigation. A high-profile break-up of a Nigerian trafficking ring operating in Guinea fell apart after witnesses failed to testify without protection. Immigration authorities record 20 cases of child trafficking each month, but lack of equipment, logistical problems, and corruption hamper their effectiveness in processing cases to conclusion. Progress in monitoring child labor has been slow but noticeable and is overseen by a child labor office in the Ministry of Employment, Productivity, and Labor.

Protection

The government provides support to international and NGOs, which protect victims. Nigerian embassies in destination countries, particularly Gabon, provide assistance to victims, and the foreign ministry created a high-level position to facilitate victim repatriation. Regional centers to monitor child rights violations have been established. Witness protection remains weak; family involvement in trafficking also makes it difficult to protect victims.

NORTH KOREA (TIER 3)

The Democratic People's Republic of Korea (North Korea) is primarily a source country for persons trafficked for the purposes of sexual exploitation and forced labor. Economic and political conditions in North Korea drive large numbers of Koreans to seek a way out of the country, putting them at risk of victimization by traffickers. Women who enter Northern China may be sold as brides and exploited into prostitution. The Government of North Korea carries out widespread forced labor abuses within the country. North Koreans are transported to work in isolated regions in Russia, under circumstances of forced labor exploitation, in order to pay down the North Korean government's foreign debt to Moscow.

The Government of North Korea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. North Korea does not recognize that trafficking in persons is a problem; in fact, the government profits from the labor of trafficking victims.

Prevention

The government does not take measures to prevent trafficking.

Prosecutions

There are no reports of government efforts to prosecute traffickers.

Protection

There are no reports that the Government of North Korea takes measures to protect victims of trafficking. In fact, North Koreans who were victimized by traffickers and later returned to their country may face detention and interrogation from government authorities.

NORWAY (TIER 1)

Norway is a destination country for a small but growing number of trafficked women and children for the purposes of sexual exploitation. Children may be trafficked to Norway from the Balkans for sexual exploitation under the guise of adoption and refugee placement. There are also occasional instances involving household servants and youth from Eastern Europe forced to participate in petty theft rings.

The Government of Norway fully complies with the minimum standards for the elimination of trafficking. Although trafficking-specific reports or statistics are limited, the government of Norway acknowledges that there is sufficient information to intensify anti-trafficking efforts.

Prevention

The government's National Action Plan classifies trafficking as a modern form of slavery, promotes cooperation between government authorities and NGOs, and allocates \$15 million over three years to prevent and prosecute trafficking and protect victims. In 2002, during its Chairmanship of the Nordic Council, Norway initiated a Nordic-Baltic Campaign against Trafficking in Women and Children. The Ministry of Foreign Affairs (MFA) and the Norwegian Barents Secretariat of the Barents Euro-Arctic Council fund various prevention projects in the Baltics and Russia. The government launched a prevention campaign for all government employees, prohibiting the purchase of sexual services on official travel and reminding all Norwegian travelers that they will be prosecuted for engaging in child sexual abuse and/or trafficking, even if these acts take place in a foreign country. Under the National Action Plan, the MFA initiated projects targeting at-risk populations in Eastern and Southeastern Europe, Russia, the Caucasus, and Central and South Asia. The Norwegian Development Agency allocates funding to organizations working to prevent trafficking and assist victims in developing countries.

Prosecution

Trafficking is not a separate criminal offense, but laws regarding, for example, labor, anti-slavery, indentured servitude, immigration, sexual assault, and prostitution were used to investigate trafficking cases. Although there is reason to believe there have been many prosecutions and convictions, the police force keeps information on trafficking investigations confidential to protect the victims, rendering it impossible to ascertain the exact number of actions against traffickers. The government earmarks significant resources to its organized crime divisions for investigation and prosecution of human trafficking. The government monitors its borders and immigration patterns for human trafficking. It works closely with other EU countries and made an agreement with Finland and Russia on border control and surveillance.

Protection

Victims of trafficking have the same legal rights as other foreigners to apply for residency, asylum, welfare and social assistance, and emergency health care. The government introduced a reflection period, during which expulsion decisions may be suspended up to 45 days for trafficking victims. Most NGOs in Norway that provide victim assistance receive funding from the government. The Ministry of Health funds an NGO that manages a center staffed with social workers to provide legal assistance, counseling, harm reduction and health services for both domestic and foreign prostitutes. Other government agencies fund NGOs for training and/or seminars on victim assistance for public servants such as social workers and the police. The government is also assessing the needs of women and children who cooperate with investigators to improve current protection assistance, such as considering granting refugee status to trafficking victims.

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 cities for purposes of sexual exploitation and labor also occurs. Pakistan is a source country for young boys who are trafficked to the United Arab Emirates, Kuwait, and Qatar as camel jockeys. Pakistani men and women travel to the Middle East in search of work and are put into situations of coerced labor, slave-like conditions, and physical abuse. Pakistan is a destination for women and children trafficked from Bangladesh, Afghanistan, Iran, and Central Asia for purposes of commercial sexual exploitation and labor. Women 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 despite severely limited resources and the fact that some of its territory is beyond the control of the government. The Government of Pakistan is strongest in prevention and protection. The government should increase training for low-level police officers, prosecutors, and judges throughout the country. Prosecution and conviction of those involved in perpetrating trafficking should increase over the next year.

Prevention

The government does not support specific anti-trafficking prevention programs. The government supports targeted prevention programs such as poverty alleviation, the eradication of child labor, promotion of girls' education, and women's income generation projects, aimed at eradicating the root causes of trafficking. A government child labor initiative to keep children in school also targets those children and families most susceptible to trafficking. The government started a new program with benchmarks and target dates to eliminate child labor. At the provincial level, the Punjab Ministry of Social Welfare established women's workshops and training centers offering instruction in income generating activities. The Federal Investigative Agency (FIA) Academy in Islamabad provides trafficking awareness training.

Prosecution

In October 2002, the government passed a law that criminalizes all aspects of trafficking, from recruitment and transporting to receiving a person. If rape or forced prostitution cases are prosecuted under the Islamic law-oriented Hudood ordinances, victims are reluctant to testify since, the woman's testimony is tantamount to an admission of adultery if prosecutors conclude that her testimony does not meet the burden of proof. Law enforcement investigates trafficking cases. The Federal Investigative Agency (FIA) reports that 11 people have been arrested for trafficking under the new statute and that prosecutions of those individuals are pending. Backlogged courts slow legal proceedings. Pakistan and Iran signed an agreement to conduct joint investigations on trafficking in persons and narcotics. The country worked with Iranian authorities on cases involving the trafficking of camel jockeys. The government is improving its ability to patrol its borders through training and equipment, but large areas of uncontrollable borders allow traffickers to bring women and children into Pakistan. Despite the establishment of a National Accountability Bureau and some noteworthy prosecutions of corruption cases, corruption remains a problem throughout Pakistan.

Protection

The government sponsors a variety of shelters and training programs throughout Pakistan that provide medical treatment, limited legal representation, and vocational training. The govern-

ment provides temporary residence status to foreign trafficking victims, as well as a lawyer on demand. However, without the advocacy of an NGO, victims may be treated as criminals and detained on the basis of their illegal immigration status. Many victims languish in jail for months or years without having their cases heard. On the provincial and local level, the Punjab Ministry for Social Welfare collaborates with approximately 400 NGOs in providing women's shelters, orphanages, and rehabilitation programs for women and children. In destination countries for Pakistani laborers, embassy officials assist those who have been trafficked or placed in abusive working conditions.

THE PHILIPPINES (TIER 2)

The Philippines are a source, transit and, to a lesser extent, destination country for persons trafficked for labor and sexual exploitation. A strong tradition in the country of seeking economic opportunity outside the Philippines puts many Filipinos at risk of trafficking. Filipino women are trafficked for sexual exploitation to destinations throughout Asia, the Middle East, Africa, Europe and North America. Traffickers lure such victims abroad with false promises of legitimate employment. International organized crime gangs traffick persons from Mainland China through the Philippines. Less frequently, the Philippines are the final destination point for victims from China. There is internal trafficking from rural to urban metropolitan areas. The sexual exploitation of children in the Philippines through pornography, the Internet, and sex tourism is a growing concern.

The Government of the Philippines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government recognizes that trafficking is a problem and has been engaged internationally for a number of years to combat it. The Philippine president ordered a senior-level task force headed by the Department of Foreign Affairs to address trafficking. The 2002 agreement between the Philippines, Malaysia and Indonesia to work cooperatively on transnational crime matters, specifically to include trafficking in persons police work, has the potential to be a significant step forward. Despite economic fluctuations that affect its ability to provide consistent funding, the government still engages in good measures in the areas of prevention and protection. An area for improvement, however, is in criminal prosecution against traffickers.

Prevention

Fourteen government agencies are involved in anti-trafficking efforts, much of which is prevention-oriented. Officials oversee pre-departure sessions with overseas contract workers to warn them about trafficking. Officials have made commendable efforts to control “mail-order bride” businesses through increased monitoring. Government offices conduct information campaigns on child labor and sexual exploitation for the hotel industry and other tourism businesses.

Prosecution

The Philippines in May 2003 enacted a comprehensive anti-trafficking law. The government carries out some arrests and prosecutions of traffickers, but those efforts are small in comparison to the scope of the problem. The number of convictions is a serious shortcoming. Available data on prosecutions is incomplete, but reports indicate that there were 18 arrests, one conviction and 29 trafficking establishments closed in the reporting period. There also were 13 arrests of child pornography producers. The government is addressing malfeasance in the issuance of official documents that certify women as “entertainers” eligible for foreign visas. Corruption remains a problem that requires further attention.

Protection

Given years of experience with trafficking cases, many Filipino officials have developed an understanding of the issue and how to assist trafficking victims. The government’s “Half-Way Home” program works with NGOs to repatriate victims and provide them temporary shelter, transportation, counseling and financial assistance. The government trains law enforcement officials on dealing with trafficking victims. Philippine embassies take steps to assist victims abroad. Consular officials in embassies receive awareness training on dealing with trafficking victims.

POLAND (TIER 1)

Poland is a country of origin, transit, and destination for trafficking in persons, primarily women and girls, for the purpose of sexual exploitation. Some internal trafficking occurs. Individuals are trafficked to and through Poland primarily from Ukraine, Bulgaria, Romania, Belarus, and Russia. Polish nationals are trafficked to Western Europe, including Germany, Italy, Belgium, and The Netherlands.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. In the past year, the government continued its law enforcement activities and increased its support to NGO shelter projects, but it showed weaker progress in offering status in country to victims in need of protection or willing to testify in proceedings. As a country with relatively few resources and which is confronting serious economic difficulties, the government's consistent efforts are commendable. Continual improvement in its efforts to identify and treat victims as victims will be vital in years to come.

Prevention

In the reporting period, the government cooperated with NGOs to publish educational materials on trafficking in persons and to organize training and workshops on the issue. The Ministry of Foreign Affairs conducts education campaigns for young girls regarding how to identify potential traffickers and the Ministry of Education offers programs aimed at decreasing the teenage dropout rate.

Prosecution

Polish law prohibits forcing individuals into prostitution, trafficking, and pimping. The government actively investigates trafficking and while it is hampered by lack of resources, during the reporting period, police conducted 149 trafficking investigations leading to 47 arrests, 18 prosecutions and eight convictions. In all, these investigations uncovered 167 victims of trafficking. The government instituted a training course for police cadets on investigation of trafficking cases and treatment of victims. While there are reports of corruption among some police officials, no evidence of high-level governmental complicity in trafficking has emerged. Recognizing the gravity of the problem, the government approved an inter-ministerial plan to combat corruption. The government cooperates with other countries and regional security organizations in trafficking cases and the repatriation of victims. It also devotes considerable resources to monitoring its border. The Polish National Police participate in bilateral task forces with Czech, German, and Swedish police forces and a multilateral Baltic law enforcement task force.

Protection

The government provided a public building to an NGO to use as a shelter for trafficking victims, and gave another organization a grant to build a similar shelter. The number of shelters remains inadequate, however, for the number of victims. Legislation allows foreign victims with illegal status to remain in Poland during the investigation and trial of their traffickers, but resources are not available to support them financially. In many cases, victims are deported as soon as possible, preventing the government from providing assistance. In the past year, the government provided full assistance to three victims who cooperated in prosecutions. NGOs and police cooperate on police sensitivity training to improve treatment of victims during investigations. The government developed a pamphlet for police officers on treatment and resources for trafficking victims. There is no specific assistance set aside for repatriated victims to Poland, although they are eligible for unemployment and welfare benefits. Poland cooperates fully with other countries in anti-trafficking efforts and the repatriation of victims.

PORTUGAL (TIER 1)

Portugal is primarily a destination country for trafficked persons from Ukraine, Moldova, Russia, Romania, Lithuania, and Belarus, as well as Brazil, Angola and Cape Verde, for the purposes of forced and exploited labor of men and to a lesser extent, sexual exploitation of women. There is some evidence of internal trafficking of children from boarding schools and orphanages by an organized pedophilia ring, currently under investigation. Other trafficked persons transit mainland Portugal en route to the United Kingdom and other European countries.

The Government of Portugal fully complies with the minimum standards for the elimination of trafficking. Efforts were especially strong in the areas of prosecution and protection, with some additional prevention action taken since last year's report.

Prevention

All government efforts were conducted in the absence of a central, governmental task force on trafficking, and without a constant and clear distinction between migrant smuggling and trafficking. The Portuguese Ministry of Labor continued to disseminate a "welcome guide" to teach new immigrants the basics of living and working in Portugal and prevent exploitation by traffickers. The government also helped to coordinate efforts of various non-governmental and international organization programs, including toll free hotlines and awareness-raising activities.

Prosecution

A new immigration act criminalizes new categories of trafficking and increases penalties for traffickers, but laws on false documentation, extortion, fraud and other criminal activities were also used to prosecute and convict traffickers. According to the Border and Foreigner Service (SEF), 329 trafficking-related investigations were undertaken in 2002-03. Of these, four Ukrainians were sentenced from two and a half to nine years for related crimes; 3 Portuguese citizens were sentenced between seven and 15 years for involvement in a human trafficking network of 3,000 victims; and 16 defendants were charged with forced labor, trafficking and kidnapping of more than 300 Brazilian and Moldovan women forced into prostitution. The government trains its law enforcement officers on trafficking, coordinates well with Interpol and Europol and participates in occasional joint trainings; however, overall law enforcement efforts were hindered by jurisdictional rivalries. The government increased its border monitoring at the airport, but control over the land border—where the vast majority of traffickers and their victims enter the country—was weaker. The government is currently working with the governments of Germany, Italy and Spain to develop an organized crime database under Europol that will better track cross-country movement of human traffickers and other criminals, mostly from Ukraine and Moldova. The government employs special investigative techniques to investigate trafficking cases, and offers legal residency as an incentive for victim participation. The government investigates its officials where it has evidence of their involvement in trafficking persons. Judges instituted longer sentences of traffickers amid public pressure to address the spread of organized crime.

Protection

The rights of victims are respected, and the government provides legal residence status to victims who cooperate with authorities, and provides trafficking victim assistance. While most illegal immigrants are either quickly deported or asked to leave the country, new legal provisions allow the government to bypass residency visa requirements for victims who assist in the investigation and prosecution of their traffickers. The government provided witness protection and relocation

for involvement in trafficking cases and offered some temporary shelter to victims. The Portuguese Border Authority subsidizes the voluntary repatriation and reintegration assistance of an international organization. The government introduced stronger child protection measures as a result of extensive media attention and public outrage at the recent discovery of an organized pedophilia ring trafficking children from boarding schools and orphanages. The government also supports NGOs via its Health, Education and Labor Ministries, including informing trafficking victims of their legal rights and assisting in their integration into Portuguese society.

QATAR (TIER 2)

Qatar is a destination country for women who are put into situations of coerced labor, where they may endure physical abuse or other extreme working conditions. Victims come primarily from East Asia, South Asia, and Africa to work as domestic servants. They often have their passports withheld, contracts altered, and suffer non-payment of salaries. Qatar is also a destination country for boys trafficked from Sudan and to a lesser extent Pakistan and Bangladesh as camel jockeys.

The Government of Qatar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government is strongest in preventing domestic servitude and protecting victims. The government needs to take additional steps to prevent the use of children in camel jockey races.

Prevention

The government works actively with labor attaches from South Asian countries to resolve cases of labor contract disputes and cases involving the abuse of domestic servants. Strict controls on immigration and willingness to enforce labor contracts have for the most part prevented sex trafficking and forced labor. The government runs a 24-hour hotline staffed by the Ministry of Interior and Supreme Council for Family Affairs personnel to advise and assist women and children in abusive situations. The Camel Racing Association established a new minimum weight for jockeys to minimize the chances that children would be involved in these races. There are planned increases in minimum weight for the coming racing seasons. Banning children in the camel racing industry outright would be the most effective method of preventing children from being used as camel jockeys.

Prosecution

Qatari law specifically prohibits trafficking in persons. In addition, in 2002 the government passed a new money laundering law, in which Article 2 specifically defines the handling of money related to trafficking of women and children as a crime. Law enforcement agencies actively investigate allegations of trafficking. Last year two individuals were charged as traffickers; one was found guilty. The Qatari Labor Department charged 105 companies in court for non-payment of wages and maintains a “black list” of companies that have severely violated labor laws or abused their workers. The government strictly monitors its immigration and emigration patterns for evidence of trafficking. Immigration officials refer suspect travel documents or birth certificates establishing family relationships to local embassies for verification. Governmental authorities and individual members of government do not facilitate, condone or act in an otherwise complicit manner in trafficking.

Protection

The government provides assistance to domestics who have suffered from abuse in the form of payment of back wages and repatriation. Runaway domestics are provided shelter by the government in deportation centers. The Qatari Labor Department is active in resolving labor disputes and in ensuring that employers meet contractual obligations. Disputes arise frequently, and the vast majority of problems are resolved through mediation. With the approval of the Ministry of Interior, sponsorship of employees who filed valid complaints of abuse by employers can be transferred without the current employer’s agreement. Employers are required to repatriate workers at the end of their contracts, or earlier if either party wishes to terminate the contract with notice.

ROMANIA (TIER 2)

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

The Government of Romania does not meet the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government's efforts stood out in the past year as it continued to establish itself as a leader in regional law enforcement cooperation and maintenance of comprehensive records. The government showed relative weaknesses in securing final convictions against traffickers, and while it made efforts to root out official corruption, this area needs further improvement, especially among the ranks of law enforcement.

Prevention

All relevant ministries participate in an IOM-coordinated Counter-Trafficking Steering Committee. Together with IOM, the government developed and distributed course materials on trafficking to schools, taught an anti-trafficking course for teachers of various subjects and levels, and conducted mass media prevention campaigns targeting the public at large. A related preventive effort involves a two-year ILO program, supported through international assistance, to alleviate child labor and to keep children in school. The government continues to improve its ability to monitor its borders and keeps statistics on illegal migration and movements of persons.

Prosecution

Trafficking is criminalized pursuant to a special anti-trafficking law prescribing sentences from 3 to 28 years, depending on aggravating factors; however, no convictions were brought under this law during the reporting period. One hundred and fifty persons were convicted for an aggregate 168 offenses under various provisions of the law, and 303 victims were identified during the course of these criminal investigations. A number of related crimes in the criminal code were used to prosecute, convict, and sentence traffickers, such as 190 charges for slavery and 329 for pimping. The Ministry of Interior has a specialized unit devoted to trafficking, migration, and adoption with seven persons at headquarters and investigators in 15 regions throughout the country. The Prosecutor General's office assigned prosecutors throughout the country specifically to prosecute trafficking and related crimes. The Government of Romania played a substantial role in organizing and coordinating the SECI-led Operation Mirage. Border monitors have procedural guidelines for identifying and responding to trafficking situations, and police interdicted several trafficking operations at the borders. The police have traveled to destination countries on occasion to bring victims home and conduct investigations. In the past year, Romania and France agreed on cooperation on prosecution of child trafficking rings and protection of Roma children trafficked to France.

Protection

The government drafted regulations for implementing the victim protection aspects of the anti-trafficking law. The regulations were finalized in the latter part of the year, but without budget allocations, law enforcement conducted victim referrals and protection during investigations without financial support. Due to some changeovers in the government agencies tasked with anti-trafficking, some NGOs complained that referrals and protection mechanisms suffered. The government provides space and police protection at a refugee center turned trafficking shelter, although the shelter did not operate consistently throughout the year. The government actively assists in preparing documents for repatriations but relies on IOM to carry out repatriations from

destination countries. The Government generally respected the legal prohibition against punishing victims for crimes committed through the course of the trafficking. Foreign and domestic victims are provided support services, including rights presentations and legal assistance. Foreign victims' right to work is regulated per domestic law on work permits and they are free to leave unless they are participating in a criminal proceeding.

RUSSIA (TIER 2)

Russia is a major source country for women trafficked to numerous countries globally for the purposes of sexual exploitation. Russia is also reported to be a transit and destination country for trafficking in persons for sexual and labor exploitation. Reportedly, women from former Soviet countries are transited through Russia to Gulf States, Europe, and North America for the purposes of sexual exploitation. Russia is also increasingly understood as a destination country for labor trafficking both within the former Soviet Union and from neighboring countries. Internal trafficking is also reported to exist.

The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Efforts made in the reporting period will need to be strengthened in light of the scale of the trafficking problem. However, central government officials showed a strong increase in political will to recognize and confront their trafficking problem, and recent efforts to initiate new reforms were positive. Russia's legal structure still does not allow for effective prosecution of traffickers, nor for victim assistance, and efforts to prosecute traffickers for related crimes have been largely unsuccessful. The Government of Russia must adopt and actively implement both the criminal and protective elements of the proposed legislation, and as a major source country, focus on a nation-wide, effective prevention campaign is also strongly needed.

Prevention

The government did not sponsor a comprehensive anti-trafficking campaign, but engaged in a number of public awareness events, aimed both at the general public and potential victims. The Deputy Chair of the Duma Legislative Committee chaired a legislative working group, which conducted a series of national and international conferences to educate various constituents of the anti-trafficking community and design a national action plan. The working group participated in over 50 press events arranged by the group's press liaison, including placing articles with discussion of trafficking in Russia in major newspapers and magazines, conducting discussions on Russian television and radio, showing a dramatic film on the trafficking of a young Russian girl to a cross-cutting group of public professionals and leaders with educational discussions before and after the film. Regionally, the Governments of Irkutsk and Khabarovsk established anti-TIP commissions which include information-sharing and research, and some regional governments and police sent their officers to trainings offered by NGOs. In one region, Yekaterinburg, the local government encourages its officers to work with the NGOs in prevention programs. The regional response is not directed by the central government and while the geographic immensity of Russia requires a local government approach, it has not been consistent or widespread.

Prosecution

Russia does not currently have anti-trafficking legislation, although it does have legislation against slavery, rape, and falsification of documents. One major obstacle to active investigations and prosecutions has been the weak legal structure related to trafficking crimes, and the small number of investigations conducted in the past year mostly failed for lack of evidence. A high level multi-agency legislative review working group drafted a comprehensive new anti-trafficking draft law criminalizing trafficking in persons and establishing victim assistance and protection. As of April 2003, the criminal trafficking elements were being incorporated into the President's omnibus criminal code revision while the special law proceeded through readings in

Parliament. The government passed a new criminal procedure code which allows greater protections for victims and witnesses in court proceedings, and which allows prosecution in Russia of Russian citizens who engage in crimes abroad, including trafficking-related crimes. The Prosecutor General's office established a new office on international cooperation mandated to fulfill requests from foreign governments on mutual legal assistance. The Ministry of Internal Affairs cooperated in two ongoing international trafficking investigations with the US, and assisted French law enforcement in investigation of a trafficking ring dismantled in October of 2002. In 2002, the Governments of Russia and the United States conducted a joint operation against child exploitation and trafficking in Russia, resulting in several ongoing investigations in Russia, and some final convictions. Regarding investigations against employment and recruitment agencies, agents of two firms were prosecuted in relation to the preparation of false documents. Police do not respond actively to victims' complaints pursuant to the belief that any criminally proscribed behavior, such as slavery and rape, mostly happens after victims have left their jurisdiction. In the far eastern region where trafficking from China is a concern, the Ministry of Internal Affairs created a special unit to focus on migration-related crimes and sexual exploitation of migrants, with a particular interest in trafficking. In an effort to decrease the incidence of corruption in the police and judiciary, President Putin quadrupled the salary of judges and doubled the salary of police. The government instituted a Code of Civil Service Behavior also in an attempt to prevent corruption.

Protection

NGO's active throughout Russia mostly report positive cooperation with local police and government counterparts, but many also report corruption as a major hindrance. The central government does not provide assistance to victims nor does it support NGOs providing assistance, but some regional governments cooperate with local NGOs. Central government authorities did not establish a referral mechanism, but some regional governments did, most notably in the high-risk region of Irkutsk. Current federal law provides mechanisms for victim rights and witness protection during court proceedings, including the right to question the defendant and seek compensation from the defendant without filing a separate civil suit. As trafficking in persons is not yet a prosecutable crime, this cannot yet be measured for trafficking victims. Amendments to witness protection laws will enhance existing protection, and the Ministry of Interior established a new witness protection unit.

RWANDA (TIER 2)

Rwanda is a source country for victims internationally trafficked to South Africa. Internal trafficking for labor and sexual exploitation, particularly of children, occurs. Child prostitution is a serious problem; an international organization estimates that there are 2,140 child prostitutes in the major cities and tens of thousands of street children who are exploited for labor. There were reports that Rwandan-backed Congolese militias operating in the Democratic Republic of the Congo abducted men, women, and children for forced labor and sexual exploitation and to serve as combatants in early 2002. Children and young men are abducted from roadsides, markets, and their homes and then trained in military camps.

The Government of Rwanda does not fully comply with the minimum standards for the elimination of trafficking in persons; however, it is making significant efforts to do so despite severe resource constraints. The government should implement additional sensitization campaigns designed to increase public awareness on the exploitation of children, investigate allegations of exploited children living and working in the streets, and take concrete steps to implement recently ratified international protocols related to trafficking. The government should also discontinue support for its allies that forcibly conscript child soldiers and encourage them to release those abducted from servitude; and punish those officials or soldiers that carry out such recruitments.

Prevention

The government participates in an international program to eliminate the worst forms of child labor and a regional program to prevent children from being involved in armed conflict. As part of the government demobilization of child soldiers, it also began training its military's officers and enlisted soldiers on child rights to include monitoring and promoting child rights, international and legal instruments that protect children in armed conflicts, provision of assistance to children in armed conflict, and creation of a regional network of military trainers on children's issues. At least 25 of 100 designated training officers have completed this training. The government is assisting street children with vocational and other educational opportunities. The Ministry of Local Government has organized seminars on child rights for government officials, civil society groups, and police. In collaboration with donors and non-governmental organizations, the government established micro-credit programs for rural women to strengthen their families economically and protect themselves and their children from exploitation.

Prosecution

There is no specific anti-trafficking law, but laws against slavery, prostitution by coercion, kidnapping, rape, and defilement are used to prosecute traffickers. The government actively prosecutes cases of sex crimes, but does not keep trafficking statistics separately. In 2002, there were 479 cases recorded of sex crimes against children. All but a few cases brought to court were fully prosecuted. The government recently ratified seven key international conventions, including the UN Trafficking Protocol. We have no information on government efforts to punish Rwandan soldiers, Rwandan-backed militia, or citizens for supporting the forcible recruitment of individuals in Rwandan-controlled DROC.

Protection

The Ministry of Local Government has opened childcare centers that serve as safe-houses for street children in each of the country's 12 provinces. The government continued to reunite children separated from their families, who remain vulnerable to traffickers, during the genocide and civil unrest. The government has released and reintegrated all children imprisoned for participation in the 1994 genocide.

SAUDI ARABIA (TIER 2)

Saudi Arabia is a destination country for trafficked persons. Victims come primarily from the Philippines, Bangladesh, Sudan, Ethiopia, India, Indonesia, and Sri Lanka to work as domestic servants and menial laborers. Some persons who come to Saudi Arabia in search of work are forced into situations of coerced labor or slave-like conditions, and in some of those cases they also suffer extreme working conditions and physical abuse. Some female domestic servants work in conditions of forced labor, and in some cases those trafficking victims are also physically and sexually abused. Many low-skilled foreign workers have their passports withheld, contracts altered, and suffer non-payment of salaries of varying degrees and durations.

The Government of Saudi Arabia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government's strengths in combating trafficking are in the areas of prevention and protection. The government is taking steps to increase the enforcement of trafficking by revising its visa system.

Prevention

The Ministries of Labor and Interior work closely with their counterparts from the Philippines and Sri Lanka on foreign labor issues. Various ministries have supported public awareness campaigns advising abused domestic workers to seek refuge in government-sponsored shelters, and brochures are distributed to domestic servants in their own languages upon arrival, advising them on how to report abuse. Foreign workers must now use licensed agencies in the Kingdom and nationally licensed recruitment agencies in the source country. The Saudi Arabia National Recruitment Committee instituted a unified labor contract for foreign workers clarifying requirements and expectations of recruitment agencies and workers. The government is funding an awareness-training program in Sri Lanka for women seeking work in Saudi Arabia as domestics where they receive information on their rights and useful telephone numbers. A senior religious figure has warned Saudis against abusing their foreign workers, reminding them that Islam does not permit the oppression of workers regardless of their religion.

Prosecution

The Government of Saudi Arabia outlawed slavery in 1962. Islamic law prohibits sexual relationships outside the context of marriage and provides for strict penalties if the law is breached. Law enforcement investigates cases of large-scale mistreatment of workers and allegations of abuse. Some abusive household employers have been arrested. Although domestics are exempt from the labor law, the Social Welfare Office works as a mediator between employee and sponsor. Arbitration runs in favor of foreign workers up to 90% of the time. As part of the standard curriculum for all officers, police academies include a class on labor regulations, including how to handle cases of abused foreign workers. The government has shifted worker visa issuance authority to the Ministry of Labor and Social Affairs to rein in the practice by which Saudi sponsors request more visas than needed and sell them to middlemen. The police worked together with law enforcement from Morocco to break up a Moroccan trafficking ring consisting of 40 family members. There are no indications of government involvement or complicity in trafficking.

Protection

The Government of Saudi Arabia operates three shelters, called Welfare Camps, in the largest cities for abused or trafficked female foreign workers. Police bring runaway domestics to the shelters. Women stay there, receiving food and medical care, while law enforcement investigates their cases. Foreign embassies have access to their citizens. These shelters have resulted in foreign embassies no longer needing to harbor domestics on their compounds.

SENEGAL (TIER 2)

Senegal is a source and transit country for women and girls trafficked to Europe, South Africa, and the Middle East for sexual exploitation, and a destination country for children trafficked from surrounding countries. Large numbers of Senegalese children are forced to beg in the streets for food and money by religious leaders. Nigerian criminal organizations use Dakar as a transit point for women trafficked for purposes of prostitution to Europe, especially Italy. Some religious instructors in Koranic schools bring children from rural Senegal to Dakar and hold them under conditions of involuntary servitude.

The Government of Senegal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. Appropriate next steps would include drafting anti-trafficking legislation, continuing efforts to centralize and streamline government anti-trafficking efforts, enforcing current statutes, and carrying out nationwide public awareness campaigns.

Prevention

The government participates in a pilot project with an international organization that is creating a migration statistics unit for West Africa. The Ministries of Foreign Affairs, Interior, and Justice cooperated to produce a handbook of definitions, a regional work plan, and a survey of migration data sources. All cases of clandestine prostitution and trafficking have been entered from 1998-2001. Government programs are underway to make women more self-sufficient, improve educational opportunities for children (particularly girls), assist children in Koranic schools, foster income-generating projects in their villages, and eliminate the worst forms of child labor. In conjunction with international organizations, the government is implementing 10 programs to withdraw children from the worst forms of child labor and build capacity of civil society to protect children. Senegal is participating in a regional plan of action to combat trafficking in persons.

Prosecution

Senegal has no law against trafficking, but existing laws do cover abduction, hostage taking, and the sale of persons and are used against traffickers. Senegal has had some success in trafficking-related law enforcement efforts. In 2001, a high-profile attempt to traffic Senegalese women to Libya was prevented. In 2002, the Senegalese police responded to the allegations of an escaped Nigerian trafficking victim with several arrests and also broke up a Chinese brothel ring. The government provides anti-trafficking awareness training and capacity reinforcements for government officials. The government and NGOs are working together to develop a training manual on trafficking for police and for military peacekeepers.

Protection

The government works with several international organizations and NGOs to provide assistance and protection to trafficking victims.

SERBIA AND MONTENEGRO¹ (TIER 2)

Serbia and Montenegro 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 trafficked through Serbia and Montenegro for begging and theft in Western Europe.

The Government of Serbia and Montenegro does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In the past year, the federal and republic governments increased their capacity to protect victims and to cooperate with NGOs, but lack of proper treatment of victims in court, low court convictions, and potential government complicity are still serious weaknesses in the government's ability to meet the minimum standards.

Prevention

Through their anti-trafficking task forces, both republics continued local prevention coordination mechanisms with NGOs. The Republic of Montenegro institutionalized the government's anti-trafficking coordinator position and established three local offices to coordinate its preventive activities. The National Project Board in Montenegro organized awareness campaigns, including television spots donated by government stations. Access to government schools and other public facilities was provided for awareness campaigns.

Prosecution

The Serbian Parliament passed anti-trafficking amendments to the criminal code in the spring of 2003. Before the amendments, trafficking crimes were pursued under related laws. In the past year, Serbian police arrested 104 individuals for trafficking-related crimes and all cases advanced to pre-trial investigation or court proceedings. The Montenegrin Parliament passed a republic-wide anti-trafficking law used to prosecute 22 suspects for human trafficking and 14 individuals for facilitating prostitution. The majority are in court proceedings, four are in pre-trial investigation, 12 were dismissed and three individuals were convicted and sentenced to one-two years' imprisonment. Despite enhanced law enforcement capacity, court adjudication generally was weak. In several instances, courts dismissed cases for lack of evidence or allowed confusing and degrading testimony in trial. Police forces in both republics have anti-trafficking units that receive specialized training, and the border police and police academy in Serbia have anti-trafficking training as well. A notable case in the Republic of Montenegro against a public official included allegations of government complicity.² Police placed the government suspect in detention and the case is currently in pre-trial investigative procedure.

Protection

In the absence of an institutionalized system of victim protection, federal and republic governments signed memoranda of understanding with victim services organizations to ensure protection and assistance for victims. Some police were trained to identify victims as defined in the United Nations Anti-Trafficking Protocol and to make referrals to NGOs for assistance. Both

¹ On February 4, 2003, the Yugoslav parliament adopted the Constitutional Charter and Implementation Law, marking the end of the Federal Republic of Yugoslavia and the beginning of the state union of Serbia and Montenegro. Since June 1999, Kosovo has been administered under the authority of the United Nations Interim Administration in Kosovo (UNMIK).

² The Minister of Interior, after backing the arrest and investigation of the deputy public prosecutor and three other suspects on suspicion of trafficking and facilitating prosecution, was not included in the Prime Minister's new government—a move widely interpreted as a virtual dismissal.

republics have victim shelters and in Serbia, the Ministry of Social Services provides the premises for a national counseling center. Police receive ongoing training and awareness to decrease detention and deportation of victims. Victims do not have the right to temporary residency, but may stay in the trafficking shelter for 30 days. They are obligated to stay as long as necessary if they are assisting in criminal proceedings. The government signed the Stability Pact Ministerial agreement on shelter and residency for victims, and the Ministerial agreement between Stability Pact countries to exchange trafficking information. Victims may file civil suits and seek compensation, but foreign victims have no right to work and there is no victim compensation fund. In the notable Montenegrin case mentioned above, the victim in question was referred to the shelter and, although she was subject to intense publicity and prolonged questioning, her treatment during the pretrial investigation appeared to proceed according to international standards and she was eventually resettled in a third country. Cooperation between the republic government's anti-trafficking coordinator and some NGOs serving on the National Project Board declined after the coordinator admitted to being a close friend of one of the four suspects in the case.

KOSOVO

Kosovo, while technically a part of Serbia and Montenegro, is currently 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 (UNSCR) 1244. Since the adoption of UNSCR 1244 in June 1999, UNMIK has provided transitional administration for Kosovo including in the area of rule of law. UNMIK is aware of the serious trafficking problem in Kosovo and conducts anti-trafficking efforts. The Special Representative of the UN Secretary General promulgated a trafficking regulation with the force of law in 2001, and a specialized anti-trafficking police unit made up of UN police and Kosovo Police Service officers actively enforces the regulation.

SIERRA LEONE (TIER 2)

Sierra Leone is a source country for trafficked persons. Tens of thousands of men, women, and children were trafficked internally in Sierra Leone throughout the civil war, which ended in January 2002. During the course of a 10-year conflict, 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 were used as sex slaves and for 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 captured individuals are still being held for forced labor or sexual servitude. Children are reportedly being trafficked to Liberia as forced conscripts, and some children are being trafficked to Europe in false adoption schemes. Child prostitution is on the rise as well.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. Sierra Leone can make additional progress through undertaking a comprehensive public awareness campaign, stepping up law enforcement efforts, and committing additional resources for victim protection and repatriation of victims.

Prevention

The government conducts a survey of trafficking victims, works with international and non-governmental organizations on trafficking, and now includes trafficking issues in its ongoing reconstruction. The government's primary focus is on demobilization of child soldiers and reunification of families separated during the war. Government officials and non-governmental organizations provided briefings and counseling to local communities which accepted returned children. The government supports Voice of the Children, a radio program run by children for children. Sierra Leone is participating in a regional plan of action to combat trafficking in persons.

Prosecution

Although there is no specific anti-trafficking law, there are laws against procuring a female by threats or coercion for the purpose of prostitution. The government assists a special UN court in the trials of the former Interior Minister and other rebel commanders on charges of kidnapping and recruitment of child soldiers in March 2002. The police are actively compiling a database of trafficking cases. Police raided brothels in February 2003, breaking up a Nigerian trafficking ring. The ringleader escaped from custody. Police officials receive training in trauma healing and sexual and gender-based violence from non-governmental and international organizations. Police work closely with child protection advisors attached to the peacekeeping mission.

Protection

The government and international organizations have demobilized an estimated 5,200 former child combatants and reunited 2,363 non-combatant separated children, a significant number of whom were trafficked. The police are also actively involved in locating and securing the release of others still held captive, directing minors to UN programs, including the Child Protection Unit of the peacekeeping force, and others to NGOs for assistance.

SLOVAK REPUBLIC (TIER 2)

The Slovak Republic is an origin, transit and destination country primarily for women trafficked into sexual exploitation. Slovak women have been trafficked to Spain, Greece, Italy, Switzerland, France, Mexico and Japan. Women from former Soviet republics and Eastern Europe transit through the Slovak Republic on their way to Austria, the Czech Republic, Germany, and other European countries and may be trafficked into prostitution during transit.

The Government of the Slovak Republic does not meet the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government significantly increased its focus on trafficking and showed strong law enforcement capacity to investigate and prosecute trafficking crimes. Efforts were relatively weaker regarding prevention and protection, and petty corruption in the police and lack of resources continued to hamper the government's overall ability to respond effectively.

Prevention

The government has relatively few resources to devote to trafficking, but the Ministry of Labor provided a small grant to one NGO for its trafficking prevention programs. From the transit country perspective, the government's strongest preventive strategy was in strengthening law enforcement's ability to recognize potential trafficking schemes and share information between agencies and neighboring countries. The anti-trafficking unit in the Bureau of Organized Crime investigates travel and employment schemes while the Border and Alien Police coordinate information sharing between ministries about border crossings.

Prosecution

In 2002, the government passed new amendments to existing anti-trafficking legislation. The amended legislation brings domestic law closer in line with the UN Anti-Trafficking Protocol provisions by including all forms of trafficking and prescribing a penalty of three to ten years, with an increased penalty if the activity was organized or if the victim is under 18. During the year, there were 17 reported arrests for trafficking in adults with six persons convicted, and two arrests for trafficking in children. The Ministry of Interior created a specialized police unit to investigate trafficking and sexual exploitation, which achieved some initial success; however, the unit lacks training and resources. The government cooperates with a number of neighboring countries on investigations and capacity building, and cooperated closely with German law enforcement in a recent operation against a trafficking ring. To tighten controls at the borders, the government instituted stronger anti-corruption measures, including firing certain officials in customs and border agencies and arresting others.

Protection

In early 2003, the government initiated an inter-agency task force, with NGO representation, to discuss improving witness protection and victim assistance for all crime victims, including trafficking victims. The Slovak Republic cooperates with foreign governments and concluded bilateral cooperation agreements with its neighbors, which have facilitated joint law enforcement investigations. The government does not have mechanisms in place to protect trafficking victims who could be detained, charged with related crimes, and deported. Witness protection is available and witnesses in a major anti-trafficking operation in the past year were provided protection and assisted police in a successful investigation. Still, lack of trust in the police often prevents potential witnesses from cooperating.

SLOVENIA (TIER 2)

Slovenia is primarily a transit, and secondarily a destination, country for women and teenage girls trafficked from Southeastern, Eastern, and Central Europe to Western Europe, the United States, and Canada. Slovenia is also a country of origin for a small number of women and teenaged girls trafficked to Western Europe.

The Government of Slovenia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government showed a strong preventive approach, and improved law enforcement response in the past year.

Prevention

The Government of Slovenia increased public awareness through programs to sensitize potential victims through distribution of leaflets about trafficking both at embassies and consulates for visa recipients within vulnerable categories, and for middle and high school-aged girls regarding recruitment methods. The government also funded a mass-media information campaign on trafficking and domestic violence. Members of the Interdepartmental Working Group participated in radio interviews, panel discussions, and arranged the TV airing of a video on trafficking victims. The government adequately monitors its borders; however, valid work permits are often misused to facilitate trafficking.

Prosecutions

Slovenia lacks a law specifically prohibiting trafficking, although such legislation is pending. In the meantime, the government continues to investigate and prosecute traffickers under pimping, procurement of sexual acts, inducement into prostitution, rape, sexual assault, bringing a person into slavery or similar conditions, or the transportation of slaves. The Inter-Departmental Working Group for Combating Trafficking in Human Beings reports that in 2002 police made 55 trafficking-related arrests and prosecutors initiated 21 prosecutions, involving 28 victims, 15 of whom are considered victims of enslavement. During the reporting period, a special task force of prosecutors was established to handle trafficking cases. During the past year the government put into practice a nation-wide Standard Operating Procedure for handling potential trafficking cases which requires police officers to direct suspected trafficking cases to a centralized office in the criminal police directorate that specializes in such crimes. The government has an independent anti-corruption office and it has participated in the Stability Pact Task Force on Trafficking in Human Beings and other regional anti-trafficking efforts.

Protection

An adequate and sustainable system of shelter and protection for victims and witnesses has not yet been fully established. Many victims trafficked to Slovenia enter legally and carry work permits as “artistic dancers” and are therefore not under threat of deportation. Those who lose the protection of the permit and who are subject to deportation may be referred to a new NGO shelter, or to a detention facility for illegal migrants awaiting deportation. The government funds NGOs working on trafficking-related issues. In particular, the government works closely with one Slovenian NGO which offers reintegration services to Slovenian victims as well as counseling, legal support, and shelter to all victims. Victims who wish to return to their home country are referred to the local IOM office, while those requesting asylum are referred to the government’s immigration officials and UNHCR.

SOUTH AFRICA (TIER 2)

South Africa is a destination country for women trafficked from other parts of Africa, Eastern Europe, Asia, and the former Soviet Union for commercial sexual exploitation. South African women and children are also trafficked internally for labor and commercial sexual exploitation. Powerful trafficking syndicates from Russia, Thailand, China, and Nigeria control much of the sex trade. Sex tourism is also increasing. South Africa is a country of transit for trafficking operations between developing countries and Europe, the United States, and Canada.

The Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. South Africa should expedite the enactment of anti-trafficking legislation, commit more resources to understaffed police units, provide temporary status and protection for foreign trafficking victims, and enhance witness protection programs, particularly for child victims.

Prevention

The Ministry of Labor has established ten Child Labor Inter-Sectoral Groups, which include several government ministries, international organizations, NGOs, unions, and employers. These entities coordinate services, help raise public awareness, and enforce labor laws against the worst forms of child labor. The government provided a school building for NGOs to educate street children, funded free school uniforms for 1,900 poor children, and established 167 child societies to promote awareness of children's rights. Despite a media campaign against child prostitution, high crime, child rape, domestic abuse, and HIV/AIDS remain overwhelming social priorities. The government is working with an international organization to eliminate the worst forms of child labor and provides child support grants and family allowances to high-risk groups, especially child-headed household and HIV/AIDS orphans.

Prosecution

South Africa does not have a comprehensive anti-trafficking law. An anti-child trafficking provision was inserted into the Child Welfare Act, and the South African Law Commission began drafting a comprehensive anti-trafficking law. The government is currently prosecuting a high profile case against a prominent brothel and several child prostitution cases in Cape Town. Victim reluctance to testify and the deportation of foreign victims continue to hamper investigations and prosecutions. The government established an anti-trafficking unit at Johannesburg International Airport, and border police incorporated protection of women and children into their training curriculum. Police and judicial officials received training on the commercial sexual exploitation of children, and labor inspectors were trained and performed inspections of businesses and agricultural farms throughout 2002. South Africa cooperates with neighboring countries, but police units handling trafficking issues are understaffed and information sharing with neighbors is hindered by corruption.

Protection

South Africa uses 20 Sexual Offenses courts to handle trafficking cases, but relies heavily on NGOs to provide witness protection. Non-governmental organizations provide shelter, medical, and legal assistance for child prostitutes and a hotline for victims of child abuse. The government has donated land and buildings for various shelters for victims of sexual abuse, street children, and orphans.

REPUBLIC OF KOREA (TIER 1)

South Korea is a source, transit and destination country for women trafficked for sexual exploitation. Victims come mainly from Southeast Asia (particularly the Philippines and Thailand), China, Russia, Uzbekistan, and Kazakhstan. Women often enter South Korea on “entertainer” visas and are forced to work as prostitutes in bars and private clubs. South Korean women are also trafficked abroad to Japan and the United States.

The Government of South Korea fully complies with the minimum standards for the elimination of trafficking. The government recognizes that trafficking is a national problem and undertakes comprehensive efforts to prevent it, protect victims and prosecute traffickers. The government’s decision to apply stricter standards in the issuance of “entertainer” visas is a positive move and will require further monitoring. The government has taken important steps to reduce police corruption associated with trafficking.

Prevention

Many government agencies undertake education and prevention campaigns. The Korean National Police Agency prints materials in various languages explaining the dangers of trafficking and detailing the assistance and services offered to victims by the government. Thousands of police officers visit schools to discuss trafficking issues with children. The highest-ranking woman police officer has reached out to foreign embassies and potential trafficking victims. South Korean embassies in source countries distribute leaflets warning visa applicants of sex trafficking.

Prosecution

South Korea has no anti-trafficking law, but uses a variety of criminal statutes to prosecute traffickers. In 2002, the government reported that it detained and investigated 450 suspected traffickers, indicted 90, and convicted 68 perpetrators. Penalties varied based on the criminal statute applied, but three years was the average sentence. South Korea cooperates internationally on law enforcement, working with INTERPOL and national governments to identify and arrest traffickers. Senior police officials have addressed incidents of corruption in their lower ranks, and two Korean consular officials were indicted for accepting bribes to issue visas.

Protection

Government protection efforts are comprehensive and officials are aware of the need to protect victims. The Ministry of Gender Equality provides assistance for temporary and long-term shelters, which offer trafficking victims free lodging and food, medical assistance, counseling, and legal services. The government also provides funding to domestic NGOs, which offer victims shelter. The rights of foreign victims are generally respected, and they are not charged with illegal employment or residency. Victims are provided with free legal services to seek compensation for unpaid wages. When trafficking victims report a crime or act as a witness in court, their identity and personal information are kept confidential for their personal protection.

SPAIN (TIER 1)

Spain is both a destination and transit country for trafficked persons for the purposes of sexual exploitation and, to a lesser degree, forced labor. Victims of trafficking for sexual exploitation come primarily from Brazil, Colombia, Ecuador, Nigeria, Guinea, Sierra Leone, Bulgaria, Ukraine, and Russia, but an increasing number of victims come from Romania. Occasional cases involve victims trafficked for forced labor in agriculture, sweatshops, and restaurants. Reports increased of trafficking in Latvian boys and adolescents for both labor and sexual exploitation. Spain is a transit country for trafficking victims destined for Portugal and Italy.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. Effective law enforcement measures continued, with some additional international operations taken since last year's report.

Prevention

The government, under its Strategic Plan on Immigration, explicitly recognizes the need to fight trafficking in persons, operates information awareness literature campaigns, funding for information and prevention campaigns in major source countries, and a referral system by the police for trafficking victim support.

Prosecution

Spanish law adequately prohibits internal and international trafficking in persons. The law assigns stiff penalties to traffickers, depending on the severity of the trafficking, and contains a specific provision for labor trafficking. Within the last year, the government broke up approximately 217 networks and arrested 880 individuals, including 164 in Madrid and 71 in Murcia, for involvement in human trafficking. In March, the National Court sentenced eight people to 4-15 year prison sentences for trafficking persons from Ukraine into forced labor and debt bondage. Exploitation of prostitutes and minors through coercion and fraud is prohibited. Immigration authorities are especially active in dismantling human trafficking organizations and regional and local governments provide significant law enforcement assistance to control illegal immigration and dismantle trafficking networks. The National Police Academy offers courses on trafficking in persons and document fraud, as well as methods for identifying traffickers. Spain cooperates with other governments on trafficking cases via INTERPOL and Europol; however, cooperation with Latvia, a known source country, remains weak.

Protection

The Ministry of Labor and Social Affairs investigates substandard working conditions and provides funding to organizations that assist trafficking victims. Spanish law provides for temporary residence for undocumented persons who cooperate with law enforcement to prosecute migrant smugglers, including traffickers. Undocumented trafficking victims who are scheduled for deportation are eligible for free legal assistance from both government and non-governmental sources. Victims who are granted the right to stay in Spain in return for testimony against traffickers are authorized to work and travel within the country, but generally are only eligible for emergency medical care. The government funds shelters, which can accommodate trafficking victims, and national, regional, and local governments fund domestic NGOs, which provide assistance to trafficking victims.

SRI LANKA (TIER 2)

Sri Lanka is a country of origin and destination for trafficked persons. Commercial sexual exploitation of children, especially that of boys, occurs domestically, often in tourist areas. Many of these children, especially girls, are lured by promises of job opportunities or overseas travel, and family members or friends often introduce them into commercial sexual activity. Internal trafficking of persons for purposes of domestic servitude and combat also takes place in Sri Lanka. In many cases, Sri Lankan women go to the Middle East to countries such as Lebanon, Kuwait, Bahrain, United Arab Emirates, or Saudi Arabia 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 children for purposes of forced labor and military conscription. A ceasefire has been in place since December 2001, but children are still at risk in rebel-controlled areas.

The government of Sri Lanka does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Sri Lanka can improve its anti-trafficking performance by stepping up law enforcement efforts, particularly against sex tourists, and ensure the protection of children recruited as child soldiers by the LTTE as peace negotiations continue. The government needs to ensure that foreign women who are trafficked to Sri Lanka are not arrested.

Prevention

The government, together with NGOs, has conducted public awareness campaigns regarding child labor and created hotlines for reporting child labor abuse. Some NGOs also work with the government in starting educational campaigns geared towards keeping mothers from working in the Middle East, where they often work without many civil protections. The government is working collaboratively with other governments in educating Sri Lankan women about their rights in destination countries.

Prosecution

The Sri Lankan Penal Code specifically criminalizes trafficking in persons, and law enforcement authorities have undertaken some investigations of traffickers. Sri Lanka has a labor mediation board and the government also helps in investigating fraudulent employment agencies and contracts. The government's Overseas Employment Bureau works with Sri Lankan embassies abroad to resolve problems that domestic workers encounter. The LTTE controls territory in the north and east of the country, so the government is unable to investigate or prosecute traffickers in these areas.

Protection

The Police Women's and Children's Bureau, the National Child Protection Authority (NCPA), and a police unit directly attached to the NCPA work together to combat trafficking and protect victims. The government provides rehabilitation camps and other services for victims. The government's ability to provide long-term assistance to victims is limited; however, the NCPA provides medical and psychological assistance to Sri Lankan victims of trafficking and former child soldiers. The NCPA also coordinates the monitoring of the tourism industry and the commercial sexual exploitation of children. Sri Lanka shares information with foreign governments and law enforcement organizations about the identification of child abuse. The government has assigned welfare officers to its embassies to countries in the Middle East to assist women who may have been trafficked.

SUDAN (TIER 3)

Sudan is a source and destination country for internationally trafficked persons and has widespread internally trafficked persons. Sudanese government-sponsored militias and rebel groups have abducted thousands of men, women, and children who are used as sex slaves, domestic workers, and child soldiers from within Sudan and Uganda. Men are conscripted as soldiers and laborers. Women and children are also subjected to intertribal abductions for domestic servitude and sexual exploitation in the southern part of the country. There is a wide divergence in the estimates of abducted and/or enslaved persons. An undetermined number of women and children remain in captivity in situations of forced servitude. There are reports of Sudanese being sold into slavery and transported through Chad to Libya and of Sudanese boys being trafficked to the Middle East as camel jockeys.

The Government of Sudan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government has taken some steps in the form of public statements, attempts to document abductees, and cooperation with international observers over the past year, but lack of government will and resources continues to hamper efforts to combat trafficking in Sudan.

Prevention

Lack of government will has resulted in little progress toward preventing trafficking. The government signed an agreement to stop supporting the Lord's Resistance Army of Uganda (LRA), but the group still operates from Sudanese territory. The LRA has stepped up its activities over the past year, and continues to hold large numbers of abductees.

Prosecution

Despite expanded authority to investigate and prosecute abductions, the government-sponsored Committee for the Eradication of the Abduction of Women and Children (CEAWAC) and an international NGO have documented 2,000 cases of abductees. Twenty-two intertribal committees were established to identify trafficking cases. However, abductors and users of forced labor have not been publicly identified, nor have they been prosecuted.

Protection

The first requirement of systematic research into abduction and enslavement is a comprehensive record of who has been abducted. No such record currently exists and will continue to hamper repatriation efforts. Three hundred victims of the LRA were repatriated in 2002. There is some governmental interaction with international organizations and NGOs, which provide some training of CEAWAC and victim assistance.

SURINAME (TIER 3)

Suriname is a destination and transit point for Brazilian, Colombian, Dominican, and Guyanese women trafficked into prostitution. Some women enter the country to become prostitutes, but once in Suriname, club owners often hold passports presumably until debts are paid. Some victims are routed through Suriname to The Netherlands or other European destinations, according to NGO reports. Suriname is a transit country for Chinese smuggled to the United States, some of whom may be trafficked. There have been cases of Surinamese prostitutes selling their own children for sex.

The Government of Suriname does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Even though the government has extremely limited resources, it must begin to enforce laws against traffickers. Poor border controls and widespread corruption contribute to an atmosphere where international smugglers and traffickers can easily operate.

Prevention

The government is essentially indifferent to the issue of trafficking. No significant prevention efforts take place. The government contributed to research by an NGO that looked at the problem of Surinamese prostitutes selling their children for sex.

Prosecution

A patchwork of laws exist which could be used to prosecute traffickers, although not all forms of trafficking are illegal; for example, there is no protection for trafficked adult males. Although prostitution of women is illegal, police do not investigate or in any way disrupt organized prostitution that may harbor victims of trafficking. Police have intervened to help prostitutes retrieve passports being held by brothel owners, but do not proactively investigate organizations or individuals who may be involved in trafficking.

Protection

The government does not provide any significant protection for victims. Police have assisted a few victims of trafficking to return to their countries at the victims' expense. Some NGOs attempt to provide assistance to victims, but resources are greatly lacking and there is little government support.

SWEDEN (TIER 1)

Sweden is a destination country for trafficked women and an increasing number of girls for the purposes of sexual exploitation. Victims mostly are from the Baltic countries and central and eastern Europe, but a small number are from Latin America and the Caribbean. Sweden also is a transit country for trafficked victims on their way to Spain, Germany, Denmark, and Norway.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking. Although the Government of Sweden has dedicated resources in source countries, it must focus more on the problem within its own borders, such as including labor trafficking in its legislation so as to fully criminalize all types of trafficking in persons; increasing prosecutions and convictions, and better distinguishing of trafficking from illegal immigration to prevent immediate deportation of victims. Implementation of Sweden's pioneering legal approach to criminalizing trafficking and prostitution will be monitored with interest as a potentially effective anti-trafficking model.

Prevention

Swedish law enforcement and social services recently began to distinguish trafficking from illegal immigration and prostitution. The government engages in active research to improve the effectiveness of legal actions against traffickers, to support and protect victims, and to better combat trafficking in general. As a result, the government launched several education campaigns in Sweden and neighboring countries to raise awareness and improve cooperation in the region. Sweden also supports the Stability Pact for Southeastern Europe, specifically the programs on prosecution. The Ministry of Foreign Affairs and Swedish International Development and Cooperation Agency (SIDA) significantly funds international organizations' anti-trafficking efforts in other countries in the Baltics and Balkans, such as NGO capacity building, prevention campaigns, and rehabilitation for victims.

Prosecution

The government passed a new law on trafficking in persons for sexual purposes in July 2002, but the law does not cover labor trafficking. The government also passed a pioneering law that criminalizes the purchase, rather than the sale, of sex, while police and prosecuting authorities actively investigate cases of trafficking. Out of 200-300 trafficking cases reported by the National Police within the last year, three were actively investigated and are pending, but no convictions were secured. Various Swedish anti-trafficking units established in police districts during the previous year were terminated due to lack of financial commitment. The government cooperates with INTERPOL and Europol to investigate and prosecute traffickers and it adequately monitors its borders.

Protection

The government encourages victims to assist in the investigation and the prosecution of traffickers, and Sweden's social services agencies have a legal responsibility to provide shelter to victims while they take part in trial proceedings. Victims also are entitled to legal, emotional, and psychological support during trials. However, in practice, victims do not fully utilize the shelter provided by social services agencies, as they are sent home almost immediately after authorities uncover the crimes. The Migration Board shelters asylum seekers, but most trafficking victims do not apply for asylum. In many cases, victims are deported immediately.

SWITZERLAND (TIER 1)

Switzerland is primarily a country of destination, and secondarily transit, for mostly women trafficked for the purposes of sexual exploitation and domestic servitude. Federal police estimate that between 1,500 and 3,000 persons are trafficked into Switzerland each year. Authorities believe that trafficking victims originate from Thailand and parts of Africa and South America, with an increasing number of women from Eastern Europe and the Soviet Union. Authorities suspect that traffickers bring some victims, many from Eastern Europe and the former Soviet Union, to Switzerland on temporary and “artistic” visas.

The government of Switzerland fully complies with the minimum standards for the elimination of trafficking. While the legal framework against trafficking continues to be strengthened, the government’s practice of summarily deporting foreign women who potentially fit the victim profile, without conducting a screening, is of concern as victim protection is a vital criterion for the fulfillment of the minimum standards.

Prevention

The Government has an office to combat trafficking of young women for the purpose of commercial sexual exploitation. The government financially supports the Women’s Information Center, which implements awareness-raising projects on human trafficking in source countries. The Federal Department of Foreign Affairs’ Development Cooperation Office provided funding to several anti-trafficking information and education campaigns in Eastern Europe and the former Soviet Union, and to projects under the auspices of IOM, the OSCE and the Stability Pact. Switzerland’s borders are adequately monitored with stringent immigration regulations, and the government cooperated with a Swiss NGO to train Swiss consular officials to educate visa applicants in their home countries on the risks of falling victim to trafficking. The government takes an active stance against trafficking in persons in a number of international fora including various UN agencies, the Council of Europe, the OSCE, and the European Union.

Prosecution

The Swiss penal code has two articles specifically prohibiting trafficking in persons, both of which focus on sexual exploitation and prostitution, but not labor trafficking. Other forms of human trafficking or exploitation are covered by criminal provisions against threat, coercion, deprivation of personal liberty, rape and kidnapping; the immigration law prohibits the facilitation of illegal migration and employment of foreigners into Switzerland, and the Constitution prohibits forced compulsory labor. The Swiss Federal Court further defined trafficking when it upheld the decision to sentence a Thai trafficker, finding that hiring foreign women for prostitution in Switzerland by taking advantage of their difficult economic situation removes their “consent” and generally constitutes human trafficking. The Federal Department of Police’s Central Coordination Office for Human Trade and Human Smuggling began operations at the beginning of 2003. The government was active in international cooperation and investigations including: working jointly with U.S. agents to dismantle an Asian crime ring trafficking Chinese women into prostitution in the US and signing a legal assistance treaty in criminal matters with the Philippines. Two separate units within the Federal Criminal Police handle trafficking issues, and have increased the number of agents assigned to trafficking-related cases, especially internet crimes. One notable area of weakness is the low conviction rate. Of an estimated 3,000 cases of human trafficking every year from Eastern Europe, some 1% is reported to the police, leading to fewer than five convictions per year.

Advocates believe that Switzerland's restrictive immigration policy undermines the effectiveness of the Penal Code and the Victim's Assistance Law. In December 2002, the Parliament amended the Penal Code to allow jurisdiction in Swiss courts over perpetrators of crimes such as trafficking regardless of the location of the crime.

Protection

Under the Swiss Victim's Assistance Law, individuals identified as trafficking victims may seek help from centers providing counseling, material, and legal aid to abuse victims. This law also safeguards victims' rights in criminal prosecutions with special rules for trial procedures and for compensation and redress. Federal and cantonal governments provide funding to NGOs and women's shelters that provide services to victims, and cantonal authorities may grant temporary residency permits on a case-by-case basis to victims willing to assist in investigations and testify in court. In cases of serious hardship, a federal ordinance allows cantonal police authorities to grant a residency permit to victims of sexual exploitation or forced labor, and while practice in this area was reportedly spotty, such permits were provided in several dozens of cases. Despite the range of protections, some victims are summarily deported to their country of origin. The government contributes to victim assistance internationally, and funded an international organization program providing reintegration services for victims from Eastern Europe and the former Soviet Union.

TAIWAN (TIER 1)

Taiwan is a source, transit and destination region for persons trafficked for sexual exploitation and forced labor. Victims are trafficked to Taiwan from the PRC, Thailand, Cambodia, Vietnam, Indonesia, and the Philippines. Some victims are lured to Taiwan as brides or under other false pretenses; others are aware of the work they will be doing and are abused after their arrival. Taiwan's lucrative sex trade, widespread people-to-people exchanges with the PRC, and large-scale movement of foreign workers provide opportunities for traffickers to exploit victims. Women from Taiwan are trafficked to Japan for the commercial sex trade. Illegal migrants transit Taiwan on their way to North America, where some, such as those from the PRC, are destined for forced labor to repay traffickers.

Taiwan authorities fully comply with the minimum standards for the elimination of trafficking. Taiwan recognizes the problem of trafficking in persons and has carried out commendable anti-trafficking measures, most notably to prevent the exploitation of minors. Officials devote substantial efforts to interdict the illegal movement of travelers through Taipei's international airport.

Prevention

Authorities in Taiwan financially support anti-trafficking public awareness efforts by the NGO community. The authorities support the work of NGOs to prevent domestic violence and deal with family issues that may be a root cause of sex trafficking. Taiwan's president personally helped launch a prevention campaign directed at teenage girls, which are an at-risk population group. Tourism officials work with NGOs, hotels, and travel agents to discourage sex tourism. In 2003, authorities in Taiwan issued regulations designed to curb the rate of fraudulent marriages between Taiwanese citizens and foreign spouses.

Prosecution

Taiwan has a statute that specifically penalizes trafficking in children for sexual exploitation, and it has other statutes that criminalize general trafficking activities. According to data from authorities on Taiwan, there were 233 indictments and 122 convictions during 2002 under these statutes; some of these cases are still pending. Law enforcement authorities are trained to investigate and prosecute internet-related sex crimes involving minors. On labor matters, authorities also take steps to police manpower recruitment agencies and employers, who occasionally traffic foreign laborers. Authorities in Taiwan deal with the governments of Thailand, the Philippines and Vietnam in an attempt to regulate the recruitment of foreign laborers in Taiwan. Officials monitor Taiwan's borders, but lack the capacity to prevent some illegal entries carried out by traffickers.

Protection

The authorities in Taiwan have worked closely with NGOs to assist women and girls who have been sexually abused. Local centers run by authorities and NGOs provide a wide range of services to victims of sexual assault, including shelter, legal assistance, medical care, and job training. Typically, financial assistance provided by the authorities in Taiwan approaches half of NGO operating expenses. The authorities train police and judicial officials in trafficking issues dealing with victims. Minors who are victims of trafficking are also provided with shelter, counseling and medical care.

THE REPUBLIC OF TAJIKISTAN (TIER 2)

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. There are reports of labor trafficking to Kazakhstan as well.

The Government of Tajikistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Tajikistan is a post-conflict country and the poorest of the former Soviet states, with a per capita GDP estimated at \$182 for 2002. Despite its limited resources, the government took some steps forward, most notably in its recognition of the problem and willingness to work alongside organizations with greater resources and expertise.

Prevention

The President of Tajikistan appointed the Deputy Head of the President's Office on Women and Children as the government's anti-trafficking coordinator, and he commissioned an inter-ministerial committee to work jointly on improving the government's response. The government supported international organizations' and local NGOs' prevention campaigns, including distributing IOM brochures at railway stations and airports, and mandated official participation in anti-trafficking activities throughout the country. The government increased support for greater rural education and women's business associations through its overall Poverty Reduction Strategy.

Prosecution

Tajikistan's lower house of Parliament passed a specific anti-trafficking bill in spring of 2003, which would also amend the criminal code to harmonize with this legislation. Until final passage, existing related criminal laws are used to prosecute cases, for which the penalties were relatively light in comparison to other grave crimes. Four cases related to trafficking were prosecuted in the last year. In two cases, traffickers were convicted on charges of kidnapping, exploitation of prostitution, and document and immigration fraud, and each received five-year sentences. One of the convicted traffickers benefited from a previous presidential decree on amnesty for certain offenses, and was released after serving only a few weeks. Members of two other trafficking networks were arrested under similar charges. The national police academy trains cadets on existing laws in relation to trafficking. Corruption related to bribes and pay-offs is reported to exist among low-ranking officials, and there are no reports that the government is taking action.

Protection

The Government of Tajikistan has no protection or reintegration programs for victims or witnesses. The government cooperates with regional transit and destination countries to assist trafficked Tajik nationals in specific cases. In most cases, the government, does not jail, fine, or detain victims, although on rare occasions victims are punished for prostitution offenses. The government lacks the expertise in dealing with victims. The level of awareness of trafficking amongst police and social service providers is still low. The government does not provide trafficking-specific training for its few consuls, although it has engaged its consulate in Russia to oversee the condition of Tajik workers in Russia.

TANZANIA (TIER 2)

Tanzania is a source and destination country for trafficked persons. Children are trafficked internally from rural to urban areas within the country for domestic work, commercial agriculture, fishing, mining, and child prostitution. Children in the country's large refugee population are especially vulnerable to being trafficked to work on Tanzanian farms, and some refugees in camps in Tanzania are recruited as child soldiers for participation in conflicts in neighboring countries. To a lesser degree, Tanzania is a destination country for trafficked persons from India and Kenya. Some sources also suggest that Tanzanian women and girls may be trafficked to South Africa, the Middle East, North Africa, Europe, and the United States for commercial sexual exploitation.

The Government of Tanzania does not fully comply with the minimum standards to for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. The government should provide more training to law enforcement on trafficking issues, develop child-friendly witness protection mechanisms, and undertake more systematic public awareness campaigns.

Prevention

A multi-agency government task force coordinates anti-child labor programs. There are public awareness campaigns regarding the dangers of child labor and exploitation. 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, including trafficking. The government has begun to provide free education to primary school children, and has expanded the proportion of its budget dedicated to education, a key strategy to prevent child labor and child prostitution.

Prosecution

Law enforcement agencies traditionally investigate cases of migrant smuggling, and it is unclear how many of these cases are related to trafficking. There are laws related to sexual offenses and trafficking for sexual purposes. A section of the penal code was enacted in 2001 that criminalizes trafficking within or outside of Tanzania; however the penalty is relatively light. During the year nightclubs were raided and 23 girls were repatriated to India for not having valid work permits. The owners were fined. In August 2002, 12 individuals were arrested for operating a brothel in Dar es Salaam where several underage girls were found working. This case is still pending.

Protection

The cash-strapped government does not provide victims of trafficking with assistance, but supports NGOs that are involved with anti-child labor and education efforts by providing public buildings for classrooms and community centers. The government, in conjunction with international organizations, is removing children from hazardous work and prostitution and providing education and vocational training. Foreign victims are routinely repatriated.

THAILAND (TIER 2)

Thailand is a source, transit and destination country for persons trafficked into sexual exploitation and forced labor. Economic disparity in the region helps to drive significant illegal migration into Thailand from its neighbors, presenting traffickers opportunities to move victims into labor exploitation and, particularly women and children, into prostitution. International trafficking victims come mainly from Burma, Laos, Cambodia, and China. Many victims are from stateless ethnic tribes in Northern Thailand and the surrounding region. Widespread sex tourism in Thailand encourages trafficking for prostitution. Thai victims—and others sometimes transiting through Thailand—are trafficked to Australia, South Africa, Japan, Taiwan, Europe and North America mainly for sexual exploitation; many go willingly and are later victimized by traffickers.

The Government of Thailand does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has recognized for years that trafficking in persons is a problem, but the issue is still not among Thailand's top priorities. Concerned Thai officials, however, are gradually increasing the government's regional and bilateral initiatives, a positive development because Thailand has the capacity to become a leading country in the law enforcement effort against traffickers. Thailand needs to give more focused national government direction to prosecutions and increase the number of arrests and convictions of traffickers at home. It also needs to continue working with its neighbors on regional law enforcement. Official complicity in trafficking remains an area of concern.

Prevention

The government provides life skills training to children and young women at risk of being trafficked; it works at the community level and with local industry to encourage youth to seek jobs outside the sex trade. The government works well with NGOs and international organizations giving wide latitude and support for these organizations to engage in public awareness campaigns against trafficking and provide support services.

Prosecution

The Government of Thailand enforces laws against traffickers, but given the scope of the trafficking problem within its borders, more national focus needs to be given to these efforts, particularly against kingpin traffickers. According to government data, in 2002, there were 504 trafficking related arrests, resulting in 42 prosecutions and 21 jail sentences. The establishment of a special transnational crime department, which will have a unit dedicated to combating trafficking, is a high priority of the government. The first legal and administrative steps to create this new institution have been taken. This is an important expression of the government's long-term commitment to law enforcement and engagement on regional police cooperation. Prosecutorial attention should continue and expand against public officials who are involved in trafficking abuses. Dealing with trafficking-related official corruption merits continued government efforts. The government does not adequately control its long land borders, but it does monitor migration at Bangkok international airport.

Protection

Overall, senior Thai officials make commendable efforts to provide protection to trafficking victims; however, the relatively large size of the country and the scope of the problem hinder the smooth implementation of these measures. Officials attempt to ensure that foreign victims are not treated as illegal migrants through internal government agreements. The government oper-

ates 97 shelters for abused women and children, and works with NGO shelters to place trafficking victims. Thailand has negotiated a migrant labor memorandum of understanding (MOU) with Laos that also helps regularize the repatriations of foreign trafficking victims; an MOU with Cambodia specifically addressing trafficking is near final agreement. Thai police and consular officials receive training on how to deal with trafficking issues, and Thai missions overseas provide support to victims who want to return home.

TOGO (TIER 2)

Togo is a source and destination country for internationally trafficked persons, mostly children. The majority of the victims are trafficked to Cote d'Ivoire, Benin, Gabon, Ghana, Burkina Faso, Nigeria, Niger, and Europe for indentured servitude or domestic labor. Children are also trafficked internally and from Benin, Nigeria, and Ghana to Togo's urban areas for domestic labor.

The Government of Togo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. The government should step up its financial commitment to anti-trafficking programs and protection efforts, penalize law enforcement officials for corruption or failure to act against traffickers, and enhance its efforts to prosecute traffickers to conviction.

Prevention

The government stepped up its anti-trafficking public awareness campaigns during 2002. With training from an international NGO, 278 Togolese workers traveled throughout the country to conduct grassroots education campaigns in individual villages on the dangers of child trafficking. They spoke to an estimated 35,000 people, especially young women, teachers, taxi drivers and village leaders. The government has established four centers to provide sex- and health-education for young women, and has also kept school fees lower for girls than for boys. In December 2002, the government hosted a regional meeting with the governments of Benin, Cote d'Ivoire, Mali, and Burkina Faso. Togo is participating in an international program to eliminate the worst forms of child labor and is a member of the regional plan of action against trafficking.

Prosecution

Togo has no specific anti-trafficking law, but the government has used other laws on the illegal movement or transfer of children, child labor, and sexual exploitation to prosecute and sentence traffickers. The Minor's Brigade, a police unit dedicated to juvenile issues, investigates trafficking cases. The most recent year for which statistics are available is 2000, with 50 prosecutions of traffickers. Corruption remains a problem. A bill was introduced into the National Assembly in late 2002 to outlaw trafficking and provide specific penalties, including for parents who may unwittingly send their children away for work. Togo cooperates with the governments of Benin, Nigeria, and Ghana to allow expedited extraditions between the four countries.

Protection

The government works closely with and supports NGOs in providing services to victims, primarily through in-kind donations. Four victim care centers have been established with the government providing land and buildings. Eighty children were being sheltered in the centers as of December 2002. Victims are generally respected and not treated as criminals by government officials, including the security forces, although this does not always occur. Victims are allowed to remain in Togo and obtain other employment in some cases. The NGOs encourage victims to seek legal action against traffickers. Specialized training programs are available for some victims.

TURKEY (TIER 3)

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

The Government of Turkey does not fully comply with the minimum standards for the elimination of trafficking and it is not making significant efforts to do so. Overall, the government is to be commended for the new anti-trafficking criminal article and the law enforcement efforts, including strengthening immigration laws, which were made within a relatively short amount of time. However, the government's progress was slow in the past year, particularly in the areas of prevention and protection—namely, deportation without screenings—and those areas need significant improvement.

Prevention

The government did not implement any trafficking-specific preventive campaigns, but it evidenced some increased political will to address the trafficking issue. The Ministry of Foreign Affairs chairs an inter-agency task force on trafficking. The task force does not meet regularly but drafted a national action plan that the government adopted in April 2003. The government amended its law on foreigners to allow a centralized system of work permits for foreign nationals entering Turkey under legitimate programs. The new law will authorize foreigners to work as domestics, something currently practiced illegally. The government actively monitors its borders, but they are long and porous and difficult to monitor in some regions. Turkey's cooperation with source countries was reportedly limited, although improvement efforts were initiated in the spring of 2003.

Prosecution

The government amended its criminal code in the past year to prohibit trafficking in persons (Article 201/b). The law prescribes serious penalties that are increased with aggravating circumstances. As of April 2003, six trafficking cases were opened in Turkish Penal Courts pursuant to the new article, against a total of 17 suspects. In two cases, the court ruled for acquittal, finding three defendants not guilty and determining that the two alleged victims had not been illegally trafficked. The other four cases are ongoing. In these cases, 14 suspects will be on trial and 12 people have filed a complaint against them. More trafficking-related arrests were made in the past year and referred to the courts, but no convictions were reported under previously existing laws. The Ministries of Justice and Interior conducted training on the anti-trafficking legislation.

Protection

The government does not have a system for victim identification and protection; however, according to the Ministry of Interior, seven foreign citizens exposed to trafficking were issued a humanitarian visa (one month temporary residence permit). Five additional people were offered the humanitarian visa but declined and requested to leave Turkey. The government supports shelters for Turkish victims of domestic violence and while it claims they can be used to serve trafficking victims, this has not yet occurred in reported cases. Some local law enforcement officers reportedly find accommodation for victims out of their personal expense. Turkey's cooperation with source countries was reportedly ineffective, and the government continued to deport potential victims as criminals without consistently ensuring their true nationality and without proper screening as victims. The government does not have a repatriation program, and its discussions with IOM were unsuccessful.

UGANDA (TIER 2)

Uganda is a source country, primarily for women and children trafficked to Sudan. Over the past 15 years, a rebel group, the Lord's Resistance Army (LRA), has abducted tens of thousands of adults and children and forced them to carry stolen goods, cook, serve as sex slaves, and become rebel soldiers. In 2002, after the government attempted to deprive the LRA of safe haven in Sudan with military action, the number of abductions in Uganda increased significantly. The government acknowledges that internal trafficking of children for labor and commercial sexual exploitation is a growing problem. Street children and child domestics work long hours, are frequently denied food, endure physical and sexual abuse, and are isolated from their families and friends. There are reports of children being commercially sexually exploited, particularly in the capital and border towns.

The Government of Uganda does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. There are more than 1.7 million orphans and thousands of displaced persons from civil unrest and HIV/AIDS. The government needs to develop anti-trafficking legislation, but in the meantime, it should step up civilian prosecutions of traffickers under current statutes.

Prevention

The government acknowledges that the abductions constitute a trafficking problem and has ongoing military efforts to defeat the LRA. In conjunction with an international organization, the government launched a national campaign to combat the worst forms of child labor by targeting the growing population of orphans, street children, and child-headed households, all of which are vulnerable to exploitation. Public sensitization campaigns are being conducted, and district groups to address the needs of children, especially those in domestic service, are being formed. Education for girls and orphans are priorities for the government's universal primary education program. Uganda also participates in a regional program to combat child labor in the commercial agricultural sector, which is providing incentives to families to remove their children from hazardous work.

Prosecution

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. Soliciting females for prostitution carries a 7-year sentence, and rape is punishable by 18 years or the death penalty. There is no information that civilian cases were prosecuted in 2002, but when captured, LRA rebels normally are prosecuted for other crimes, such as treason and sedition, which carry harsh penalties. The government also has an amnesty law that absolves abducted persons and former rebels from criminal liability if they return and renounce rebellion. In 2002, the government increased efforts to interdict activities of the LRA. Police do not receive specialized training, but labor inspectors are educated and trained about the worst forms of child labor.

Protection

The government rescues children and others abducted by the LRA during its military operations against the rebels. It provides food and shelter until victims can be transferred to NGOs. The military has a child protection unit trained to assist abductees and child soldiers. The government trains its embassy personnel in Sudan and Kenya to assist amnesty applicants. The cash-strapped government works closely with donors and NGOs and supports counseling services, reintegration programs, and other assistance for returning victims. It also provides support for food, shelter, rehabilitation, education, and vocational training services for street children, child prostitutes, domestic workers, and children involved in cross-border smuggling and drug 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. There are reports that men and boys are trafficked for labor purposes. The growth of internal trafficking of young girls is a rising concern, as is the susceptibility of children in orphanages to traffickers. Victims are recruited via agencies and firms as well as through relatives and acquaintances.

The Government of Ukraine does not yet fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In the past year, the government has shown an effort to sustain and improve existing anti-trafficking structures and mechanisms and increase the ability to prosecute and convict traffickers. Inconsistent cooperation between central government authorities and varying levels of corruption impeded some of the government's planned efforts.

Prevention

Last year, the Ukrainian Government approved the Comprehensive Program for Combating Trafficking in Persons for 2002-2005, which created specific mandates for each ministry. The government has two separate anti-trafficking councils: one is a coordinating body headed by the Ombudswoman, while the other is headed by the Deputy Prime Minister with the primary task of reporting to the Cabinet of Ministers and the President. The Ministry of Education continued to support mandatory education initiatives in schools. NGOs are active in lobbying government counterparts at both the local and central levels, and government officials regularly attend NGO-offered trainings and workshops, thus increasing the level of cooperation. The government supports preventive public awareness campaigns, although such campaigns are primarily conducted by NGOs.

Prosecution

The current criminal code prohibits international trafficking and related crimes, but it does not proscribe internal trafficking, which must be pursued under related offenses. The Ministry of Interior has an Anti-Trafficking unit with officers in 27 administrative regions throughout Ukraine. In the past year, the police opened 169 trafficking investigations, with 41 prosecutions. Twenty-eight defendants were sentenced, with 17 receiving prison terms. While fear of retribution prevents the majority of victims from cooperating with police and prosecutors, 202 victims provided testimony during the year.

Protection

Regional referral systems between police and NGOs exist throughout Ukraine, due to the allocation of specific anti-trafficking police officers in each region and active victim assistance NGOs. NGOs rehabilitate and reintegrate victims and put them in touch with police for protection and pursuit of criminal cases. The government's witness protection law is not effectively implemented due to a lack of funds, but in-court protections exist, such as protection identifying information in court records. In the absence of a functioning program at the central level, NGOs collaborate with local police and secure ad hoc witness and victim protection. In specific cases, they provide mobile phones to call police, apartment relocation assistance, and police and victim joint surveillance of the potential movement by traffickers. Local NGOs that provide victim assistance enhanced their cooperation with local police, and referrals between NGOs and police are increasingly common.

UNITED ARAB EMIRATES (TIER 1)

The United Arab Emirates (UAE) is a destination country for trafficked persons. Foreign nationals comprise about 85% of the population, and guest workers make up 98% of the country's private sector workforce. Women trafficked into domestic servitude come primarily from Sri Lanka, Indonesia, India, and the Philippines. Victims trafficked as domestic male servants, laborers, and unskilled workers in construction and agriculture come mainly from Pakistan, Afghanistan, India, and Bangladesh. Many low-skilled foreign workers have their passports withheld, contracts altered, and suffer partial, short, or long-term non-payment of salaries. Women from Central Asia and Eastern Europe have reported being lured with the promise of legitimate jobs and then forced into commercial sexual exploitation. Boys from Pakistan and Bangladesh have been trafficked to the United Arab Emirates to be camel jockeys.

The Government of the United Arab Emirates fully complies with the minimum standards for the elimination of trafficking. Given the new ban on child camel jockeys, the government should emphasize enforcement until each of the Emirates has completely eliminated it. It should expand cooperation and coordination with source countries in the rescue of trafficking victims and investigation and arrest of traffickers.

Prevention

The Dubai Police Human Rights Department conducted an outreach program to foreign embassies to advise of programs and services available to residents and visitors. The Dubai Tourist Security Department operates a 24-hour hotline to assist visitors with inquiries or problems. Information about the hotline is distributed to tourists, who are potential trafficking victims, at points of entry. The Ministry of Labor and Social Affairs distributes an information booklet to foreign workers outlining their rights under the labor law, describing how to pursue labor disputes, and providing contact information for assistance. The Minister of State for Foreign Affairs contacted source country foreign ministers asking for their cooperation in combating trafficking. The Ministry of Information and Culture supported a public awareness campaign in English and Arabic about the law banning the use of child camel jockeys. The Ministry of Health requires annual physical exams for foreign employees and medical personnel with specialized training to look for signs of abuse.

Prosecution

The penal code specifically prohibits trafficking; cases of trafficking can also be prosecuted under other statutes. Law enforcement actively investigates trafficking cases and complaints of abuse. The government recently criminalized the use of child camel jockeys. It conducts DNA and medical tests to investigate "parents" of camel jockeys. The Ministry of Labor created a task force to inspect all industrial establishments in the private sector and added 54 labor inspectors. After being found guilty of labor violations, 215 companies were blacklisted from submitting applications for work permits or sponsorship transfers and were fined. The Institute for Judicial Training and Studies at the Ministry of Justice has mandatory courses for prosecutors and judges on human rights, sex offenses, immigration, and labor violations. The Department of Naturalization and Residency at the Ministry of Interior established a central operations room to track the arrival and departure of individuals in the Emirates. To combat document fraud, the government instituted the use of retinal scan to add biometrics identification information to its databases.

Protection

The government provides assistance and protection to victims; they are not detained, jailed or deported. Victims are not prosecuted for violations of other laws, such as immigration or prostitution. Counseling services are available in public hospitals. The Ministry of Health maintains social workers and counselors in all public hospitals to which medical personnel refer patients when abuse is suspected. The Human Rights Department of the Dubai Police developed a Crime Victims' Assistance Program, which included the creation of Victim Assistance Coordinators at each police station and police training in victim protection and assistance. Police departments provide shelter for victims who are separate from jail facilities. The government works with foreign governments and NGOs on trafficking in women when cases are brought to their attention. The Government is working closely with the Governments of Bangladesh and Pakistan on the repatriation of camel jockeys.

UNITED KINGDOM (TIER 1)

The United Kingdom is primarily a country of destination for internationally trafficked women from Eastern Europe; particularly Albania, Kosovo, Romania, Bulgaria, Lithuania, and Russia. Some also come from East Asia, especially Thailand and China, and from West Africa, particularly Nigeria, Liberia, and Sierra Leone. The trafficked population includes children and men. While women are trafficked primarily into sexual exploitation and domestic servitude, trafficking of laborers, predominantly male, into agriculture, sweatshops, and industry also occurs. The United Kingdom also may play a minor role as a transit country to other western European countries.

The Government of the United Kingdom fully complies with the minimum standards for the elimination of trafficking. The government's efforts were particularly strong with regard to strengthening cooperation between police and prosecutors both domestically and internationally, and in supporting preventive programs in source countries and regions. In order to fully assess law enforcement strategies and mechanisms, this report must consider statistics on trafficking-related offenses and prosecutions. While such information was unavailable, new legislation establishing trafficking-related offenses will hopefully provide information in the coming year.

Prevention

The government focused on prevention and reduction both at the national and EU levels. The Foreign and Commonwealth Office and the Department for International Development conducted preventive campaigns in countries of origin, including disseminating anti-trafficking materials in Southeastern Europe. The Department for International Development has contributed funding to a project by the International Program on the Elimination of Child Labor to combat the trafficking of children within the Mekong sub-region of Southeast Asia. The government supports multinational and international efforts to prevent trafficking, in particular, EU, UN, OSCE and Stability Pact initiatives. It also worked closely with various NGOs to produce an awareness raising toolkit on trafficking. The government adequately monitors its borders.

Prosecution

There is no law specifically prohibiting all forms of trafficking in persons, but many human trafficking offenses are punishable under existing laws. The Nationality, Immigration and Asylum Act of 2002 was changed to establish an offense of trafficking for prostitution that carries a maximum penalty of 14 years. New offenses related to human trafficking are in recently introduced legislation on sexual offenses. Strengthening the operational and legal fight against human trafficking is one of the government's priorities for the European Commission five-year (2003-07) funding program in the area of police and judicial cooperation. Task Force Reflex, a U.K. law enforcement initiative, coordinates all agencies involved in combating trafficking and migrant smuggling. With the Nationality, Immigration and Asylum Act of 2002 only in effect since November 2002, numbers of trafficking-related prosecutions under this act were not yet reported, but public reports in the press highlighted a number of trafficking investigations and arrests. The Crown Prosecution Service works closely with the police at home, appoints prosecutors as liaison magistrates abroad, and works increasingly with Eurojust (an initiative of the EU Justice and Home Affairs Council) to combat serious cross-border crime, including trafficking in persons. Prosecutors provide advice to police at the investigation stage, and joint police-prosecutorial criminal justice units were established in 46 towns, with some 85 more to come. As an effort to combat transnational crime, including trafficking in persons, the government provided liaison magistrates in Spain, Italy and France.

Protection

The government assists victims with a full range of social and health care services, and temporary residence is available on an individual basis. It provides funding to UK and foreign victim-assistance NGOs. The government established a pilot project to support victims of trafficking through cooperation with a specialized domestic violence NGO. Victims who wish to return home or who are not authorized to remain are provided reintegration assistance, including initial counseling, suitable accommodation and support in reintegration into their own community. The police issued standard operating procedures to prevent the intimidation and harassment of witnesses. The Home Office prepared specific guidance for officials who may encounter trafficking to understand the difference between trafficking victims and illegal migrants. Victims are encouraged to assist in investigation and prosecution of trafficking and may file civil suits.

UZBEKISTAN (TIER 3)

Uzbekistan is primarily a source and to a lesser extent, a transit country for the purposes of prostitution and labor. Confirmed information on the extent of trafficking from Uzbekistan only recently emerged, and there is a concern that the deterioration in the economy may lead to a growing problem. Known destinations are Kazakhstan, UAE, South Korea, Malaysia, Thailand, Kosovo, and Israel. According to economists, 40-80% of the population has fallen into poverty in the eleven years since independence from the Soviet Union. Many of these newly poor earn less than \$1 per day.

The Government of Uzbekistan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The Government of Uzbekistan only recently recognized that it has a problem with trafficking in persons, and that trafficking could become a greater problem if left unchecked. During the spring of 2003, central government authorities showed a greater willingness to focus on the issue, especially through improved dialogue with victim assistance NGOs. This recognition came late in the reporting period, and now its treatment of known victims and of women fitting the victim profile must be improved.

Prevention

The government has thus far taken only limited preventive actions of its own. The government denies exit from Uzbekistan to young women and does not screen them to determine if they are victims and does not offer them preventive information on trafficking. The government worked alongside other organizations on prevention in some instances, such as the permission granted by the Ministry of Education to one NGO to conduct anti-trafficking programs in schools. Some regions have been more proactive than the central government, with the regional government's Women's Committee in Samarkand engaging with NGOs to establish information-sharing and referral for victims.

Prosecution

The criminal code does not contain an anti-trafficking law. Other criminal articles prohibit various aspects of trafficking in persons, and the government pursued some criminal investigations under these laws, but there have been no final prosecutions or convictions of traffickers in Uzbekistan. An organized trafficking ring from Uzbekistan to Kazakhstan was exposed in February 2003. Under international pressure, the government investigated this case and has expelled the two North Koreans responsible. However, the Prosecutor General has taken actions against illegal recruitment, especially through marriage agencies and tourist firms and is pursuing a case involving 56 men who may have been labor trafficking victims in Siberia. It is also investigating the case of a girl trafficked for sex to the UAE. Border guards reportedly harass returning victims and require pay-offs at the border for women possibly fitting the victim profile. While no actions against this corruption were reported for the period covered by this report, in early 2002 the government convicted two border guards on corruption charges for allowing people to be trafficked.

Protection

The government does not have a mechanism for screening, recognizing, sheltering or otherwise assisting victims, nor does it have a referral mechanism to victim-assistance NGOs. However, it is increasing its efforts at victim assistance and protection. In late spring 2003, the government began to share information with one victim-assistance NGO, and border officials informally

agreed to provide that NGO greater access to returning victims at the airport. However, victims complain of harsh treatment by police and border agents when returning. The government continued to charge a \$25 fee to victims abroad who are seeking new travel documents. Most victims were not able to pay this fee. NGOs were unable to secure effective assistance from consular officers in many cases throughout the year, but in spring of 2003, the government began to respond to some of the pleas of NGOs advocating for and assisting in the repatriation of victims, and it began using temporary travel documents to bring trafficking victims home from abroad. The government engaged in discussions with IOM regarding a repatriation program, but still has not entered into any agreement for such a project.

VENEZUELA (TIER 2)

Venezuela is a destination, transit, and source country for trafficking in women and children for sexual exploitation. Women are trafficked to Venezuela from Colombia, Brazil, the Dominican Republic, Ecuador, Peru and Cuba. Venezuelan women and girls are trafficked internally from rural to urban areas and internationally to Spain, Portugal and the United States. Children are trafficked internally for labor and sexual exploitation. Some undocumented residents in Venezuela from Colombia, Ecuador and Peru fall victim to traffickers. Because of its lax border controls, illegal migrants transit Venezuela; some of these migrants may be trafficked.

The Government of Venezuela does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The government's ability to address trafficking is uniquely hindered by the country's current political and economic situation. Many officials are only slowly recognizing the nature of the trafficking problem. Some government offices — such as the National Institute for Women — are institutionally capable of responding to trafficking, but have not focused heavily on this issue. By committing more resources to the investigation and prosecution of trafficking cases, cooperating with NGOs to widen the understanding of the issue, and addressing trafficking-related corruption, the government can make progress in combating trafficking in persons.

Prevention

The government's National Institute for Women (called "Inamujer") runs a toll-free telephone hotline in which counselors are on standby to advise women in distress, but has not conducted any specific outreach or anti-trafficking information campaigns to make this resource more widely known. NGOs active in combating trafficking seek opportunities to cooperate with the government in developing a national plan. In prevention efforts not specific to trafficking, the government provides some support to prevent violence against women and increase women's participation in the economy.

Prosecution

Venezuela has no comprehensive law to address trafficking. The Organic Law to Protect Children and Adolescents could be used to prosecute traffickers of minors, but there is no information on any such prosecutions. In 2002, the Attorney General planned to increase significantly the number of prosecutors working on immigration matters, but budget cuts stymied this effort. Venezuela does not adequately monitor its borders. Corruption is a problem; some officials are accused of facilitating the illegal movement of people.

Protection

The Venezuelan legal system has good intentions with regard to the protection of women and children, but specific resources committed to combat trafficking are limited. Inamujer has opened three emergency shelters to help battered women, which include trafficking victims. Women sheltered under the aegis of Inamujer have recourse to legal services; however, victims are not specifically encouraged to pursue legal action against traffickers and there is no information on any such cases. Foreign victims are not treated as criminals and their rights are theoretically respected; however, the government makes no special efforts to determine who is a victim and some may be deported as illegal migrants. Venezuelan diplomatic officials are instructed to give consular assistance to their nationals in need overseas, but the government does not generally provide specialized training on trafficking.

VIETNAM (TIER 2)

Vietnam is a source, transit and, to a lesser extent, destination country for persons trafficked for forced labor and sexual exploitation. Vietnamese women and girls are trafficked to Cambodia, Malaysia, China, Hong Kong, Macau and Taiwan for sexual exploitation and forced marriages. Victims from China transit Vietnam on trafficking routes to Australia, Europe and North America. Cambodian children are trafficked into Vietnam to beg in urban areas. Vietnamese rural laborers are exploited by traffickers. Labor export companies recruit and send workers abroad; some of these laborers have been known to suffer trafficking abuses.

The Government of Vietnam does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Particular concern remains, however, about the government's effectiveness in addressing cases of labor exploitation. Vietnamese state-owned labor companies have entered into international contracts that have resulted in incidents of labor trafficking. The government needs to protect workers through better oversight measures in these companies, which it regulates. Vietnam's efforts to combat trafficking for sexual exploitation could be enhanced by cooperating with Cambodia to address cross-border issues, including how to repatriate and care for victims.

Prevention

The government partners with multiple international organizations on anti-trafficking studies and surveys, and there is limited prevention measures in at-risk communities through leaflets and community trainers. The government-controlled Vietnam Women's Union sponsored a mass media campaign using television and newspapers. In other measures not specific to trafficking, the government is providing limited funds for development projects to increase compulsory education to nine years, and vocational and micro-credit programs for at-risk women and youth.

Prosecution

An inter-ministerial working group, chaired by the deputy prime minister, coordinates anti-sex trafficking activities, but clarification of responsibility at the agency level is needed to focus government action. Vietnam has a statute that prohibits sexual exploitation and the trafficking of women and children. The government investigates, arrests, and convicts sex traffickers; however, it does not make comprehensive statistics on arrests and convictions available, so these efforts cannot be fully evaluated. General statistics on trafficking in persons are not kept, but a much-needed proposed project would create a data collection system within a new crime statistics office. The government has taken part in bilateral police cooperation to combat trafficking, sending officials to Cambodia and China for better information sharing. The government is also addressing corruption. High-profile efforts include bringing four trafficking cases to trial against local government officials in 2002, and one high-profile 2003 case, in which over 150 persons, including ex-ministerial and law enforcement officials, were indicted for prostitution and migrant smuggling.

Protection

The government should take additional steps to ensure that victims are not abused. Many women found engaged in prostitution are not jailed or given criminal records, but placed in one of over 40 rehabilitation centers. These centers reportedly provide medical treatment, vocational training, and counseling in efforts to deter the victims' return to prostitution. However, Vietnam's efforts in rehabilitating some victims can be controversial. The centers have been criticized for conducting "reeducation" and limiting victims' freedom of movement.

ZAMBIA (TIER 2)

Zambia is primarily a source country for men, women, and children trafficked to South Africa for labor and commercial sexual exploitation, and a destination country for women trafficked from Thailand for commercial sexual exploitation. Until the April 2002 cease-fire, Zambians were sometimes abducted and forcibly conscripted in rebel groups during the civil war in Angola. Internal trafficking of children, both for labor and for sexual exploitation, is also a major problem.

The Government of Zambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. Though strong on prevention and protection efforts, particularly to exploitative child labor, Zambia needs to step up its law enforcement efforts.

Prevention

The government works actively with an international NGO to address child labor. It works with international partners to remove children from exploitative work in prostitution, domestic service, hawking, and mining. It supports public awareness campaigns. Ministry officials at all levels are receiving training and sensitization about the commercial sexual exploitation of children. The government implemented programs to rehabilitate child prostitutes and other street children. Zambia also abolished fees for primary schools, waived uniform requirements in rural areas, established volunteer-based community schools for children who have fallen behind in their studies, and focused on “girl-friendly” education initiatives, all measures designed to reduce the vulnerability of children to trafficking. School curricula are being updated and new “schools without walls” allow children to be educated on the streets, minimizing the time away from work. Street children are offered counseling services. The government also is strengthening the district level coordination to empower HIV/AIDS orphans and other vulnerable children, including extension of micro-credit programs to families living with HIV/AIDS.

Prosecution

Zambia’s constitution bans trafficking in children under the age of eighteen, as well as trafficking in women for immoral activities. The constitution also prohibits slavery and forced labor. The government actively investigates accusations of trafficking. The government assisted in the repatriation of two Zambian girls trafficked to Ireland and charged two Congolese (DRC) nationals with abduction and rape. In one recent case, a police officer was sentenced to 9 years’ labor for the rape of a minor girl. The government also worked with Angolan officials to resolve abduction cases from the civil war and with the government of Botswana in a case of suspected trafficking that was eventually proven false. The Employment Act requires anyone taking young Zambians to another country for employment to obtain government approval. The Ministry of Labor and Social Security’s Child Labor Unit is charged with enforcing labor laws, but inadequate training and resources result in weak enforcement. The government is taking steps to improve its capacity to monitor its borders.

Protection

The government is assisting in the repatriation of two girls trafficked to Ireland and has agreed to provide counseling. The government has provided medical aid, personnel, and facilities for programs that have removed over 2,400 children from exploitative labor situations. The government supports the protection efforts of non-governmental organizations. Victims are not treated as criminals.

ZIMBABWE (TIER 2)

Zimbabwe is primarily a source country for men, women, and children trafficked to South Africa for farm labor and commercial sexual exploitation, as well as a transit country for persons trafficked from Asia, Malawi, Zambia, and Mozambique to South Africa. As a result of Zimbabwe's recent economic downturn and a growing number of HIV/AIDS orphans and child-headed households, internal trafficking of young women for commercial sexual exploitation is a growing problem.

The Government of Zimbabwe does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so despite severe resource constraints. Zimbabwe should improve its anti-trafficking performance through stepped up law enforcement efforts.

Prevention

The Child Labor Task Force Committee and the Department of Welfare work with NGOs to train adults and children on identification of exploitation of children. School curriculum and other information programs raise children's awareness of child exploitation. The government supports programs to create educational opportunities for poor children, operates 15 training centers for out-of-school children throughout the country, and administers programs enhancing economic self-sufficiency for women.

Prosecution

Zimbabwe has no specific anti-trafficking law, but penalties do exist for abduction, forced labor, and transporting persons across the border for sexual exploitation. Child labor is regulated; children under 18 are prohibited from working during school hours without governmental permission, and from working at night or in hazardous conditions. The Sexual Offences Act, passed in 2001, outlaws procurement and forced prostitution and carries a penalty of up to seven years in prison and a fine. The government cooperated with 20 other countries in a ten-month investigation of child pornography. There is no evidence of governmental involvement in trafficking. Two humanitarian workers were dismissed for sexual abuse of refugees. The government is working with INTERPOL and neighboring immigration authorities to prevent trafficking of children for prostitution.

Protection

The government has established Victim Friendly Courts for victims of sexual abuse, who includes trafficked persons. Child friendly legal facilities now link police stations, hospitals, social welfare, families, community leaders, and prosecutors together in abuse cases involving children. The government, especially law enforcement, is supporting international organizations and NGOs assisting trafficking victims.

SPECIAL CASES

The Department was unable to place the following countries in tiers because of extenuating circumstances in transitioning states, and information that is incomplete, unclear, contradictory, or difficult to corroborate. These cases merit special mention because there are indications of trafficking in each of these countries.

The first set of special cases involves countries where there is no effective central government or the central government does not exercise full control over the country. These transitional governments cannot be fairly evaluated on actions by previous governments.

AFGHANISTAN

A country in transition after more than twenty years of war, the Transitional Islamic State of Afghanistan (TISA) has condemned trafficking. The TISA is scheduled to hold a Constitutional *Loya Jirga* (Grand Assembly) in October 2003 to adopt a new constitution, followed by nationwide elections for a permanent Afghan government scheduled to take place in June 2004.

Scope and Magnitude. Press and refugee reports assert Afghanistan is a country of origin and transit for women and children trafficked for the purposes of sexual exploitation and labor. These reports indicate that women and children have been trafficked internally or sold by impoverished families to Pakistan, Iran, and the Middle East. There are also reports of the involvement of warlords in trafficking in areas outside the central government's control.

Government Efforts. The government established a commission to combat human trafficking in April 2003 that is collecting information on the causes of trafficking, developing victim-friendly repatriation strategies, identifying governmental capacity, and potential international and non-governmental partners. With the assistance of international donors, the government is establishing 14 women's resource centers throughout the country and has enrolled more than one million girls in school, an important prevention effort to assist vulnerable populations. The government is reviving old anti-slavery statutes as it prepares its new legislative framework. Some state-run orphanages take in trafficking victims and children from families that cannot afford to keep them as an alternative to selling them.

Areas for Improvement. The government, in collaboration with internal donors and non-governmental organizations, could undertake low or no-cost anti-trafficking measures such as conduct awareness-raising campaigns with free radio air-time for public service announcements, sensitize local assemblies and community leaders on trafficking, seek ways to shelter and protect victims, and collaborate with destination countries such as Pakistan and Iran to curb cross-border trafficking, protect victims, and arrest traffickers. Once international donors and the government form and train national and border police and re-establish a functional legal, court, and prison system, law enforcement should investigate and prosecute traffickers operating within Afghanistan.

IRAQ

Another country in flux, Iraq is showing signs that a trafficking problem could emerge. The existence of displaced persons, widows and other vulnerable women, separated children or orphans dependent on humanitarian assistance to survive could gravitate toward peacekeepers and humanitarian workers as sources of potential income and safety only to be exploited for labor or sex. In many post-conflict situations, criminal elements have exploited the breakdown of rule of law and the desperation of vulnerable families, and abducted, forced, or tricked individuals into prostitution. Traffickers also flourish in situations with weak law enforcement. There is a lack of infrastructure for victims services and protection. This lack of medical services, counseling, and shelters are likely to discourage trafficking victims from coming forward. As we have seen elsewhere, the demand for prostitution often increases with the presence of military troops, expatriates, and international personnel who have access to disposable income.

SOMALIA

Somalia has been without a central government since its last president, dictator Mohammed Siad Barre, fled the country in 1991, but is a country with a significant number of victims. Somalia is a source country for trafficking victims, primarily women and children trafficked internally for forced labor by local militias. An increasing number of Somali children are smuggled to Europe by international criminal rings, many of which are trafficked into situations of forced labor and prostitution. Family members, smugglers, and traffickers use deception, pressure, and force to make Somali children accept false identities, use fraudulent documents, and exploit the social security systems in destination countries. In Somalia, children, some as young as 11 years old, are forcibly conscripted into militias to serve as combatants and servants. An international organization's pilot demobilization project is underway in Mogadishu for 120 children, including 20 girls. A small number of women may be trafficked to the Middle East for commercial sexual exploitation.

Areas for Improvement. All of the major factions in Somalia, including the Transitional National Government, need to stop the use of forced labor and conscripts, especially children. In addition, all groups should take measures to rein in smuggling and trafficking rings.

The following special cases are based on lack of information or information that is fragmentary or difficult to assess and corroborate.

ALGERIA, TUNISIA, AND EGYPT

These countries may be transit countries for trafficking but the prevalence of smuggling makes it difficult for host governments to distinguish between migrant smuggling and human trafficking. In Algeria, transiting illegal immigrants from West and Central Africa travel through the country to destinations in Europe. It appears that some are forced into prostitution while awaiting onward travel. Tunisia is increasingly concerned about trafficking as it has become a key transit country for smugglers. Anecdotal evidence suggests Egypt is a transit country for persons being trafficked from East Africa and South Asia to Europe and from the former Soviet Union to Israel. Hard data on the number of trafficking

victims is lacking for these countries. The Department will, over the next year, engage these governments on trafficking in an effort to educate government and law enforcement officials on the issue and effective measures to combat trafficking.

IRAN

Without a diplomatic presence in Iran, the Department has found it difficult to corroborate information.

Scope and Magnitude. Press reports and reporting from destination countries indicate that Iran is a country of origin and transit for women and girls trafficked to the Gulf States, Turkey, France, Britain, and Pakistan for purposes of commercial sexual exploitation. Boys are trafficked through Iran to the United Arab Emirates where some are forced to work as camel jockeys. Internal trafficking of women and girls for purposes of sexual exploitation occurs, fueled by the increasing number of runaways. Many of these victims are lured with the promise of good jobs, rich husbands, or exciting lives abroad.

Government Efforts. The Government of Iran is arresting, investigating, and prosecuting a significant number of cases involving prostitution and/or trafficking and working with Pakistan to increase border patrols to prevent cross-border trafficking of drugs and persons. Iranian law does not specifically prohibit trafficking; however, there are other statutes that are used to prosecute traffickers, including prohibiting procurement for the purpose of fornication. Over 7 months in 2002, police closed down 70 brothels. During the year, the government arrested hundreds of people for involvement in “corruption networks” related to prostitution where young girls were trafficked abroad. No consolidated information on the total number of convictions is available, but there are cases where facilitators of a prostitution rings have received sentences from 3 years to death. There have been unconfirmed reports of victims being arrested and jailed, as well as a past case in which a girl was arrested and later referred to a rehabilitation center. There were also reports in November that 20 girls were rescued with cooperation from the Pakistani government from a brothel in Pakistan. Although there are not any shelters or rehabilitation centers specifically for victims of trafficking, there are homes and shelters for street children (boys) and a shelter for troubled girls. According to press reports, the shelter for boys, called the “Green House,” is a subsidiary body of the Tehran Municipality’s Social Affairs Department where 4,271 boys were looked after and returned to their families or either assigned to welfare homes. News articles claim the “Reyhaneh House” for girls provides various services and assistance, including shelter, to runaway girls or other girls in need. There are 20 social workers at the shelter that provide counseling and assistance. Press reports say that out of the 450 girls who found shelter at the center, at least 149 girls were treated and returned to their families. It is impossible to determine if all victims are treated this way or if victims are punished.

Areas for Improvement. The Government needs to ensure that those who are being punished for trafficking are not the victims and are sheltered appropriately. More public awareness campaigns and attention need to be focused on the issue of trafficking, especially as it relates to the problem of runaways, as well as the training of police officers in dealing with victims of trafficking. Iran needs to curb corruption among law enforcement officials and judges and better monitor its borders.

MAURITANIA

A relatively closed society, information to gauge the scope and magnitude of trafficking in Mauritania is difficult to obtain and available information is dated, unclear, incomplete, and difficult to corroborate. There are only a few documented cases related to the vestiges of slavery reported by human rights groups and non-governmental organizations over the past several years. The Department will visit Mauritania this coming year to attempt to gain a better understanding of the social complexities surrounding alleged vestiges of slavery and other forms of trafficking.

Scope and Magnitude. The problem in Mauritania deals with reports of internal trafficking in persons, primarily for forced labor. Slavery was prohibited in 1981, but some former slaves reportedly work without remuneration to retain access to the land they traditionally farmed. We have no hard data on the numbers of individuals in forced labor situations. Lack of economic alternatives and deeply embedded psychological and tribal bonds make it difficult for many individuals who had ancestors who were slaves to leave their former masters. Adult females reportedly often find it difficult to leave servitude because former masters may claim to be the father of the children and refuse to allow the children to leave. Trafficking of children occurs for domestic servitude and forced labor. Some children are trafficked to the Middle East as camel jockeys.

Government Efforts. The government's primary mechanism for eradicating the vestiges of slavery and preventing trafficking is enhancing education, literacy, and access to health care. Many national and local government officials, including Ministers, Parliamentarians, and mayors are descendents of former slaves. The government is using debt relief packages to build schools and improve education. It has also hosted nation-wide workshops on the slavery prohibition and its impact on certain individuals. Efforts to eradicate child labor include a law prohibiting children selling goods in the streets of the capital, government-funded public service announcements against the worst forms of child labor, and a training program targeting street children. Trafficking is not prohibited, but the use of fraud or violence to abduct minors is a criminal offense with a 5 to 10 year sentence. Forced and bonded labor is prohibited, but the government's enforcement of this prohibition is weak. Typical judicial cases on slavery issues revolve around child custody and inheritance disputes. In 2002, judges resolved at least three child custody cases in favor of women. In May 2002, the government arrested two traffickers who were recruiting young boys to take to the Middle East as camel jockeys. They were convicted for falsification of documents and corruption of minors. According to human rights organizations, the government does respond to cases involving the vestiges of slavery, but is often slow in reacting. The government trains police and border officials on trafficking and protection of human rights. With NGOs, the government, including judges handling juvenile issues, provides assistance to orphans, unaccompanied or separated minors, and street children until they can be reunited with family members.

Areas for Improvement. The Government should strengthen and vigorously enforce the legal regime prohibiting forced labor, provide adequate protection for workers reporting exploitation and slavery, punish government officials who do not respond effectively to these cases, reward officials for taking positive actions, and broaden education efforts on worker exploitation, rights, and recourse for the public and government officials.

U.S. GOVERNMENT EFFORTS

The U.S. Government condemns trafficking in persons and remains firmly committed to fighting this scourge and protecting victims who fall prey to traffickers. In addition to mandating the annual Trafficking in Persons report, the Trafficking Victims Protection Act established the following mechanisms to facilitate U.S. Government efforts to combat trafficking in persons:

President's Interagency Task Force to Monitor and Combat Trafficking in Persons. President Bush established the President's Interagency Task Force to Monitor and Combat Trafficking in Persons in February 2002. 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 Secretary of Homeland Security, 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. The Task Force and the Senior Operating Group efforts are guided by a National Security Presidential Directive Against Trafficking in Persons, which President Bush signed in December 2002. This Directive instructs federal agencies to strengthen their collective efforts, capabilities, and coordination to support the policy to combat trafficking in persons.

Office to Monitor and Combat Trafficking in Persons, U.S. Department of State. Established 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 anti-trafficking programs, and conducts outreach with non-governmental organizations (NGOs) and international organizations. Pursuant to a 2003 law, the office coordinates agency policies, including grants, concerning international trafficking of persons. 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>.

The efforts of the Trafficking Office are guided by a legislative mandate to combat and eradicate human trafficking; focus worldwide attention on the international slave trade; assist countries with the elimination of trafficking; promote regional and bilateral cooperation for trafficking eradication; support service providers and NGOs in their trafficking prevention and victim protection efforts; coordinate US agency grant policies on trafficking; assist other governments to draft or strengthen anti-trafficking laws as well as provide enforcement training to ensure traffickers are fully investigated and prosecuted to final conviction. The Trafficking Office is structured to accommodate these mandates:

The Trafficking In Persons Report Section. This section of the Trafficking Office is responsible for collecting information and engaging governments throughout the year to assess the progress of governments in combating trafficking. This report, addressing 116 countries that were found to have a significant number of victims of severe forms of trafficking, is the most comprehensive international anti-trafficking review issued by any single government.

International Programs Section. The Trafficking Office program section coordinated U.S. Government anti-trafficking efforts covering over 240 anti-trafficking programs in over 75 countries in fiscal year 2002. 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 safe houses 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 State Department's priority is to help the governments of countries in Tiers 2 and 3 and some less developed countries in Tier 1 that are eligible for assistance and committed to combating trafficking.

Public Diplomacy and Outreach Section. In February 2003, the State Department and the War Against Trafficking Alliance held a successful conference "Pathbreaking Strategies in the Global Fight Against Sex Trafficking" which brought together some 400 activists and government officials from 110 countries around the world to share innovative approaches to preventing trafficking, prosecuting traffickers, and protecting victims. The State Department values partnership with NGOs and has actively sought out their crucial expertise and practical experience to wage an international campaign to combat trafficking. Within this last year, the Trafficking Office has hosted numerous meetings and briefings with NGOs to solicit their expertise and recommendations. The Trafficking Office asked over 200 NGOs to provide information on trafficking practices and programs throughout the world to help prepare this report.

OTHER U.S. AGENCY ACTIVITIES

Department of Justice. The Department of Justice (DOJ) prosecuted 79 traffickers in FY 2001 and 2002, three times as many as the previous two years, opened 127 investigations of trafficking cases, and conducted the largest ever training for federal prosecutors and agents in October 2002. During the first six months of FY 2003, the Department has prosecuted 11 additional traffickers, despite increased strain on law enforcement resources in the wake of the September 11, 2001 attacks. Prosecutors stepped up their international efforts, working to build anti-trafficking capabilities and to share best practices with police and prosecutors in Eastern Europe and Latin America. The Department also held the first DOJ summit on protecting children from prostitution, launched a community response program, and worked with the Department of Health and Human Services to certify hundreds of trafficking victims so that they can receive federal and state benefits and services. The Department funded a number of non-governmental organizations to provide services to victims immediately upon liberation. The Department of Justice will write an assessment of U.S. Government anti-trafficking efforts.

Department of Homeland Security. The Department of Homeland Security's Bureau for Citizen and Immigration Services issues a "T Visa" to enable certain trafficking victims to live and work legally in the United States for three years while their cases are being investigated and prosecuted.

Department of Health and Human Services. The Department of Health and Human Services (HHS) has certified 392 victims of severe forms of trafficking, enabling them to receive a wide range of services to help them recover and gain self-sufficiency. HHS has provided \$8.4 million in grant funding to 37 non-profit organizations that provide community education, outreach, and direct assistance to victims of trafficking. In addition, HHS is undertaking a public awareness campaign to inform victims of trafficking and those who might encounter a victim of trafficking of the programs to assist victims, and will be initiating a hotline for persons seeking information on how victims can obtain support services.

U.S. Agency for International Development. The U.S. Agency for International Development (USAID) has increased its programs for anti-trafficking activities in developing and transitioning countries, spending more than \$10 million in over 30 countries in FY 2002. USAID's anti-trafficking strategy focuses on trafficking prevention, protection of victims, and implementation of anti-trafficking legislation targeted to specific countries and/or regions. These efforts are reinforced by USAID's platform of economic development, good governance, education, health and human rights programs. These programs address issues such as girls' education, reduction of violence against women and promotion of their rights, poverty reduction, administration of justice, and refugee assistance.

Department of Labor. The Department of Labor (DOL) supports programs through the International Organization's International Program on the Elimination of Child Labor as well as through non-governmental and faith-based organizations that address child trafficking in 20 countries around the world, either as the central focus of the project or as a component of a broader project. These projects rescue children from trafficking and exploitative work situations and provide them with rehabilitation services and educational opportunities in addition to undertaking prevention campaigns. Programs funded under DOL's Child Labor Education Initiative promote school attendance and provide educational opportunities for victims of child trafficking and children at risk of being trafficked. In the United States, DOL's Employment and Training Administration also assists victims with job training regardless of immigration status. This training includes job search assistance, career counseling, and occupational skills training.

RELEVANT INTERNATIONAL CONVENTIONS*

Country	Protocol to, Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict	
	Signature	Ratification, Accession(a)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)
Albania	X	X	X				
Angola			X				
Armenia	X						
Austria	X		X	X		X	X
Bahrain			X				
Bangladesh			X	X	X	X	X
Belarus	X		X		X (a)		
Belgium	X		X	X		X	X
Belize			X	X		X	
Benin	X		X	X		X	
Bolivia	X			X			
Bosnia & Herzegovina	X	X	X	X	X	X	
Brazil	X		X	X		X	
Brunei							
Bulgaria	X	X	X	X	X	X	X
Burkina Faso	X	X	X	X		X	
Burma							
Burundi	X		X			X	
Cambodia	X			X	X	X	
Cameroon	X		X	X		X	
Canada	X	X	X	X		X	X
People's Republic of China			X	X	X	X	
Colombia	X			X		X	
Congo, Dem. Rep. Of the			X		X	X	X
Costa Rica	X		X	X	X	X	X
Côte D'Ivoire			X				
Croatia	X	X	X	X	X	X	X
Cuba				X	X	X	
Czech Republic	X		X			X	X
Denmark	X		X	X		X	X
Dominican Republic	X		X			X	
El Salvador	X		X	X		X	X
Equatorial Guinea	X	X	X		X (a)		
Estonia	X		X				
Ethiopia							
Finland	X		X	X		X	X
France	X	X	X	X	X	X	X
Gabon			X	X		X	

Country	Protocol to, Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict	
	Signature	Ratification, Accession(a)		Ratification	Signature	Ratification, Accession (a)	Signature
Gambia, The	X	X	X	X		X	
Georgia	X		X				
Germany	X		X	X		X	
Ghana			X				
Greece	X		X	X		X	
Guatemala			X	X	X	X	X
Haiti	X			X		X	
Honduras			X		X (a)		X (a)
Hungary	X		X	X		X	
India	X						
Indonesia	X		X	X		X	
Israel	X			X		X	
Italy	X		X	X	X	X	X
Jamaica	X			X		X	X
Japan	X		X	X		X	
Kazakhstan			X	X	X	X	X
Kenya			X	X		X	X
Korea, Rep. Of	X		X	X		X	
Kuwait			X				
Kyrgyz Republic	X				X (a)		
Laos							
Latvia	X			X		X	
Lebanon	X		X	X		X	
Liberia							
Lithuania	X					X	X
Macedonia (FYROM)	X		X	X		X	
Malawi			X	X		X	
Malaysia			X				
Mali	X	X	X		X (a)	X	X
Mauritius			X	X		X	
Mexico	X	X	X	X	X	X	X
Moldova, Republic of	X		X	X		X	
Morocco			X	X	X	X	X
Mozambique	X				X (a)		
Nepal			X	X		X	
Netherlands, The	X		X	X		X	
Nicaragua			X				
Niger	X		X	X			

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	Signature	Ratification, Accession(a)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)
Nigeria	X	X	X	X		X	
North Korea							
Norway	X		X	X	X	X	
Pakistan			X	X		X	
Philippines	X	X	X	X		X	
Poland	X		X	X		X	
Portugal	X		X	X	X	X	
Qatar			X		X (a)		X (a)
Romania	X	X	X	X	X	X	X
Russia	X		X			X	
Rwanda	X		X		X (a)		X (a)
Saudi Arabia	X		X				
Senegal	X		X	X		X	
Serbia & Montenegro	X	X		X	X	X	X
Sierra Leone	X			X	X	X	X
Slovak Republic	X		X	X		X	
Slovenia	X		X	X		X	
South Africa	X		X			X	
Spain	X	X	X	X	X	X	X
Sri Lanka	X		X	X		X	X
Sudan			X			X	
Suriname				X		X	
Sweden	X		X	X		X	X
Switzerland	X		X	X		X	X
Tajikistan		X (a)			X (a)		X (a)
Tanzania	X		X		X (a)		
Thailand	X		X				
Togo	X		X	X		X	
Turkey	X	X	X	X	X	X	
Uganda	X		X		X		X (a)
Ukraine	X		X	X		X	
United Arab Emirates			X				
United Kingdom	X		X	X		X	
Uzbekistan	X						
Venezuela	X	X		X	X	X	
Vietnam			X	X	X	X	X
Zambia			X				
Zimbabwe			X				

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

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