



# TRAFFICKING IN PERSONS REPORT

JUNE 2013







Dear Reader:

Throughout my career—as a prosecutor, a United States Senator, and now as Secretary of State—I have dedicated myself to ensuring victims of exploitation and abuse are treated with dignity and respect before the law, so that they may see their abusers brought to justice and begin the process of healing. Last year, I chaired the first-ever hearing on human trafficking in the Senate Committee on Foreign Relations, where we heard about the challenges trafficking victims face in getting out of harm’s way and getting their lives back on track. As Secretary of State, I am committed to making sure that survivors’ voices continue to be heard, because their experiences and knowledge help shape our laws and policies as well as the way we implement them.

Ending modern slavery must remain a foreign policy priority. Fighting this crime wherever it exists is in our national interest. Human trafficking undermines the rule of law and creates instability. It tears apart families and communities. It damages the environment and corrupts the global supply chains and labor markets that keep the world’s economies thriving.

We also have a moral obligation to meet this challenge head-on. Human trafficking is an assault on our most dearly held values of freedom and basic human dignity. American leadership means protecting those values at home and working to advance them around the world.

We will continue to do so through our diplomacy and development efforts. We will continue to do so by supporting those who are working to prevent trafficking, who come to the aid of victims, and who work to bring traffickers to justice. We will continue to do so by bringing together an array of stakeholders—from civil society and the faith community to the private sector and government leaders—to forge partnerships aimed at spurring innovation and improving collaboration.

And we will continue to do so through our *Trafficking in Persons Report*. Governments bear primary responsibility for responding to this crime, and this annual *Report* is the gold standard in assessing how well governments—including our own—are meeting that responsibility. This year, 188 countries and territories are included, and we have taken a hard look at one of the biggest problems we face in combating modern slavery: the challenge of accurate, effective victim identification. Only through vigorous victim identification can we ensure that trafficking survivors get the services they need, can participate in legal proceedings, and can have their voices heard.

This *Report* is not about pointing fingers. Rather, it provides a thorough account of a problem that affects all countries. It also lays out ways that every government can do better. In the year ahead, we will use this *Report* to help guide our engagement on this issue. We hope it will be a resource for anyone who shares the vision of a world free from slavery.

Sincerely,

A handwritten signature in black ink that reads "John F. Kerry".

John F. Kerry  
Secretary of State



Dear Reader:

Sometimes it makes sense to look at an issue by the numbers. In the last year of the global fight against modern slavery, hundreds of new partners—from law firms and local governments to foundations and tech companies—have enlisted in the effort. Dozens of modern anti-trafficking laws have been passed, within the United States and around the world. And millions of dollars have been pledged to this worthy cause.

Impressive figures, but the number that best characterizes the progress of the anti-trafficking movement is sadly still very small. Because reporting is uneven, we can't say for certain how many victims of trafficking are identified each year. This *Report* estimates that, based on the information governments have provided, only around 40,000 victims have been identified in the last year. In contrast, social scientists estimate that as many as 27 million men, women, and children are trafficking victims at any given time. That means we're bringing to light only a mere fraction of those who are exploited in modern slavery. That number, and the millions who remain unidentified, are the numbers that deserve our focus.

So as this movement grows and gains momentum, the reality is that most of this crime still occurs in the shadows, unseen and beyond the reach of law; that millions of victims aren't getting the support and services they need; that too few traffickers are being put out of business and behind bars; and that their victims are not moving on with the lives they choose for themselves as empowered survivors.

While the anti-trafficking movement races forward with new innovations and partnerships, new buzzwords and standards, we mustn't lose sight of the basic idea that underpins this struggle: human trafficking is a crime, and governments are responsible for fighting it in a way that restores victims and deters those who would steal another's freedom. Those are the underpinnings of the Trafficking Victim Protection Act's minimum standards and the U.N. Protocol's "3P" approach. Successful victim identification is the starting point to stopping this crime, and for meeting those international standards.

That's why the 2013 *Report* focuses on the importance of effective victim identification, and on those approaches and policies that have succeeded in bringing victims out of the darkness of exploitation. The *Report* outlines specific steps officials should take—from legislators and judges to police officers and border guards—to make sure the victims of this crime don't go unrecognized. And it illustrates why identifying victims by itself is not enough—they need to be given a true voice in the process.

As this *Report* shows, no government has perfected victim identification. As we work to improve our own response to this crime, the United States will continue to partner with any government working to address this challenge. Because when we do look at this issue by the numbers, our successes must be measured by the number of lives restored—the number of men, women, and children who can live without the fear of exploitation and with the freedom to choose their own futures.

Sincerely,

A handwritten signature in blue ink that reads "Luis CdeBaca".

Luis CdeBaca

Ambassador-at-Large to Monitor and  
Combat Trafficking in Persons





The hands of an Indian bonded child laborer rescued during a raid by members from Bachpan Bachao Andolan, or Save the Childhood Movement, at a garment factory in New Delhi, India, June 2012.

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This Report and subsequent updates are available at [www.state.gov/j/tip](http://www.state.gov/j/tip)

## VICTIMS' STORIES

The victims' testimonies included in this *Report* are meant to be illustrative only and do not reflect all forms of trafficking that occur. These stories could take place anywhere in the world. They illustrate the many forms of trafficking and the wide variety of places in which they occur. Many of the victims' names have been changed in this *Report*. Most uncaptioned photographs are not images of confirmed trafficking victims. Still, they illustrate the myriad forms of exploitation that comprise trafficking and the variety of situations in which trafficking victims are found.





# THE 2013 TRAFFICKING IN PERSONS (TIP) REPORT

*“It ought to concern every person, because it’s a debasement of our common humanity. It ought to concern every community, because it tears at the social fabric. It ought to concern every business, because it distorts markets. It ought to concern every nation, because it endangers public health and fuels violence and organized crime. I’m talking about the injustice, the outrage, of human trafficking, which must be called by its true name – modern slavery.”*

President Barack Obama  
September 25, 2012

## VICTIM IDENTIFICATION: THE FIRST STEP IN STOPPING MODERN SLAVERY

In September 2012, President Barack Obama delivered a speech reaffirming the commitment of the United States to fight modern slavery, known also as trafficking in persons. The President instructed the U.S. government to step up its efforts—to develop new innovations and use effective tools, including this annual *Trafficking in Persons Report*, to confront this crime wherever it exists.

Around the world, governments are demonstrating their own commitment. In the year 2000, the United Nations adopted the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol). The Palermo Protocol, anchored in core principles of the protection of freedom rather than in the regulation of the movement of people, defined the crime for the first time in a treaty and established the “three P paradigm” of Prevention, Protection, and Prosecution to guide government action in combating trafficking in persons. Since then, more than 150 countries have become parties to the protocol, and more than 140 have criminalized sex and labor trafficking.

Yet as President Obama pointed out, the work to eradicate modern slavery remains an uphill struggle. This *Report* estimates that, based on the information governments have provided, only around 40,000

victims have been identified in the last year. In contrast, social scientists estimate that as many as 27 million men, women, and children are trafficking victims at any given time. This shows that a mere fraction of the more than 26 million men, women, and children who are estimated to suffer in modern slavery have been recognized by governments as such and are eligible to receive the protection and support they are owed.



Presidents Clinton and Obama with survivors Ima Matul and Sheila White at the Clinton Global Initiative, September 2012.

The lack of support and protection that results from inadequate victim identification tells only part of the story. Another consequence of the limited

## HUMAN TRAFFICKING DEFINED

The TVPA defines “severe forms 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.

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



Hoping to escape their impoverished circumstances and provide for their families, Central Asian migrants flock to Russia for jobs in construction, manufacturing, and agriculture. Human Rights Watch reported generally harsh labor conditions and indicators of forced labor, such as long working hours, crowded living quarters, allegations of withholding travel documents, and non-payment of wages.

number of victims identified is that the traffickers who enslave and exploit millions are operating with impunity, beyond the reach of the law. It means that modern anti-trafficking laws and structures go unused, existing as theoretical instruments of justice. It also stymies research and data collection critical to understanding trafficking’s root causes. Weak victim identification efforts also undercut the Palermo Protocol and hinder the victim-centered 3P approach that has become the international standard. In the past generation, the closely related fight against domestic violence and sexual assault has proven that meaningful participation of survivors in anti-trafficking efforts—whether during an investigation or prosecution or in the broader policy realm—not only gives them a long-denied voice but also makes justice systems more effective. The tools that have worked in that context—victim/witness coordinators, dedicated prosecution units, and cross-cutting trainings—can and will work in the fight against modern slavery, but only if victims are identified.

This *Trafficking in Persons Report* focuses on victim identification as a top priority in the global movement to combat trafficking in persons. It details training and techniques that make identification efforts successful, as well as the pitfalls of inadequate identification. It also highlights new innovations and partnerships within and beyond government that will enhance identification efforts. If successfully implemented, these innovations will enable more effective delivery of services to survivors and an accumulation and analysis of data to improve the overall response to trafficking.

### RISK FACTORS FOR VICTIMIZATION AND CHALLENGES OF IDENTIFICATION

As the movement to combat modern slavery has evolved, so too has the understanding of what constitutes a trafficking victim. In the first few years after the Palermo Protocol was adopted, nearly all of the trafficking cases prosecuted by governments were sex trafficking cases; identified victims were nearly all women and girls. Though today’s estimates suggest that the majority of trafficking victims are indeed women and girls, it is now clear that trafficking victims are subjected to both sex and labor trafficking, and a significant percentage of trafficking victims are men and boys.

Despite a growing body of knowledge about victims and their needs, finding them remains a tremendous challenge. Part of this difficulty stems from the very nature of the crime. Traffickers constantly adapt their tactics to evade detection and operate in zones of impunity. They prey on excluded populations—many trafficking victims come from backgrounds that make them reluctant to seek help from authorities or are otherwise particularly vulnerable—marginalized

ethnic minorities, undocumented immigrants, the indigenous, the poor, persons with disabilities—whose experiences often make them reluctant to seek help from authorities. Awareness materials dated as far back as the 1890s reveal that promises of greater opportunity, a better life, or a loving and supportive relationship have long lured victims into exploitation. As technology and globalization make the world more interconnected, traffickers' ability to recruit and exploit their victims has also intensified. Victims of forced labor have been found in nearly every job setting or industry imaginable, including private homes, factories, restaurants, elder care and medical facilities, hotels, housekeeping, child-rearing, agriculture, construction and landscaping, food processing, meat-packing, and cleaning services. Domestic work settings continue to have little or no government oversight or regulation in most countries. And though by definition human trafficking does not require the crossing of borders, migrant workers—including many women who seek new opportunities—remain especially at risk. Even though some challenges to victim identification can be attributed to the nature of the crime, its perpetrators, or its victims, governments have a responsibility to identify victims of this crime. In every region, governments that a decade ago insisted there was no trafficking in their jurisdiction are now aggressively identifying and assisting victims and convicting traffickers. These governments are adopting modern anti-trafficking structures and sustaining the political will to vigorously apply them.

### WHAT VICTIM IDENTIFICATION MEANS: ANOTHER ASPECT OF GOVERNMENT RESPONSIBILITY

Being identified as a victim of human trafficking means more than simply being named as the complainant in a prosecution. When adequate anti-trafficking laws are enforced, identification of a person as a victim must begin with a process that respects their rights, provides them protection, and enables them to access services to recover from the trauma inflicted by traffickers. However, when authorities misclassify or fail to identify victims the victims lose access to justice. Even worse, when authorities misidentify trafficking victims as illegal migrants or criminals deserving punishment, those victims can be unfairly subjected to additional harm, trauma, and even punishment such as arrest, detention, deportation, or prosecution. These failures occur too often, and when they do, they reinforce what traffickers around the world commonly threaten their victims: law enforcement will incarcerate or deport victims if they seek help.



Traffickers prey on victims' hopes for a better life, a technique that was understood even a century ago in texts such as Ernest Bell's 1910 book, *FIGHTING THE TRAFFIC OF YOUNG GIRLS*.

This backward outcome is why victim identification and care in policies must be borne out in practice. If a government commits to a modern comprehensive anti-trafficking law or an international standard for victim care, the government must guarantee victims their rights and protection. Passing laws is only a first step for governments that take victim identification seriously. The success of victim identification will often depend on who that trafficking victim first encounters—whether a police officer, immigration agent, or labor inspector.

## UNITED STATES

Mauri was only 16 years old when she was prostituted on the streets of Honolulu, Hawaii. For her, there was no escape; her pimp threatened to kill her family if she did not go out on the street night after night to make him money. If Mauri tried to use some of the money to buy food, she was severely beaten. Mauri finally escaped when she was picked up by law enforcement. She is now in a rehabilitation program and has reunited with her parents, but her road to recovery has been long and difficult. She suffers from terrible flashbacks and severe depression, and has even attempted suicide. Mauri says she was lucky to get out alive: "The longer you stay the less hope you have."

Unfortunately, this *Report* is replete with examples of how government officials unevenly apply anti-trafficking laws. Additionally, it highlights how few relevant government officials have the training they need to proactively identify victims, and as a result, wait in vain for victims to self-identify. To make matters worse, even when trafficking victims are able to escape and seek help, some governments punish victims or condition care on the high burdens of proof that should apply to defendants rather than victims. Case after case has emerged in which government officials come in contact with a trafficking victim and fail to recognize the characteristics of the crime. Officials often fail to recognize male victims of forced labor, even when they describe the severe exploitation they endured, because the officials assume that trafficking only happens to women. Labor inspectors or immigration officers sometimes are confronted with indicators of human trafficking but fail to recognize the indicators as such or don't see trafficking as falling under their authority. Maritime officials focus on whether the condition of a fishing vessel and its equipment complies with environmental or safety regulations and miss the gross abuses inflicted on the crew. Vice squads and judges may see people in commercial sex as irredeemable and fail to look beneath the surface or acknowledge their suffering.

To prevent such lapses, government efforts to identify victims must go well beyond laws guaranteeing certain mechanisms, rights, or status. Governments need to seek to implement proactive systematic identification strategies designed to fit the wide range of settings and circumstances in which victims have been or might be found.

Formal anti-trafficking training is essential to ensure that law enforcement, prosecutors, the judiciary, first responders, and other government officials have a common understanding of the elements of trafficking crimes, the evidence necessary for a conviction, and factors for special consideration such as trauma and dependency. Protocols and training curricula should align with this shared understanding. Training efforts should be based on policies and procedures that provide trainees with clear guidance for action: what to do when encountering an individual who may be the victim of human trafficking or a situation characterized by indicators of trafficking.

Also essential is collaboration among agencies with overlapping areas of responsibility and with social services agencies, non-governmental organizations (NGOs), and international organizations (IOs) that provide assistance to victims. Sound policies on victim identification must include planning for access to comprehensive services.

## EL SALVADOR – MEXICO

Liliana was unemployed and unable to find a job in El Salvador when she decided to leave El Salvador in search of work. A family friend promised to take Liliana to the United States, but instead took her to Mexico. When Liliana discovered that she had been tricked, she ran away and ended up in an area where other migrants like herself waited to go back to El Salvador. One day a group of men invited her and the others to join their organization, the Zetas, a notorious drug cartel. They said they would give her work and feed her. When she joined them, she was forced into prostitution, tricked for the second time. Liliana was drugged the first day and woke up with a “Z” tattoo, branded for life. She was forced to ingest drugs and was never allowed to travel unaccompanied. After three months, her aunt in El Salvador paid for her freedom and she was freed. With Liliana’s help, her traffickers were brought to court but were acquitted. Liliana will not testify again.

### Law Enforcement: On the Front Lines of Victim Identification

Human trafficking is first and foremost a crime, so it is appropriate that law enforcement agencies lead most trafficking interventions. Victim identification efforts are enhanced through the support of high-ranking officers, protocols, and targeted training. Law enforcement officers are also better able to identify victims when they adopt proactive methods to detect and investigate trafficking. Given the complexity of trafficking cases, specialized anti-trafficking units have proven effective because they allow investigators to receive and apply in-depth training, and to learn from experience with multiple cases. These specialized units are most effective when they have broad authority to investigate trafficking cases. For example, trafficking units located within vice units are limited to or focused primarily on, vice crimes and, while they may be able to identify sex trafficking cases, are unlikely to find cases of forced labor.

While specialized units are important, anti-trafficking responsibilities cannot be limited to a single unit’s jurisdiction alone. Human trafficking victims and offenders are more likely to come in contact with local, non-specialized officers, so it is important for such front line officers and their supervisors to be able to recognize trafficking crimes and understand the basics of responding. Continuous targeted training on the characteristics of a crime improves police officers’ ability to recognize and report the crime; conversely inadequate training cripples law enforcement efforts and timely and accurate victim identification.

## WHO CAN IDENTIFY TRAFFICKING VICTIMS?

For reasons discussed throughout the *Report*, it is important for a variety of government officials, private sector professionals, community workers, and others who may encounter trafficking victims to be trained, legally empowered, and given incentives to identify victims. Individuals who may be particularly well placed to identify trafficking victims include:

**Government officials who inspect** or have access to establishments where trafficking may occur are uniquely positioned to identify trafficking victims: labor inspectors, port inspectors, factory inspectors, food industry inspectors, consular officers, agricultural inspectors, housing inspectors, tax authorities, and postal workers.

**Private sector employees** who may encounter trafficking victims in the places in which they work—employees of hotels, restaurants, bars, beauty parlors, and grocery stores.

**Law enforcement officers** who are on the front lines of crime and are often those who have primary contact with trafficking victims—all police (sometimes trafficking victims are identified through investigations of non-trafficking crimes), immigration officers, and border guards.

**Health care professionals** who often encounter trafficking victims—emergency room personnel, health clinics, doctors, nurses, dentists, OB/GYNs, and practitioners at family planning clinics and HIV/AIDS clinics.

**Transportation professionals** who often encounter trafficking victims either being transported or otherwise exploited—truck, taxi, and bus drivers; train attendants; flight attendants; and employees at truck and rest stops.

**Education officials** who are uniquely positioned to identify children who are being exploited—principals, guidance counselors, teachers, and school nurses.

Trafficking victims may seek assistance from institutions for related matters. Those well positioned to identify human trafficking victims can include religious leaders; officials in organizations that work with immigrants, children, the homeless, refugees, and other vulnerable populations; social workers; and employees and volunteers in shelters for victims of domestic violence or sexual assault, runaway youth, or the homeless. ♦

In October of 2012, the Coalition of Immokalee Workers signed a Fair Food Agreement with Chipotle Mexican Grill, ensuring that the fast food chain would participate in the Fair Food Program by paying a penny-per-pound premium to increase workers' wages, and only buying from growers who enforce a new human rights-based code of conduct for farmworkers.



*“I ask my brothers and sisters in faith and all men and women of good will for a decisive choice to combat trafficking in persons, which includes ‘slave labor’.”*

-His Holiness Pope Francis (2013)

Training is an ongoing challenge for law enforcement agencies because of changes in personnel due to rotations, promotions, and turnover. To overcome these challenges some governments have institutionalized anti-trafficking training and offered it on an ongoing basis, with different levels of training depending on the role and level of experience of the specific group of trainees. Considering the complexity of this issue, effective anti-trafficking training includes case problem-solving, hands-on experience, and opportunities for expert consultation on casework. Measuring the effectiveness and impact of training by gathering metrics about cases investigated and prosecuted by those attending the training has also proven essential to assessing whether modifications to training curriculum are needed. Another good practice is evaluating training based on whether it produces

results and is accompanied by an expectation on the part of commanders that enforcement activities should reflect the practices and knowledge conveyed in such training.

### **Collaboration Across Government: A Cross-cutting Approach**

Agencies other than law enforcement also play an important role in identifying human trafficking. Officials working on immigration, labor, social welfare, health, education, maritime, and other issues may come into contact with victims in the course of their work, but might not recognize them as trafficking victims because of inadequate victim identification procedures. Each relevant agency should therefore assess its mission to see where victims might be encountered, and adopt appropriate protocols and procedures designed to deal with such a situation. While trafficking can occur in any number of areas, screening protocols generally are designed, at a minimum, to address populations especially vulnerable to trafficking, such as irregular migrants, asylum seekers, and deportees; along with areas in which traffickers have long operated, including manufacturing, agriculture and fishing, as well as the commercial sex trade. Approaches to victim identification by government agencies are more effective when backed by strong

Women from Colombia are subjected to sex trafficking within Colombia, Asia, the Caribbean, Latin America, and Western Europe. Victims suffer psychological and physical abuse—some at the hands of organized crime and gangs who use threats and debt bondage to force their victims into prostitution.



political will and when they do not overlook less frequently identified populations such as male victims, forced labor victims, and victims of internal trafficking.

Systematic screening and information sessions in countries of origin and screening upon arrival in destination countries, return, or both can help identify migrant victims of trafficking. A robust example of proactive systematic screening in Taiwan, where screening is done at airports, encourages workers to complete an online survey to identify potential labor trafficking, labor abuse, or withheld wages. Additionally, assistance is offered when potential victims are identified through the survey. Foreign workers are also screened at detention centers for indicators of trafficking. If individuals are identified as potential trafficking victims, they are offered services in a shelter and a day-long reflection period to decide whether they want to come forward as a trafficking victim. If they do self-identify and are confirmed by Taiwan authorities as trafficking victims, they remain at the shelter and receive comprehensive services, including help obtaining employment outside of the shelter and long-term immigration status. This combination of screening, follow-up, and victim care that allows work and freedom of movement is a best practice worthy of adoption in other jurisdictions.

While labor inspectors are responsible for enforcement of labor laws, which may include detection of labor abuses, such responsibility often does not extend to criminal offenses such as human trafficking. Most labor inspectors are often authorized to issue only civil or administrative penalties such as fines, and most labor inspectors do not have authority to arrest suspects. But, among government officials, labor inspectors often have the greatest access to worksites where trafficking occurs. Inspections that mainly focus on wage issues and living conditions can make it seem that a garment factory is free of forced labor, but if the inspectors do not confront large debts, fraud, or passport confiscation, the larger issues go unaddressed and the abusive employer simply shrugs off any fine as the cost of doing business. When advance notice of inspections, whether done by governments or social auditing companies, is provided to employers, they are able to hide trafficking by keeping children at home, returning passports, and coaching workers on what to say about their working conditions.

Identification and investigation of human trafficking in regulated places of work requires coordination between labor inspectors, law enforcement, and NGOs that provide victim assistance services. If labor inspectors have adequate government support, are trained to recognize signs of modern slavery, and have protocols to follow when human trafficking violations are recognized, the inspectors can play

a critical role in identifying victims of forced labor. While carrying out their mandates related to occupational safety and health, wage and work hours, and illegal employment, labor inspectors have an opportunity to review documentation of pay and hours, speak to workers, and observe the conditions in which they work and live. This information may reveal problems that governments should investigate further, and labor inspectors must be trained to recognize the characteristics of forced labor.

## BURMA – THAILAND

Kyi and Mya, both 16 years old, were promised work as domestic helpers in Thailand. With the help of five different local brokers, they traveled from Burma walking all day and night through a forest, crossing a river in a small boat, and spending a few nights in various homes along the way. Once they arrived, they were placed in a meat-processing factory and forced to work from 4 a.m. to 11 p.m. Kyi and Mya complained to the factory manager of the hard work and long working hours, and told him this was not what they were told they would be doing in Thailand. The factory manager told the girls they owed him for their “traveling expenses” from Burma to Thailand and could not leave until it was paid off. He continued to subtract their “debt” from what little income they received. Eventually the girls were able to contact one of their relatives in Burma who then contacted an NGO; the organization arranged their safe removal from the factory. They are now in a Thai government shelter in Bangkok, receiving counseling while waiting for repatriation.

Adequate training is critical in other fields too. Because children and adolescents who are enrolled in school may be victims of sex trafficking or forced labor, teachers, school counselors, and administrators also need anti-trafficking training. Social workers and counselors also need to be informed, because children who have been abused at home, have run away, are alcohol- or drug-dependent, or are in the care of child-welfare agencies are at high risk for human trafficking. Traffickers will bring their victims to health-care facilities for a variety of problems, including sexually transmitted diseases, injuries, respiratory, or other systemic illnesses. In these cases, traffickers often exert control over the victim and the situation by speaking directly to the health-care provider, completing the paperwork, and hovering close to the victim during treatment. Doctors, nurses, and technicians need training and protocols to recognize and act in the best interest of the victim.

## HUMAN TRAFFICKING AND TECHNOLOGY

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*“We’re going to harness technology to stop them ... [by] encouraging tech companies and advocates and law enforcement ... to develop tools that our young people can use to stay safe online and on their smart phones.”*

– President Barack Obama, September 25, 2012

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In the fight against modern slavery, technology can be a double-edged sword. Traffickers use technology to advertise their services widely and develop new methods to recruit, manipulate, and lure potential victims. Meanwhile, governments, anti-trafficking advocates, and technology companies are collaborating to leverage technological tools to turn the tables on the traffickers.

- ❖ Innovations in prevention include mobile and SMS technologies that allow users to send alerts about human trafficking or allow payments to workers to be traced so that they are less vulnerable to the threat of bonded labor. Social media platforms can be used to engage the public at large and raise awareness of this crime worldwide.
- ❖ Technology can also help protect victims. Mobile devices and SMS technologies may also enable survivors of human trafficking to more readily reach out to service providers and seek help. Victim identification by law enforcement is made easier through facial-recognition software that is able to locate the images of minors who are being exploited online—even when copies of the image have been digitally altered.
- ❖ Prosecuting human traffickers requires evidence; technology makes the crime more traceable. The cell phones and computers of traffickers and victims alike contain archives of text messages, voicemails, geo-tagged data, and web browsing history, all of which can be “evidentiary gold mines” for law enforcement. Pattern recognition and data analysis used to detect money laundering can also help expose human trafficking schemes.

Some technology giants have joined the fight against human trafficking. These are but a few examples of how corporations have leveraged their own resources and technology to help eliminate modern slavery:

- ❖ Google funded a new global data sharing collaboration by granting \$3 million to anti-trafficking organizations Polaris Project, Liberty Asia, and La Strada International to connect anti-trafficking helplines to help identify illicit patterns and provide victims more effective support.
- ❖ Palantir Technologies, a major software company, initiated a partnership in 2012 to provide the analytical platform and engineering, training, and support resources to the National Human Trafficking Resource Center to enable the study and application of data derived from its call records.
- ❖ Microsoft Digital Crimes Unit and Microsoft Research collaborated to support researchers in 2012 to highlight the harmful role that technology plays in the commercial sexual exploitation of children.
- ❖ LexisNexis established the Human Trafficking Awareness Index, a tool that tracks and analyzes the volume of published news articles related to human trafficking produced by 6,000 of the most influential news sources from more than 120 countries.
- ❖ The NGO Thorn convinced tech companies to better identify and share evidence of child exploitation and to reduce demand by micro-targeting internet users who may visit suspect sites. ♦



However, owing to different bureaucratic cultures, many officials have little experience working collaboratively with law enforcement to confront modern slavery. Interagency task forces are one possible solution to this challenge. If well-structured, such task forces can combine the resources of relevant agencies to help ensure that enforcement efforts are collaborative and comprehensive, accounting for a wide range of factors, whether planning for the conduct of a raid, screening of possible victims, or developing provisions to protect survivors after they have been taken out of harm's way.

Anti-trafficking training for government officials and targeted professionals should go beyond awareness raising. Clear guidelines on how to proceed when someone suspects a case of trafficking, including whether and how to approach a possible victim, and what to expect if a case goes forward, greatly improve the effectiveness of victim identification efforts. While holding regular interministerial meetings are an important step, governments must also achieve measurable results, including in numbers of victims helped and traffickers brought to justice. That means not only developing anti-trafficking mechanism, but also meeting expectations and producing positive outcomes. Both a whole-of-government approach, and whole-of-government commitment are essential.

### Enhancing Government Efforts Through Partnerships

While governments are ultimately responsible for identifying victims, protecting their rights, and providing support and services to survivors, NGOs and IOs are experts in victim protection and provide comprehensive trafficking victim assistance services. That's why partnerships between government entities involved in victim identification, especially law enforcement and immigration agencies, and IOs, NGOs, and civil society groups are so important.

Many groups outside government have developed and implemented training that is essential for effective government action. Others operate national hotlines, usually in partnership with government agencies, to receive information about possible cases of human trafficking and relay that information to law enforcement. Additionally, governments often partner with NGOs that offer a safe place for victims to begin recovery, provide critical services, and help victims understand their rights and available options. This type of support is essential for victim recovery and also aids efforts to investigate and prosecute trafficking cases: when victims feel that their needs and concerns are addressed, they are more likely to cooperate with police and prosecutors.

Cyrus Cooper, a teacher from a NGO in Liberia, explains to a class of trafficking survivors how to use a computer during their after school computer lab. The school has no electricity, so Cyrus carries a small generator on a motorcycle to the school during computer lab days to power the computers.





Governments can enhance their efforts by ensuring such partnerships exist at all stages of victim protection.

Partnerships, however, need not be limited to civil society groups. Indeed, partnerships with survivors themselves can prove invaluable in designing, implementing, and assessing responses to human trafficking. Though survivors should not be required to do so, they can provide much-needed information about their experiences and input about the ideal interactions between government agencies and NGO service providers. Such input from survivors has led to a broader understanding of many of the crime's complexities; from the way male victims are often overlooked by authorities, to how traumatizing a law enforcement raid can be for a victim of sex trafficking, to why some victims decline assistance. These details underscore the importance of tailoring the response to human trafficking violations to each specific victim of trafficking, beginning at identification and following through to the steps to offer protection and assistance.

***“As foreigners we know nothing about [the United States]. We don’t even know [about the emergency number] 911. . . . We need [a] lot of services and education to prepare ourselves to [live] independently, [without] always asking for help. . . . I am looking forward to connecting with more survivors and to help[ing] them realize that they deserve more.”***

– Ima Matul, Human Trafficking Survivor, CAST Survivor Organizer, 2012-2013

Several anti-trafficking NGOs have adopted mechanisms to ensure that survivors have regular opportunities to provide input into the organization's operation and oversight. Many female survivors of human trafficking have become activists and advocates and are recognized as leaders in the worldwide abolitionist movement. Trafficking survivors often attract significant media attention and help the public understand how people are victimized, how victims can obtain help, and what individuals and communities can do to combat this crime. In many countries, survivors have become

## UGANDA – KENYA

Latulo was desperate to find a job to pay for his university school tuition. While in town one day, Latulo met a man who said he needed people to work for him at a factory in Kenya. Hoping this job would help pay for his tuition, Latulo agreed to accompany the man to Kenya and met with him the very next day to travel. Other men and women also met them to travel to Kenya. Eventually they arrived at their final destination in Kenya at a huge house. The man, who had earlier been kind to them all, suddenly became rude and ordered them to give him their identification and phones. They were shown a video of a man who had been suffocated with a bag because he attempted to escape. They were all told that they would not be working at a factory, but rather would be working as sex slaves. Every room had a camera and they were recorded while they were forced to have sex with strangers. After a month and half of captivity, Latulo was allowed to accompany his captors into town. When they stopped to have lunch, he ran away. Law enforcement officials in Kenya opened an investigation and Latulo was able to return to Uganda and received medical attention.

articulate spokespersons at public hearings where governments consider their response to trafficking. More recently, male survivors of forced labor have also been recognized for their contribution to bringing attention to this crime. Many have dedicated themselves to helping other migrant laborers to know and understand their rights and to know where to turn if they experience exploitation.

Survivor advocacy highlights another key partner in this struggle: the public. Today, an Internet search for the term “human trafficking” yields more than 47 million references, including one of the most far-reaching public awareness campaigns, *SlaveryFootprint.org*. SlaveryFootprint, now expanded to include its companion NGO, *MadeInAFreeWorld.org*, has educated millions of people around the world about modern forms of slavery and how an individual's lifestyle and consumer choices contribute to maintaining modern slavery. Such efforts are essential to increasing the public's knowledge and understanding of how to recognize human trafficking as well as what to do if they see the “red flags” that may indicate a trafficking situation.

While public awareness campaigns alone are not a comprehensive anti-trafficking strategy, governments have an interest in raising awareness of this crime. Increased awareness can prevent some people from becoming victims and build community support for government action to address it. Effective public awareness activities are targeted: they deliver a message designed for a

specific audience, using the medium that will reach that audience, and convey a call to action—helping the public to know what to do.

Raising public awareness about human trafficking also helps enhance victim identification. Traffickers maintain control over victims through violence and coercion, threats of harm to them or their families, false promises of future pay for work already done, threats of arrest or deportation with no pay and crippling debt, and manipulation of an individual's disability or alcohol or drug dependency. Victims are often kept hidden away behind locked doors or chained fences, but they also sometimes come into contact with the public when they are exploited in less confined settings, such as begging on the street or laboring in fields, restaurants, hotels, or construction sites. When the public is aware of the indicators of human trafficking and whom to contact if they see such indicators, victims can more readily be identified and helped. Countless survivors in many countries have been discovered because an interested person recognized their circumstances and contacted authorities. This person can be a neighbor, a school official, or a store owner. And as unsettling as it may be, sex trafficking victims have been helped to leave brothels and strip clubs because a client saw an anti-trafficking message and decided to do the right thing. Public awareness can help break the information monopoly that helps traffickers keep their victims isolated and enslaved.

## THAILAND

Tola was seven years old when she was lured away from her parents by a couple who owned the field her family worked. While enslaved, she was forced to take care of cats and dogs for the couple's pet grooming shop. For five years, Tola's parents hoped to see her again, never knowing how she disappeared or where she might be. They never imagined that Tola was close, enduring torture and abuse. If Tola did not do her job properly, she was kicked, slapped, and beaten with a broom. Sometimes the couple locked her in a cage and poured boiling hot water over her. On one occasion, the traffickers cut off her ear lobe with a pair of scissors. One day, she climbed a concrete fence of the house while chasing a cat and realized she was free. A neighbor called the police and she was taken to a nearby shelter where her mother identified her. The couple was arrested and charged with various charges, including torture, detaining a person against their will, enslavement, and kidnapping. The couple posted bail and escaped. As for Tola, injuries on her arms affected her muscles; she can no longer move her left arm. For now, she is safe with her family and is beginning her mental, emotional, and physical journey to recovery.



After being enslaved as a domestic servant from the age of seven and horribly abused for five years, this young survivor was displayed to the news media by the police. Released on bail, her traffickers have absconded and are currently fugitives from justice.



Many of Haiti's trafficking cases are the estimated 150,000 – 500,000 children in forced domestic service. Through the Restavek Freedom Foundation, trafficking survivor Magdala has found refuge in the organization's transitional home where she is learning life skills and getting an education. She is rebuilding her life and maintaining an income by making and selling jewelry.

statutes and, in those that do not, victims can still be assisted. Rather than leading to fraudulent claims, a robust system of victim protection and immigration benefits appears to bring trafficking victims out of the shadows, and improve law enforcement outcomes.

### **EFFECTIVE VICTIM IDENTIFICATION IN PRACTICE: THE VICTIM-CENTERED APPROACH**

Even after governments have enacted anti-trafficking laws; established protocols, structures, and institutions to implement these laws; and built partnerships to identify victims, they face the challenge of making victim identification successful in practice. That success requires incorporating victim identification into an anti-trafficking strategy in which the plight of victims is recognized, patterns and tactics of traffickers are understood, and victims are offered and ensured protection and assistance. This can only be accomplished if police, labor inspectors, immigration personnel, and others who may come into contact with victims of trafficking are well trained on the characteristics of the crime, its impact on victims, and victim-centered responses. They need to know precisely what steps to take when they recognize modern slavery, and those specific methods and procedures should follow the victim-centered approach that guides all effective anti-trafficking efforts in accordance with the 3P paradigm.

Placing the victim at the center of the prosecution means considering the rights, needs, and requests of the person who has been trafficked before, during, and after an investigation and prosecution. In practice, this approach gains the trust and cooperation of the victim. It begins when a victim is identified and continues through initial steps to establish physical safety and meet the victim's immediate needs. The victim-centered approach helps prevent secondary victimization that can occur when individuals or agencies do not treat the victim with appropriate sensitivity or, even worse, behave in a heavy-handed manner that resembles the coercive methods of traffickers, risking re-traumatization.

### **Myths About Victim Identification**

In recent years, some government officials have voiced concern that stepped-up efforts to identify victims of trafficking will have negative consequences. For example, if more victims are identified, it will be interpreted as an upswing in the amount of trafficking in the country or a sign that the government is not doing enough to address it. An increase in the number of victims identified, however, is often considered a measure of progress in efforts to identify trafficking victims, rather than a measure of an increase in trafficking. Efforts to enforce trafficking laws in many countries are quite new and, with training and experience, responsible agencies will identify more cases and successfully investigate and prosecute traffickers and assist victims.

Another concern is that offering a package of protection and assistance to victims of trafficking will promote fraudulent claims that will overwhelm government resources. Countries such as the United States, Belgium, and Italy, which offer comprehensive victim support packages including a reflection period, temporary residence, or even long-term permanent status, have not found false claims to be a problem. Rather, these countries have found that investigations prompted by identification of victims typically result in charges under trafficking

## COMMON DREAMS LEAD TO COMMON ABUSES

Around the world, domestic work provides jobs to millions of people—mostly women and girls, and mostly in private homes. The promise of steady employment and good pay as a domestic worker often draws people away from communities and conditions where opportunities are scarce.

Yet even with so many people pursuing better lives in this industry, domestic work remains largely unregulated and beyond the reach of law. Rather than workers in a recognized service sector, domestic workers are often viewed more as informal help. At the same time, domestic work usually takes place behind closed doors, where workers are isolated. Because of these factors, domestic workers—especially migrants—face a particular vulnerability to trafficking.

For example, domestic workers may find themselves at risk of trafficking before they even enter employment. If a recruiter charges an applicant an up-front fee for placing her in a job, that worker may find herself owing a burdensome debt from day one. In other cases, domestic workers have reported arriving at a promised job only to be subjected to brutal conditions, ranging from exhausting hours with no days off, to horrific physical and sexual abuse. Yet because of the isolation—sometimes amounting to forced confinement—inherent in the domestic work setting, victims often struggle to escape their situation or inform someone in a position to help.

Aspirations for a better life will continue driving women and men around the world to seek new opportunities. Traffickers will continue seeking zones of impunity where lax regulation and poor oversight make workers vulnerable. And so long as domestic workers remain outside the protections governing other industries, the risk of trafficking will continue to plague this sector. ♦

Prospective domestic workers who pay an up-front recruiting fee may find themselves trapped in a job struggling to pay off an insurmountable debt to an unscrupulous recruiter.



Om Sai Run  
**Indonesian maids now on SALE!!!**  
 Fast & Easy Application!!  
 Now your housework and cooking come easy.  
 40% DISCOUNT  
 You can rest and relax,  
 Deposit only RM 3,500!  
 Price RM 7,500 nett  
 Call **012-2617817 / 012-6045245**  
 P.O. No. 1, Jalan Selayang, 50400 Kuala Lumpur, Malaysia

A newspaper advertises cheap domestic help, suggesting not a market of potential employees, but rather discounted property waiting to be purchased.

I ARRIVED IN HK LAST 13-11-2012 TO WORK FOR THE EMPLOYER.  
 BUT I WAS SURPRISED, SHOCKED & SCARED BECAUSE  
 MY FEMALE EMPLOYER PHYSICALLY ABUSED ME ON  
 NOVEMBER 15 + NOVEMBER 16. BECAUSE OF THIS, I AM  
 AFRAID TO CONTINUE WORKING FOR THEM. I RUN-AWAY  
 ON 16 NOVEMBER 2012 EVENING FEARING MY FEMALE  
 EMPLOYER WILL HURT ME AGAIN. I DO NOT WISH TO  
 BE HURT AGAIN OR SHE MIGHT DO WORSE THAN HITTING  
 MY FACE AND ARM AND THIGH LIKE SHE DID TO ME EARLIER.  
 I WORKED BEFORE IN TAIWAN AND I NEVER EXPERIENCE  
 PHYSICAL ABUSED.  
 PLEASE HELP ME CLAIM FOR THE PERMINAL FEES THE  
 EMPLOYER OWE ME <sup>AS STIPULATED IN OUR P.H. CONTRACT.</sup>  
 THANK YOU. I ALSO HAVE REPORTED  
 THE INCIDENTS TO THE POLICE WHO BROUGHT ME TO THE  
 HOSPITAL.

A domestic worker, subjected to exploitation but fortunate to escape her situation, reports the abuse she endured to authorities and demands what she is owed.

From the fight against domestic violence and sexual abuse over the last 35 years, we have learned much about the effect of long-term victimization and dependency, and the lessons of those efforts have enabled us to understand the needs of trafficking victims and how to incorporate survivors into the process. The physical and emotional injuries that many trafficking victims endure are likely to affect their ability to concentrate, to make sound decisions, to recall events, and to respond to questions about

their experiences. It is important that government officials take these factors into consideration when designing and implementing trafficking victim identification protocols. Time to recover in a safe, comfortable place is essential. Victims should also be able to communicate in their own language and be given written information about rights and available services.

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***“Here and around the world, trafficking in persons destroys lives. It threatens communities. It creates instability. It undermines the rule of law. And it is a horrendous assault on our most dearly held values of freedom and basic human dignity. We, along with every nation, bear the responsibility to confront modern slavery by punishing traffickers and helping survivors get their lives back on track.”***

– Secretary of State John F. Kerry  
White House Forum to Combat Human Trafficking, 2013

Home to over 75,000 people, West Point, near the heart of Monrovia, Liberia, is one of the world’s poorest neighborhoods. The NGO More Than Me works with community leaders in West Point to identify girls in sex trafficking and girls who are at the highest risk of being trafficked to ensure that education and opportunity, not exploitation and poverty, define their lives. Beatrice, pictured here, is currently enrolled in the More Than Me program and thriving. The organization pays her school tuition and provides school lunch while working with her family to make certain she continues to excel.



## COMMENDABLE INITIATIVES IN VICTIM IDENTIFICATION: ADDITIONAL OPPORTUNITIES FOR VICTIMS TO SEEK ASSISTANCE

Trafficking victims may have periodic contact with police, immigration officials, hospital staff, and other authorities, for years before being identified and freed from enslavement. A progressive approach to victim identification involves a basic, underlying assumption that “the more you look the more you find,” and that periodically identifying trafficking victims can be an indicator of progress, rather than failure. A growing understanding of coercion and debt bondage has led governments to develop more innovative, holistic ways to uncover trafficking victims. It is governments’ responsibility to create more opportunities for victims to escape and come forward. While no country’s response is perfect and most governments can do more to attain a truly comprehensive response to this crime, below are some good examples of some effective victim identification approaches for governments:

**Empowering front line responders beyond just the police to identify victims:** Many trafficking victims actively avoid law enforcement. Creative approaches to identify trafficking victims involve social workers, religious institutions, and other community leaders because of their ability to build trust within local communities. For example, the Belgian government has a cooperation project with hospitals to improve detection of potential trafficking victims seeking medical care. Preliminary findings from the pilot project verified that trafficking victims are more willing to talk to medical staff than police.

**Recognizing that offenders can be victims:** Unidentified trafficking victims are often punished for crimes committed while under coercion. Some countries recognizing this protection need have developed laws or policies to allow courts to forgive trafficking victims for unlawful acts they have committed during the course of their trafficking experience. In the United States, for example, some states have passed “safe harbor” statutes to ensure children are treated as victims and provided services rather than being prosecuted for prostitution, or enacted laws to allow victims to petition the court to vacate prostitution-related criminal convictions that result from human trafficking.

**Establishing regulations, agreements, or standard operating procedures with NGOs to identify victims:** In Taiwan, foreign workers are screened at detention centers for indicators of trafficking. If individuals are identified as potential trafficking victims, they are offered services in a shelter and a reflection period to come forward as a victim. If they report their trafficking experience by the end of the reflection period and are confirmed by Taiwan authorities to be victims of trafficking, they are entitled to remain at the shelter and receive comprehensive services including help obtaining employment. In Scotland, local law enforcement officials facilitate better victim identification by taking children from cannabis farms to safe houses instead of into detention centers.



Overseas Filipino Workers (OFWs), most of whom are young women who worked in domestic service fleeing the civil war in Syria, fill out immigration forms at the Ninoy Aquino International Airport in Manila, the Philippines, upon arrival via a chartered flight by the International Organization for Migration (IOM).

**Employing a taskforce model or multidisciplinary approach:** By encouraging collaboration in victim identification, governments ensure stakeholders can find victims between potential front line responders and NGOs. In the Netherlands, the “barrier-model” views trafficking as a business model, with different barriers to be overcome before traffickers can start making money (entry, identification, housing, work, and financial situation) and attacks trafficking at these stages: local governments may detect trafficking through housing inspections, and tax or fire protection inspectors may find irregularities that can trigger a law enforcement investigation into trafficking. ♦



**COUNTRIES THAT ARE NOT STATES PARTIES TO THE PROTOCOL TO PREVENT, SUPPRESS AND PUNISH TRAFFICKING IN PERSONS, ESPECIALLY WOMEN AND CHILDREN, SUPPLEMENTING THE UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME**

**AFGHANISTAN  
ANDORRA  
ANGOLA  
BANGLADESH  
BARBADOS  
BHUTAN  
BRUNEI  
COMOROS  
CONGO, REPUBLIC OF  
CZECH REPUBLIC**

**ERITREA  
IRAN  
JAPAN  
KOREA (DPRK)  
KOREA, REPUBLIC OF  
MALDIVES  
NEPAL  
PAKISTAN  
ST. LUCIA  
SIERRA LEONE**

**SINGAPORE  
SOMALIA  
SOUTH SUDAN  
SRI LANKA  
SUDAN  
THAILAND  
UGANDA  
YEMEN  
ZIMBABWE**

Sex trafficking survivor, Nicole Campbell, was “branded” with a horseshoe-shaped tattoo to show she belonged to her trafficker. With the help of Chris Baker, of Oswego, Illinois, the Founder of INK 180, she plans to have the tattoo covered up. INK 180 provides free tattoo cover-ups and tattoo removals to remove the constant visual reminders of a trafficking survivor’s experience. To date, INK 180 has provided 118 cover-ups or removals for trafficking victims.





A poster located just inside Thailand near the border with Burma at Mae Sai warns the public about human trafficking. The majority of the trafficking victims within Thailand are migrants from neighboring countries who are forced, coerced, or defrauded into labor or commercial sexual exploitation.

### Interviewing Victims

The determination of whether someone is a victim of human trafficking is usually based on the individual's account of what happened. Victims, however, often do not provide information about their trafficking experience immediately following law enforcement intervention. In fact, victims who are rescued in a police raid—even in a raid that is carried out well—often suffer from shock and confusion. Trauma may impair their ability to process information and make choices. The threats traffickers used to maintain control may be foremost in their minds. These difficulties often persist through the first few hours, days—even weeks, months, and years—after being freed or escaping, as victims adjust to being outside of their traffickers' control and reintegrate into society.

Initial high-stakes victim identification by law enforcement is often stymied by months or years of traffickers conditioning victims for that exact moment. Traffickers often coach their victims to lie to the authorities, and convince them that police will arrest them for breaking immigration, prostitution, or labor laws. To victims, a rescue and a raid may actually look like what their traffickers have taught them to expect and their fears combined with the shock of a law enforcement intervention

## ZAMBIA – SOUTH AFRICA

Chewazi was offered a better life in South Africa working for an organization that ran a Boy Scouts group. Excited about the job, he left Zimbabwe for South Africa. Instead of receiving the job he was promised, he was forced to work every day on a farm for a piece of bread and some water. For six months, Chewazi was transported between farms in Zambia and South Africa, enduring physical and other abuses, dreaming of the day he would escape. When Chewazi and a friend finally did escape, they made their way to Cape Town; a security guard on the street found them and helped them to safety. Through the Department of Social Development, they were taken to an NGO, which helped provide support and services to them both. Chewazi suffers from post-traumatic stress, but decided to stay in South Africa, hopeful that he will still find that better life that led him away from home.

## NARROWING THE SCOPE OF TRAFFICKING: “BUYING OR SELLING” PROVISIONS

Many countries have trafficking laws that require proof of a person “buying or selling” a trafficking victim to convict the person of human trafficking. Other countries’ courts have read a “buying or selling” requirement into their interpretation of national trafficking laws. Such a practice, however, risks missing the vast majority of trafficking victims in the world today, because they are never bought or sold. These requirements also exceed the proof required under the definition of human trafficking in international law. While the Palermo Protocol definition does include payment as one of the means to achieve control over a victim—specifically, “the giving or receiving of payments or benefits to achieve the consent of a person having control over another person”—the full definition in Article 3(a) is much broader. The recruitment, transport, receipt, or harboring of a victim for the purpose of exploitation through “*the use of force or other forms of coercion,*” for example, suffices to prove a case of trafficking in the absence of a proof of sale. Thus a factory owner whose employees came willingly and were never bought or sold should be found guilty of human trafficking when he holds them through passport confiscation and threats; so should a man who kidnaps a girl from the street and forces her into domestic servitude in his house. The mistaken emphasis on transactions frequently results in acquittals in trafficking cases where the defendants have allegedly coerced victims into forced labor or forced prostitution through threats, force, or abuse of power, but have not exchanged money with a third party. “Buying or selling” provisions in statutes inappropriately narrow the scope of human trafficking and reduce accountability for this serious crime. ♦

In Peru’s jungles, the extraction of gold has contributed to the sex trafficking of women and girls, who travel to towns near gold mines in response to the promise of legitimate employment only to be exploited in nightclubs, bars, and brothels.



may well lead victims to provide false or misleading information in hopes that by so doing, they are protecting themselves or their families.

Law enforcement, immigration, and other officials who interview victims of trafficking must understand the traumatic impact of being trafficked and factors that influence what a victim may say in response to questioning. It is optimal for this reason that cases are built, whenever possible, on a variety of sources of evidence to take some of the pressure off victims.

More than a decade of experience has revealed effective practices for establishing rapport and conducting interviews with people who may have been victims of trafficking:

- » Victims need to feel safe before they will discuss what happened to them, and most victims disclose more details of their experiences over time. Thus, it is important that victims be allowed time to recover from physical, sexual, and psychological injuries in a safe and comfortable place with access to support services. Neither detention with the threat of deportation nor being charged with a crime is conducive to a victim's disclosure of the trafficking experience.
- » Interviews conducted in a safe, private, and comfortable place—not where the exploitation took place and not in the presence of other victims or suspected traffickers—are most effective. An interpreter should be provided, if needed, and victims should be given the opportunity to speak with a victim advocate as soon as possible.
- » Interviewers should work to build the trust of the victim. This can be difficult if there is artificial time pressure, as traffickers use fear of authorities as a tactic to maintain control over their victims; victims of trafficking rarely view police as a source of assistance. The interviewer should dress in civilian clothes and make sure any guns or other weapons are hidden from view.
- » At the beginning the interviewer should be up-front about who he or she is, what the victim should expect during the interview, what is expected of the victim, whether an interpreter will be used, and the likely duration of the interview. The interviewer should answer the victim's questions, and provide any other information needed to clarify how the interview will be conducted. The interviewer should ensure that the victim can rely on what the interviewer says.
- » Active listening techniques, such as being non-judgmental and non-confrontational, showing

empathy, giving the individual time to answer, and not interrupting are helpful.

- » Interviewers should provide opportunities for victims to tell their story in their own words, pausing to give them time to formulate their answers, and using a sensitive and caring tone of voice.

## LOOKING FORWARD

With the relatively small number of victims identified around the world, it will be critical in the years ahead for governments to focus on identification as a critical part of their anti-trafficking efforts. But the approaches described in this *Report* should not be expected to eliminate trafficking on their own. The techniques described here, when applied effectively, show results. But victim identification is just the *first* step in a long process of survivor protection. An effective government response must follow through by helping survivors restore the lives they choose.

At the same time, because so much of human trafficking remains hidden in the shadows—so many millions toil unseen—the need for further innovation is clear. In the years ahead, governments and their partners should therefore keep doing what works, but also dedicate themselves to developing and supporting new approaches and practices that will help shine a brighter light on this phenomenon. Part of government's responsibility in effectively identifying victims—in carrying out all aspects of the fight against modern slavery—is to learn as much as possible about modern slavery and to fill in the vast gaps in knowledge and research about this crime. Those next steps require dedicated leadership and political will at all levels of government—the commitment to move forward with this struggle. With such leadership, the movement to eradicate modern slavery will only continue to gain momentum. ♦

***“Even the police sometimes pay for sex. There is no protection there for anyone. There is no one you can trust. . . . We are like ghosts. We are literally shadows on the highway.”***

– “Frida,” Nigerian Sex Trafficking Survivor, Italy, 2013

## PREVENTION: FIGHTING SEX TRAFFICKING BY CURBING DEMAND FOR COMMERCIAL SEX ACTS

If there were no demand for commercial sex, sex trafficking would not exist in the form it does today. This reality underscores the need for continued strong efforts to enact policies and promote cultural norms that disallow paying for sex. Too often, trafficking victims are wrongly discounted as “consenting” adults. The use of violence to enslave trafficking victims is pervasive, but there are other—more subtle—forms of fraud and coercion that also prevent a person from escaping compelled servitude.

A number of other factors that may lead to a person being overlooked as a victim by authorities are a sex trafficking victims’ initial consent, the belief that they are in love with their trafficker, not self-identifying as a victim, or being away from a pimp’s physical control with what seems to be ample opportunity to ask for help or flee. None of these factors, taken alone or in sum, mean that someone is not a victim of a severe form of trafficking. Dispelling these myths should be an essential part of training for every government employee and everyone who does business with or on behalf of a government.



### Government Policies to Address Demand for Commercial Sex

Zero-tolerance policies for employees, uniformed service members, and contractors paying for sex—even if legal in the country where these individuals work—and commensurate training for such individuals can help raise awareness regarding the subtle and brutal nature of sex trafficking and how individuals subjected to this crime are victimized through coercion. Moreover, by implementing these policies in procurement activities, governments can have an impact on a wide range of private-sector actors as well.

### Beyond Government: Cultural Leadership in Addressing Demand

Rejecting long-held notions such as “boys will be boys” and sending the clear message that buying sex is wrong is not just a task for governments, but will require partnerships throughout society, including the faith and business communities. Business leaders can adopt codes of conduct that prohibit purchasing sex. And leaders in civil society—from teachers to parents to ministers—must foster the belief that it is everyone’s responsibility to do their part to reduce the demand for commercial sex. It is especially important to reach young men with a strong message of demand reduction to help them understand the exploitation that permeates the commercial sex trade.

It is every person’s individual responsibility to think about how their actions may contribute to human trafficking. Laws and policies, partnerships and activism will continue to be critical to this struggle, but it will also be the day-to-day decisions of individual men and women to reject exploitation that will bring an end to modern slavery. ♦



*"People want their food to be cheap.  
Without a fair price will there ever be fair working conditions?"*

*"Lowest on the Foodchain," image by Kay Chernush © ArtWorks for Freedom*

## DEFINITIONS AND METHODOLOGY

### WHAT IS TRAFFICKING IN PERSONS?

“Trafficking in persons” and “human trafficking” have been used as umbrella terms for the act of recruiting, harboring, transporting, providing, or obtaining a person for compelled labor or commercial sex acts through the use of force, fraud, or coercion. The Trafficking Victims Protection Act (TVPA) of 2000 (Pub. L. 106-386), as amended, and the Palermo Protocol describe this compelled service using a number of different terms, including involuntary servitude, slavery or practices similar to slavery, debt bondage, and forced labor.

Human trafficking can include but does not require movement. People may be considered trafficking victims regardless of whether they were born into a state of servitude, were transported to the exploitative situation, previously consented to work for a trafficker, or participated in a crime as a direct result of being trafficked. At the heart of this phenomenon is the traffickers’ goal of exploiting and enslaving their victims and the myriad coercive and deceptive practices they use to do so.

*“In one hotel I know in Amman, you can find Russian, Tunisian, and Moroccan women that are forced to work and stay here until their contracts end because their passports are taken from them and they are threatened and beaten. But this only happens to foreign women, not Jordanians. Their contract does not state that they have to provide sexual services but they must know what they were coming to do here. They did not think they were coming here to pray, did they?”*

– Sex Trafficker, Jordan (quoted in “Tricked and Trapped: Human Trafficking in the Middle East.” (ILO, April 2013))

### PHILIPPINES – QATAR

Dalisay signed a contract with an employment agency in the Philippines to work as a housemaid in Qatar for \$400 a month, plus room and board. But when she arrived, her employer said he would pay her only \$250 a month. She knew her family back in the Philippines depended on her earnings and felt she had no choice but to stay to help her family. She quickly realized that her low pay was not the only unexpected condition of her work situation. She was fed one meal a day, leftovers from the family’s lunch: “If no leftovers, I didn’t eat.” She worked seven days a week. When she was finished working in her employers’ house, she was forced to clean his mother-in-law’s house, and then his sister’s without any additional pay. After eight months, Dalisay tried to leave but her boss just laughed and said “You can’t quit.” As a domestic worker not covered under the labor law, Dalisay was subject only to the restrictive *kafala*, or sponsorship system, meaning that she could not resign without her employer’s permission, change jobs, leave the country, get a driver’s license, or open a checking account without the permission of her employer. She also learned that her employer could withdraw sponsorship at any time and send her back home, so she fled and joined 56 other women who sought shelter at the Philippines Overseas Labor Office.

### THE FACE OF MODERN SLAVERY

#### Sex Trafficking

When an adult is coerced, forced, or deceived into prostitution—or maintained in prostitution through one of these means after initially consenting—that person is a victim of trafficking. Under such circumstances, perpetrators involved in recruiting, harboring, transporting, providing, or obtaining a person for that purpose are responsible for trafficking crimes. Sex trafficking also may occur within debt bondage, as women and girls are forced to continue in prostitution through the use of unlawful “debt” purportedly incurred through their transportation, recruitment, or even their crude “sale”—which exploiters insist they must pay off before they can be free. A person’s initial consent to participate in prostitution is not legally determinative: if one is thereafter held in service through psychological manipulation or physical force, he or she is a trafficking victim and should receive benefits outlined in the Palermo Protocol and applicable domestic laws.

## MISPERCEPTIONS LEAD TO MISSED OPPORTUNITIES TO IDENTIFY VICTIMS

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Dispelling misperceptions about human trafficking is imperative to proactively identify victims and to counter the isolation on which traffickers rely to keep people in servitude.

**“Trafficking doesn’t happen here.”** Approaching human trafficking as a crime that occurs only in far off places ignores situations of forced labor or sex trafficking that may be happening closer to home. Human trafficking is not a problem that involves only foreigners or migrants, but one faced in nearly every corner of the world involving citizens who may be exploited without ever leaving their hometown.

**“She’s a criminal.”** Many victims of trafficking first come to the attention of authorities due to an arrest for immigration violations, prostitution, or petty theft. Screening vulnerable populations—even if first encountered as potential defendants—for signs of force, fraud, or coercion used against them is imperative to identify human trafficking properly, to ensure that victims are not punished for acts committed as a result of being subjected to trafficking, and to effectively prevent victims from being returned to an exploitive situation.

**“It’s cultural.”** Holding a person in servitude is not a cultural practice; it is a crime. Some victims are subjected to trafficking by members of their own family or ethnic group. Misperceptions that this is a shared value among an ethnic group ignore the methods of force and coercion used by individual traffickers, and can create a zone of impunity in an ethnic community, with the result that victims in that group will never see their abusers brought to justice. These prejudices fail to reduce victims’ vulnerability to exploitation and often obscure the true demographics of who is subjected to certain types of trafficking.

**“He agreed to do this.”** Whether or not a person agreed to a certain type of employment, to migrate for a better job, or to work off a debt is irrelevant once that person’s free will has been compromised. A person who faces threats or harm should they choose to change their employment is in a situation of servitude. Often, traffickers use the initial consent of victims to stigmatize them for their choice, telling victims they will be deported, arrested, or ostracized if they seek help.

**“She’s free to come and go.”** Popular images of human trafficking include dramatic kidnappings and people held under lock and key. More common, but less visible, methods of control include psychological coercion, debt bondage, withholding of documents and wages, and threats of harm. As in domestic abuse cases, observing a person out in public or taking public transportation does not mean that she is free from the effective control of her trafficker.

**“He didn’t complain.”** The duty to identify human trafficking must not be left solely to those in servitude. A victim has valid reasons for not accusing his exploiters of trafficking. He may fear physical or financial harm, shame, or repercussions for his family. He may assess that the assistance he could access from coming forward does not offer the needed protection to merit taking this risk. He may be unaware of his rights, or lack trust in authorities to enforce those rights.

**“Trafficking doesn’t happen where prostitution is legal.”** The occurrence of trafficking does not depend on the legality of prostitution; it exists whether prostitution is legal, illegal, or decriminalized. It is the obligation of every government, regardless of the legal status of prostitution, to look closely for victims of trafficking and to ensure their protection.

**“There’s nothing I can do about it.”** Everyone can learn the signs of human trafficking and take action to alert authorities of possible crimes as appropriate. Citizens can learn about organizations that assist victims of trafficking in their hometowns and how to safely refer potential victims for help. They can spread awareness of, and dispel common misperceptions about, human trafficking. ♦



### Child Sex Trafficking

When a child (under 18 years of age) is induced to perform a commercial sex act, proving force, fraud, or coercion against their pimp is not necessary for the offense to be characterized as human trafficking. There are no exceptions to this rule: no cultural or socioeconomic rationalizations should prevent the rescue of children from sexual servitude. The use of children in the commercial sex trade is prohibited both under U.S. law and by statute in most countries around the world. Sex trafficking has devastating consequences for minors, including long-lasting physical and psychological trauma, disease (including HIV/AIDS), drug addiction, unwanted pregnancy, malnutrition, social ostracism, and even death.

### Forced Labor

Forced labor, sometimes also referred to as labor trafficking, encompasses the range of activities—recruiting, harboring, transporting, providing, or obtaining—involved when a person uses force or physical threats, psychological coercion, abuse of the legal process, deception, or other coercive

means to compel someone to work. Once a person's labor is exploited by such means, the person's previous consent or effort to obtain employment with the trafficker becomes irrelevant. Migrants are particularly vulnerable to this form of human trafficking, but individuals also may be forced into labor in their own countries. Female victims of forced or bonded labor, especially women and girls in domestic servitude, are often sexually exploited as well.

## INDIA

Naveen was 14 years old when a placement agency found him a job as a domestic worker for a couple with two children. For the two years he served the family, Naveen was confined to the house, never allowed to leave. He was beaten regularly for trivial matters and, on several occasions, branded with hot tongs. Unable to endure his situation anymore, he ran away. Naveen is living in a children's home and receiving counseling. The couple, meanwhile, have been charged and are out on bail awaiting a court date.

At a traffic light in Nehru Place, India—an upscale computer and electronics market in South Delhi—children who are trafficked for the purpose of begging work late into the night. Children are forced to beg for long hours, commonly beaten by their bosses, and suffer abuse from individuals they encounter as they beg.



## HUMAN TRAFFICKING AND ARMED CONFLICT

In armed conflicts across the world, governments and armed groups commit war crimes and human rights abuses and attack civilian populations. Armed conflict leaves local populations, including men, women, and children vulnerable to violence, abuse, exploitation, forced prostitution, forced labor, and the unlawful recruitment of children as soldiers by government forces and armed groups. Likewise, refugees and internally displaced persons (IDPs) struggle to survive in precarious situations that make them highly vulnerable to exploitation, including trafficking. Women and girls bear enormous hardship during and after armed conflict, and they are particularly vulnerable to sexual slavery.

Current global conflicts have placed populations at serious risk of trafficking. For example, in Somalia, the militant group al-Shabaab has forcibly recruited Somali children to be child soldiers or has forced them into prostitution; some children who flee Somalia to seek refuge in neighboring countries such as Kenya are forced into prostitution and forced labor as herders. In Rwanda, women and children in refugee camps are vulnerable to being lured into forced prostitution in the capital or other countries in the region through false promises of work or schooling opportunities. In Syria, some foreign migrant workers and Iraqi refugees may be trafficking victims and are susceptible to violence, abuse, and arrest by government and opposition forces. Syrian refugees are also vulnerable to trafficking in the countries to which they have fled. ♦

### Bonded Labor Or Debt Bondage

One form of coercion is the use of a bond or debt. U.S. law prohibits the use of a debt or other threats of financial harm as a form of coercion and the Palermo Protocol requires its criminalization as a form of trafficking in persons. Some workers inherit debt; for example, in South Asia it is estimated that there are millions of trafficking victims working to pay off their ancestors' debts. Others fall victim to traffickers or recruiters who unlawfully exploit an initial debt assumed as a term of employment.

Debt bondage of migrant laborers in their countries of origin, often with the support of labor agencies and employers in the destination country, can also contribute to a situation of debt bondage. Such circumstances may occur in the context of employment-based temporary work programs when a worker's legal status in the country is tied to the employer and workers fear seeking redress.

*“While I was inside the rice mill I was not aware that I was so courageous. Now I don't even hesitate to speak up and talk to government officials. Whatever I learn, I would like to share it with others. I do not want anyone to be enslaved. I want my people to be free . . . .”*

– “Suguna,” Human Trafficking Survivor and Mother, India, 2012



Mewael, an Eritrean refugee, was forcibly taken by criminal groups in Sudan and transported to Egypt's Sinai Peninsula where he was held for months and tortured by his captors, losing both of his hands. His story is not unlike thousands of other highly vulnerable African migrants, refugees, and asylum seekers—some of whom are trafficking victims—who have been kidnapped along the Eritrea-Sudan border or within Sudan, and subsequently subjected to abuses in Egypt.



^ Migrant domestic workers hold banners demanding basic labor rights during a march in Beirut, Lebanon. More than 200,000 workers—mostly women from Asia and Africa—work as maids in a country of 4 million people; the majority are from Sri Lanka, the Philippines, Ethiopia, and Eritrea, but many also come from Madagascar and Nepal. Arabic on the placard at center reads, “migrant workers rights are human rights,” and at left, “put an end today to modern slavery.”



^ Pracedes Salas, Coalition of Immokalee Workers (CIW) member and trafficking survivor of a recent human trafficking case in Florida, marches in the CIW’s 200-mile March for Rights, Respect and Fair Food.

Representatives from NGOs such as World Vision, Kick for Life, and the Red Cross, as well as government officials participate in a walk organized by World Vision Lesotho to raise awareness on the trafficking of women and girls. v



Filipino activists shout slogans during a rally in Manila, the Philippines. The Philippines is one of the largest source countries of men and women who become victims of trafficking abroad, in other Asian countries and throughout the Middle East. v



### Involuntary Domestic Servitude

Involuntary domestic servitude is a form of human trafficking found in unique circumstances—in informal work in a private residence—these circumstances create unique vulnerabilities for victims. Domestic workplaces are informal, connected to off-duty living quarters, and often not shared with other workers. Such an environment, which can isolate domestic workers, is conducive to exploitation because authorities cannot inspect homes as easily as they can compared to formal workplaces. Investigators and service providers report many cases of untreated illnesses and, tragically, widespread sexual abuse, which in some cases may be symptoms of a situation of involuntary servitude.

### Forced Child Labor

Although children may legally engage in certain forms of work, forms of slavery or slavery-like practices continue to exist as manifestations of human trafficking, despite legal prohibitions and widespread condemnation. A child can be a victim of human trafficking regardless of the location of that nonconsensual exploitation. Some indicators of possible forced labor of a child include situations in which the child appears to be in the custody of a non-family member who requires the child to perform work that financially benefits someone outside the child's family and does not offer the child the option of leaving. Anti-trafficking responses should

## UNITED STATES

For over 20 years, the owners and staff of a turkey-processing plant subjected 32 men with intellectual disabilities to severe verbal and physical abuse. The company housed the workers in a “bunkhouse” with inadequate heating, dirty mattresses, and a roof in such disrepair that buckets were put out to catch rainwater; the infestation of insects was so serious the men swatted cockroaches away as they ate. Although the men were as productive as other workers, the company paid them only \$15 a week (41 cents an hour) for labor that legally should have been compensated at \$11-12 an hour. The employers hit, kicked, and generally subjected the men to abuse, forcing some of the men to carry heavy weights as punishment and in at least one case handcuffed a man to a bed. Supervisors dismissed complaints of injuries or pain, denied the men recreation, cellphones, and health care. The U.S. government filed an abuse and discrimination case against the company for damages under the Americans with Disabilities Act. During the trial, the attorney representing the men said: “The evidence is these men were treated like property...these men are people. They are individuals.” A jury awarded the men a total of approximately \$3,000,000, the largest jury verdict in the history of U.S. Equal Employment Opportunity Commission.



Graphic journalist Dan Archer uses sketches, illustrated reportage, and comics to tell the stories of human trafficking survivors. His visual narratives from Nepal, Ukraine, and United States preserve the identity of those telling their stories while ensuring their voices are heard so that those most at risk—children and young adults in low-literacy areas—do not fall prey to human trafficking.

## MALE VICTIMS OF TRAFFICKING

There is a growing awareness that men and boys are also victims of labor and sex trafficking and that women and girls are also subjected to forced labor. But identification and adequate service provision remains a challenge around the world for male victims.



This *Report* documents male forced labor victims who have been identified in a variety of countries and sectors: Central Asian men exploited in forced labor in Russia; West African boys forced to beg for corrupt religious teachers in Koranic schools; boys in forced labor in illegal drug production and transportation in the United Kingdom and Mexico. In South Asia, entire families are enslaved in debt bondage in agriculture, brick kilns, rice mills, and stone quarries. In South America and Africa, male victims of trafficking are exploited in agriculture, construction, mining and logging, among other industries. The forced labor of men and boys from Burma, and Cambodia on Asian fishing vessels has been the topic of increased press coverage over the last year.

The sex trafficking of boys is often hidden, reflecting cultural taboos in many parts of the world. In Afghanistan and coastal Sri Lanka, boys are more likely than girls to be subjected to prostitution; in Mexico and Central America, boy migrants are vulnerable to commercial sexual exploitation *en route* to the United States; boys in Southeast Asia are exploited in prostitution; to a lesser extent, men are victims of sex trafficking; in recent years, Brazilian men were identified in forced prostitution in Spain and men were identified as sex trafficking victims in the United States.

Trafficking victim identification is a challenge across the board; however, to the degree authorities are trained to identify human trafficking at all, far too many look primarily for female victims and often miss male victims they encounter. When male victims are not identified, they risk being treated as irregular migrants instead of exploited individuals and are vulnerable to deportation or being charged with crimes committed as a result of being trafficked, such as visa violations. Likewise, cases involving male victims are often dismissed as labor infractions instead of investigated as criminal cases.

In implementing anti-trafficking programs, it is important that governments ensure medical, psychological, and legal assistance is sensitive to the needs of all victims, regardless of gender. Assistance could include shelter, medical assistance, vocational training, repatriation, and other aid. Governments may need to adapt some methodologies to better serve men, such as by creating drop-in centers. The goal is that governments ensure that *all* trafficking victims are adequately protected. ♦

***“A worrying perception . . . is that adult male victims of labor trafficking are either not in need of assistance or do not want it. There are clear indications in many countries, however, that men do indeed need assistance and will accept it if it is structured to meet their needs.”***

Trafficking of Adult Men in the Europe and Eurasia Region, USAID (2010)

## NON-CRIMINALIZATION OF VICTIMS FOR CRIMES COMMITTED IN THE COURSE OF BEING TRAFFICKED

Trafficking victims are often compelled to commit crimes, which can blind authorities to the victim behind the “criminal” they first encountered. A 14-year-old sex trafficking victim, for example, may be charged with prostitution-related charges. Foreign domestic workers who have fled domestic servitude maybe in violation of immigration laws. Should an uninformed or untrained official come across any of these individuals, or if the government lacks standardized identification procedures, these trafficking victims are likely to face arrest, penalization, incarceration, or deportation.

The U.S. anti-trafficking legislation, the Trafficking Victims Protection Act, requires the protection of trafficking victims and requires the Department of State to take into account, as part of its assessment of foreign government actions for this *Report*, whether foreign governments are ensuring that trafficking victims are not inappropriately incarcerated. Principle 7 of the Recommended Principles and Guidelines on Human Rights and Human Trafficking issued by the United Nations Office of the High Commissioner for Human Rights provides that “[t]rafficked persons shall not be detained, charged or prosecuted for the illegality of their entry into or residence in countries of transit and destination, or for their involvement in unlawful activities to the extent that such involvement is a direct consequence of their situation as trafficked persons.”

As governments around the world work to improve their anti-trafficking efforts, it is critical that officials—including police, immigration, and social services staff—be able to distinguish trafficking victims from criminals. Through a process of appropriately questioning the victim and observing his or her situation—often referred to as a standard identification or screening process—officials are empowered to make an informed determination. Officials should be trained on trafficking indicators: for example, does the person appear to be or report being controlled by someone else? Does he or she show signs of abuse? Does he or she appear fearful?



A plainclothes policeman grabs for a woman in prostitution during a raid in Fujian province, China. Despite being sex trafficking victims, some are often arrested and convicted of prostitution and related offenses.

Identifying the victim is critical to understanding and prosecuting the true crime that has taken place, and ensuring adequate care and support to trafficking victims facilitates their ability to provide testimony in the prosecution of offenders. Treated as criminals, victims can be traumatized by placement in jail and will be less effective witnesses. Further, if victims are treated as criminal and deported they will be unable to support the investigation. This all-too-common practice suppresses the best evidence of trafficking and gets rid of the evidence—undermining prosecutions and often fatally compromising the government’s ability to prosecute a case successfully. Treating victims as what they are, not as criminals, is at the heart of the victim-centered approach to combating trafficking. In the United States, one effort to ensure the non-criminalization and protection of trafficking victims is “safe harbor legislation,” recently enacted by several states, which protects minor sex trafficking victims by providing them immunity from prosecution. ♦



*"However long it would take...I knew I had to be smarter than them to survive this prison."*

— Russian woman trafficked in the Netherlands

*"Counting Down," image by Kay Chernush © ArtWorks for Freedom*

supplement, not replace, traditional actions against child labor, such as remediation and education. When children are enslaved, however, their abusers should not escape criminal punishment by taking weaker administrative responses to child labor practices.

### **Unlawful Recruitment and Use of Child Soldiers**

Child soldiering is a manifestation of human trafficking when it involves the unlawful recruitment or use of children—through force, fraud, or coercion—by armed forces as combatants or other forms of labor. Some child soldiers are also sexually exploited by armed groups. Perpetrators may be government armed forces, paramilitary organizations, or rebel groups. Many children are forcibly abducted to be used as combatants. Others are unlawfully made to work as porters, cooks, guards, servants, messengers, or spies. Young girls can be forced to marry or have sex with male combatants. Both male and female child soldiers are often sexually abused and are at high risk of contracting sexually transmitted diseases.

## BOUGHT & SOLD: VOICES OF HUMAN TRAFFICKING

"Bought & Sold: Voices of Human Trafficking" is a large-scale outdoor photography exhibit, one example of how ArtWorks for Freedom (AWFF) is using the power of art in the global fight against modern slavery. Through its alliance of artist-activists in diverse fields, AWFF mounts public awareness campaigns nationally and internationally designed to change public attitudes and plant the seeds that can transform the moral landscape in much the same way that *Uncle Tom's Cabin* did more than 150 years ago. ♦

## CHILD SOLDIERS

The Child Soldiers Prevention Act of 2008 (CSPA) was signed into law on December 23, 2008 (Title IV of Pub. L. 110-457) and took effect on June 21, 2009. The CSPA requires publication in the annual TIP Report of a list of foreign governments identified during the previous year as having governmental armed forces or government-supported armed groups that recruit and use child soldiers, as defined in the Act. These determinations cover the reporting period beginning April 1, 2012 and ending March 31, 2013.

For the purpose of the CSPA, and generally consistent with the provisions of the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, the term “child soldier” means:

- (i) any person under 18 years of age who takes a direct part in hostilities as a member of governmental armed forces;
- (ii) any person under 18 years of age who has been compulsorily recruited into governmental armed forces;
- (iii) any person under 15 years of age who has been voluntarily recruited into governmental armed forces; or
- (iv) any person under 18 years of age who has been recruited or used in hostilities by armed forces distinct from the armed forces of a state.

The term “child soldier” includes any person described in clauses (ii), (iii), or (iv) who is serving in any capacity, including in a support role such as a cook, porter, messenger, medic, guard, or “sex slave”.



A Burmese soldier gives national identity cards to demobilized child soldiers during a ceremony in Yangon where the children were reunited with their families. Burma has signed an action plan with the UN on the identification, release, and rehabilitation of children in the Burmese military.



Governments identified on the list are subject to restrictions, in the following fiscal year, on certain security assistance and commercial licensing of military equipment. The CSPA, as amended, prohibits assistance to governments that are identified in the list under the following authorities: International Military Education and Training, Foreign Military Financing, Excess Defense Articles, and Peacekeeping Operations, with exceptions for some programs undertaken pursuant to the Peacekeeping Operations authority. The CSPA also prohibits the issuance of licenses for direct commercial sales of military equipment to such governments. Beginning October 1, 2013 and effective throughout FY 2014, these restrictions will apply to the listed countries, absent a presidential national interest waiver, applicable exception, or reinstatement of assistance pursuant to the terms of the CSPA. The determination to include a government in the CSPA list is informed by a range of sources, including first-hand observation by U.S. government personnel and research and reporting from various United Nations entities, international organizations, local and international NGOs, and international media outlets.

The 2013 CSPA List includes governments in the following countries:

1. Burma
2. Central African Republic (CAR)
3. Chad
4. Democratic Republic of Congo (DRC)
5. Rwanda
6. Somalia
7. South Sudan
8. Sudan
9. Syria
10. Yemen

The CSPA list includes countries that recruited or used child soldiers as defined in the Act, in governmental armed forces or government-supported armed groups during the reporting period. But this represents only some of the countries in the world where children have been unlawfully recruited or used. Separately, there are reports of non-government supported groups using child soldiers in additional countries in Asia, Latin America, Africa, and the Middle East. Some infamous non-state armed groups, such as the Lord's Resistance Army operating in Central Africa or the rebel militias Abu Sayyaf, the New People's Army, and the Moro Islamic Liberation Front in the Philippines, have been recruiting or using child soldiers for many years. Some groups alleged to use child soldiers disbanded or were integrated into state security forces during the year, and in some countries there was progress toward peace agreements that could lead to the demobilization of children.

An alarming trend emerged during the year, however, of numerous non-state armed groups abducting, recruiting, and exploiting children as combatants, porters, spies, and for sex in conflicts that erupted in Africa and in the Middle East. In northern Mali, there were reports of large-scale recruitment of children into separatist groups including Ansar al-Dine, Movement for Unity and Jihad in West Africa, and Al Qaeda in the Islamic Maghreb. Syrian opposition armed groups recruited and used children under 18 years old—some as young as 14—in combat and military support roles. Some anti-government armed groups used children in combat and other roles, making them transport weapons and supplies or serve as guards. A Syrian-based organization also documented the deaths of at least 17 children who fought for the Free Syrian Army. During its rebellion against the government of the Central African Republic, the Seleka coalition—an amalgamation of numerous armed groups known to use child soldiers—recruited and used children in the front lines of combat, some of whom were killed during fighting in March 2013. In the Democratic Republic of the Congo (DRC), several hundred former members of a militia group notorious for its use of child soldiers defected from the Congolese military (FARDC) and formed the M23, a Rwanda-backed armed group that forcibly recruited children in DRC and Rwanda to fight the FARDC for control of eastern DRC. Some progress was made to end impunity for the worst offenders of unlawful child soldier recruitment and use. Bosco Ntaganda, a former FARDC commander who is the subject of two arrest warrants by the International Criminal Court (ICC) for crimes against humanity and war crimes, including the recruitment and use of children under the age of 15. In March, after nearly seven years as a fugitive from justice, Ntaganda voluntarily surrendered to the ICC. He made his first appearance in front of the court in March 2013. ♦



## METHODOLOGY

The Department of State prepared this Report using information from U.S. embassies, government officials, nongovernmental and international organizations, published reports, news articles, academic studies, research trips to every region of the world, and information submitted to [tipreport@state.gov](mailto:tipreport@state.gov). This email address provides a means by which organizations and individuals can share information with the Department of State on government progress in addressing trafficking.

U.S. diplomatic posts and domestic agencies reported on the trafficking situation and governmental action to fight trafficking based on thorough research that included meetings with a wide variety of government officials, local and international NGO representatives, officials of international organizations, journalists, academics, and survivors. U.S. missions overseas are dedicated to covering human trafficking issues.

***“People work, they don’t get paid, and leave. Then a bus comes and unloads a fresh group of workers to repeat the cycle.”***

– “Maxim,” A migrant worker at the construction site of the 2014 Winter Olympics in Sochi, Russia (quoted in “Race to the Bottom” (Human Rights Watch, February 2013))

## TIER PLACEMENT

The Department places each country in the 2013 TIP Report onto one of four tiers, as mandated by the TVPA. This placement is based more on the extent of government action to combat trafficking than on the size of the problem. The analyses are based on the extent of governments’ efforts to reach compliance with the TVPA’s minimum standards for the elimination of human trafficking (see page 412), which are consistent with the Palermo Protocol.

While Tier 1 is the highest ranking, it does not mean that a country has no human trafficking problem. Rather, a Tier 1 ranking indicates that a government has acknowledged the existence of human trafficking, has made efforts to address the problem, and meets the TVPA’s minimum standards. Each year, governments need to demonstrate appreciable progress in combating trafficking to maintain a Tier 1 ranking. Indeed, Tier 1 represents a responsibility rather than a reprieve. A country is never finished with the job of fighting trafficking.

## WEST AFRICA – EGYPT

Sussan was only 10 when her father sold her to an Egyptian family to serve as a domestic worker. Despite her protests, Sussan accompanied the family back to Egypt. Once there, she was forced to work excessive hours, never received compensation, and her passport was confiscated. She was locked in the house where she was physically and emotionally abused daily. During her six years of enslavement, she was not allowed to speak to her family; when her relatives tried to reach her by phone, Sussan’s employer would hang up the phone. One day, she summoned the courage to escape. She was arrested shortly after her escape for immigration violations, but with the cooperation of an international NGO and Egyptian authorities, she was released from detention and recognized as a trafficking victim. While staying at a government shelter in Egypt, the international NGO arranged for Sussan’s return to her country in West Africa. Once there, UNICEF and the child protection police arranged for her to stay in a designated shelter for trafficking victims while her family was located. After three weeks, she was reunited with her family and given the chance to enroll in vocational training as part of her reintegration process. Sussan looks to brighter days now and hopes to open an Egyptian restaurant in her town.



Women, girls, boys, and transgender youth from Central America have been identified as victims of sex trafficking. Some are exploited in their home communities while others are exploited in neighboring countries or the United States.

## UZBEKISTAN – RUSSIA

Ayauly and Bibihul were among 12 migrants from Kazakhstan and Uzbekistan, including three children, who were held captive for 10 years in a supermarket after being promised employment in Russia. In Russia, they were beaten and forced to work without pay by the couple who owned the supermarket. Their passports were confiscated by their traffickers who said they needed the documents to officially register them as workers with authorities. The passports were never returned. Side by side with 10 others, Ayauly and Bibihul lifted heavy goods in and out of the shop every day. The couple used threats of violence, beatings, and sexual violence to demand subservience. Based on a tip from Ayauly's mother, two Russian civic activists rescued Ayauly and Bibihul as well the other workers found at the supermarket. While a criminal investigation was opened it was closed shortly thereafter. Prosecutors claimed there was no evidence of a crime. Ayauly and Bibihul are now facing deportation for residing in Russia illegally.

Tier rankings and narratives in the 2013 TIP Report reflect an assessment of the following:

- » enactment of laws prohibiting severe forms of trafficking in persons, as defined by the TVPA, and provision of criminal punishments for trafficking offenses;
- » criminal penalties prescribed for human trafficking offenses with a maximum of at least four years' deprivation of liberty, or a more severe penalty;
- » implementation of human trafficking laws through vigorous prosecution of the prevalent forms of trafficking in the country;
- » proactive victim identification measures with systematic procedures to guide law enforcement and other government-supported front-line responders in the process of victim identification;
- » government funding and partnerships with NGOs to provide victims with access to primary health care, counseling, and shelter, allowing them to recount their trafficking experiences to trained social counselors and law enforcement in an environment of minimal pressure;

Some workers assembling electronic devices in factories in China are subjected to forced labor. According to these workers, labor advocates, and companies trying to address the situation, harsh working conditions include forcing excessive overtime hours; maintaining high daily production quotas; implementing subtle discrimination practices by hiring only the youngest and healthiest candidates; punishing workers for small mistakes and verbally harassing workers; and making workers live in crowded dorms.





A young boy sews beads and sequins in intricate patterns onto saris and shawls at a zari (embroidery) factory. Boys in Nepal and India often work long hours seven days a week year-round, and are routinely subjected to physical abuse.

- » victim protection efforts that include access to services and shelter without detention and with legal alternatives to removal to countries in which victims would face retribution or hardship;
- » the extent to which a government ensures victims are provided with legal and other assistance and that, consistent with domestic law, proceedings are not prejudicial to victims' rights, dignity, or psychological well being;
- » the extent to which a government ensures the safe, humane, and to the extent possible, voluntary repatriation and reintegration of victims; and
- » governmental measures to prevent human trafficking, including efforts to curb practices identified as contributing factors to human trafficking, such as employers' confiscation of foreign workers' passports and allowing labor recruiters to charge prospective migrants recruitment or placement fees.

***"They have suicidal thoughts. They believe they can't trust anyone. They know that people are not playing around, they know that the assailant will carry out their threats. They have anxiety disorders, insomnia, loss of appetite."***

– Siliva Saravia, Psychologist  
El Salvador, 2012

Withelma ‘T’ Ortiz Walker Pettigrew, a 22 year-old survivor of sex trafficking, speaks to Rep. Karen Bass (D-CA) at a press conference on Foster Youth Shadow Day during which she accompanied the congresswoman on her daily schedule.



*“My definition of freedom is deeper than most. For so long my freedom was nonexistent. My every move was watched, my every conversation was observed. My clothing and food portions and options were at the mercy of another. Living in fear and terror, I had no ability to make or understand decisions and my physical self seemed to belong to everyone but me.”*

– Withelma “T” Ortiz Walker Pettigrew, Human Trafficking Survivor, Advocate, and Activist, 2012

Tier rankings and narratives are NOT affected by the following:

- » efforts, however laudable, undertaken exclusively by non-governmental actors in the country;
- » general public awareness events—government-sponsored or otherwise—lacking concrete ties to the prosecution of traffickers, protection of victims, or prevention of trafficking; and
- » broad-based law enforcement or developmental initiatives.

## A GUIDE TO THE TIERS

### Tier 1

Countries whose governments fully comply with the TVPA’s minimum standards for the elimination of trafficking.

### Tier 2

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

### Tier 2 Watch List

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

- a) the *absolute number* of victims of severe forms of trafficking is very significant or is significantly increasing;
- b) there is a failure to provide evidence of *increasing efforts* to combat severe forms of trafficking in persons from the previous year, including increased investigations, prosecution, and convictions of trafficking crimes, increased assistance to victims, and

## TRADITIONAL PRACTICES GONE WRONG

History and cultural practices help define a country or society's DNA. Some of these practices are based in a child's passage into adulthood or a child's informal education and vocational training. Others involve traditional religious practices to ward off evil, or the code by which strangers to the community are treated. Unfortunately, sometimes these practices are abused to facilitate modern slavery.

For example, in the *devdasi* or *jogini* traditions in some parts of India, girls are "dedicated" to a temple in which they become symbolic wives and perform chores to support the temple. While the original practice was intended to honor the religious institution and revere its influence, in modern times it has become corrupted as a mechanism by which to induce girls into prostitution.

The cultural practices of dowries and bride price are also abused in many parts of the world. Both are charges paid to another tribe or family in advance of a marriage as sign of good faith—a pact between two families or communities. Sometimes, however, these payments can give rise to exploitation. In Papua New Guinea, for example, which faces an increase of foreign workers in logging and mining camps, parents sell their daughters to these foreign workers. These girls often are victims of sex trafficking.

Another example is *kafala*, or sponsorship, in many wealthy Middle Eastern countries. *Kafala* has become an oppressive, non-transferable visa regime. Under this system, the foreign worker can only work for the employer who sponsored his/her visa and is then trapped in that employment. When abuses occur, these workers may be vulnerable to arrest for violation of the sponsorship laws if they leave without their employers' permission.



The early marriage of girls in Afghanistan is entrenched in cultural practice. Kinah, who was forced into marriage at 15, was kept in a basement by her in-laws for six months in an attempt to force her into prostitution. They ripped her fingernails out, severely abused her with hot irons, and broke her fingers. In May 2013, Kinah's mother-in-law, sister-in-law, and husband in absentia were sentenced to 10 years in prison for torture, abuse, and human rights violations. An arrest warrant has been issued for her husband, but he has not yet been found.

In some African and Latin American countries, traditional witchcraft plays a role in facilitating modern slavery. *Juju* oaths—once used to protect individuals about to undertake a new challenge or journey—are now abused by traffickers to tie victims to silence and obedience. Before the victims leave their home, a *Juju* priest conducts a ceremony to bind the victims to unconditional obedience to the traffickers; the victims are warned that if they disobey the oath they will suffer the wrath of spirit world through nightmares, madness, or death. Even when these trafficking victims are identified by law enforcement, they fear the consequences if they testify against their traffickers.

Ingrained societal support for these traditional practices can pose difficulties to combating trafficking. Key to defeating the impact of these corruptions of spiritual or traditional practices is awareness among those who are deceived—whether it be parents, the intending emigrant, or the bride. Policymakers can address this by recognizing that these forms of psychological coercion can be used by traffickers, mounting education campaigns aimed at the vulnerable populations, and prosecuting and punishing those who use this form of coercion to traffic people. ♦

decreasing evidence of complicity in severe forms of trafficking by government officials; or

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

### Tier 3

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

The TVPA lists additional factors to determine whether a country should be on Tier 2 (or Tier 2 Watch List) versus Tier 3. First, the extent to which the country is a country of origin, transit, or destination for severe forms of trafficking. Second, the extent to which the country's government does not comply with the TVPA's minimum standards and, in particular, the extent to which officials or government employees have been complicit in severe forms of trafficking. And third, reasonable measures required to bring the government into compliance with the minimum standards in light of the government's resources and capabilities to address and eliminate severe forms of trafficking in persons.

## NIGERIA – FRANCE

Since her parents passed away, Ogochukwu had been struggling to care for her younger brothers. An acquaintance offered to take her abroad and find her a job. Ogochukwu was ecstatic; she accepted his offer, believing that she would now be able to help her family in Nigeria. Before setting off to Europe, she was taken to a juju priest to seal the deal with local magic. During the ceremony, she vowed she would obey her boss in Europe and pay back her travel expenses. The "spell" called for death if she failed to fulfill her oath. It was not too long before she realized that something was wrong, she had joined about 30 other women in an open-back truck headed toward the Sahara Desert. They finally reached their destination and were met by a "madam" in France who told her she owed travel expenses for her passage to Europe and would be forced to pay it back by selling her body. She worked the streets as many as 20 hours a day and was forced to pay for her own food and clothes as well as for rent. Despite the juju oath, she was encouraged by a man she befriended to go to the police. Once at the police station, she explained her situation. Her traffickers were arrested but so was she, for being in France illegally. Before her deportation, workers at the detention center gave her money out of good will for her safe return to Nigeria. She is now building her life again and says, "I am very much stronger than juju."

## GLOBAL LAW ENFORCEMENT DATA

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

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2005	6,178	4,379		40
2006	5,808	3,160		21
2007	5,682 (490)	3,427 (326)		28
2008	5,212 (312)	2,983 (104)	30,961	26
2009	5,606 (432)	4,166 (335)	49,105	33
2010	6,017 (607)	3,619 (237)	33,113	17
2011	7,206 (508)	4,239 (320)	41,210	15
2012	7,705 (1,153)	4,746 (518)	46,570	21

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



A 2008 amendment to the TVPA provides that any country that has been ranked Tier 2 Watch List for two consecutive years and that would otherwise be ranked Tier 2 Watch List for the next year will instead be ranked Tier 3 in that third year. This automatic downgrade provision came into effect for the first time in last year's report. The Secretary of State is authorized to waive the automatic downgrade based on credible evidence that a waiver is justified because the government has a written plan that, if implemented, would constitute making significant efforts to comply with the TVPA's minimum standards for the elimination of trafficking and is devoting sufficient resources to implement the plan. The Secretary can only issue this waiver for two consecutive years. After the third year, a country must either go up to Tier 2, or down to Tier 3. Governments subject to the automatic downgrade provision are noted as such in the country narratives.

### Penalties for Tier 3 Countries

Pursuant to the TVPA, governments of countries on Tier 3 may be subject to certain sanctions, whereby the U.S. government may withhold or withdraw nonhumanitarian, non-trade-related

foreign assistance. In addition, countries on Tier 3 may not receive funding for government employees' participation in educational and cultural exchange programs. Consistent with the TVPA, governments subject to sanctions would also face U.S. opposition to assistance (except for humanitarian, trade-related, and certain development-related assistance) from international financial institutions such as the International Monetary Fund and the World Bank.

Imposed sanctions will take effect upon the beginning of the U.S. government's next Fiscal Year—October 1, 2013—however, all or part of the TVPA's sanctions can be waived if the President determines that the provision of such assistance to the government would promote the purposes of the statute or is otherwise in the United States' national interest. The TVPA also provides for a waiver of sanctions if necessary to avoid significant adverse effects on vulnerable populations, including women and children.

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

Human trafficking survivors and other members of Maiti Nepal act out a story about human trafficking in the village of Nangle Bhare, Nepal. The organization uses music, dance, and drama to engage illiterate audiences.



# 2013 TIP REPORT HEROES

Each year, the Department of State honors individuals around the world who have devoted their lives to the fight against human trafficking. These individuals are NGO workers, lawmakers, police officers, and concerned citizens who are committed to ending modern slavery. They are recognized for their tireless efforts—despite resistance, opposition, and threats to their lives—to protect victims, punish offenders, and raise awareness of ongoing criminal practices in their countries and abroad.

## LAURA ANYOLA TUFON

*Cameroon*



In her 10 years as the Northwest Regional Coordinator of the Justice and Peace Commission, Laura Anyola Tufon has been relentless in her commitment to fight child trafficking and forced labor in Cameroon. Despite a challenging environment where poverty, culture, and tradition converge to create vulnerabilities that facilitate trafficking in persons, Ms. Anyola is directly involved in the identification of, and delivery of assistance to, victims of human trafficking. In 2012, she identified 80 trafficking victims, and provided assistance to over 100 such individuals.

Ms. Anyola's leadership has transformed her organization into a model for Central Africa. In 2009, the Justice and Peace Commission created the first community-based protection system in Cameroon to identify at-risk children and to protect victims from being re-trafficked. Additionally, Ms. Anyola has worked within the appropriate legal systems to compel traffickers to compensate survivors and their families, leading to nearly 300 victims and their families receiving reintegration assistance and education.

Ms. Anyola continues to call for the government to enforce its human trafficking legislation by regularly prosecuting traffickers and ensuring that victims receive the protection they need.

## KATRIN GLUIC

*Croatia*



Katrin Gluic has spearheaded Croatian Police efforts to combat human trafficking since January 2010. She is frequently identified as a driving force for creating necessary changes on anti-trafficking efforts, including those related to Croatia's EU accession.

As a chief police inspector within the National Police Office for the Suppression of Corruption and Organized Crime (PNUSKOK), Ms. Gluic coordinates trafficking investigations in Croatia. She oversees initial assistance to victims as a leader of Croatia's highly effective and innovative mobile teams, which she helped to create. These teams consist of specialized government, Red Cross, and NGO personnel, and rapidly deploy in order to handle initial care and placement of victims in suspected trafficking cases. She also designed and executed an extensive anti-trafficking training program involving several branches of the Ministry of Interior, including the border police, police academy, and virtually all police precincts.

Ms. Gluic has been pivotal in Croatia's international cooperation in the fight against trafficking. In 2012, she coordinated efforts to shut down an international forced prostitution and narcotics ring, creating joint initiatives with counterparts in Spain, Serbia, Hungary, and Slovenia. She ensured that victims returning to Croatia received the assistance they needed in the difficult process of reintegration.

## SIMONA BROOMES

*Guyana*



Simona Broomes is a courageous leader in assisting human trafficking victims and raising awareness about human trafficking in Guyana. After 25 years as a miner, in 2012 she established the Guyana Women Miners Organization (GWMO), a volunteer membership and advocacy organization, to empower women miners and address the economic discrimination and physical intimidation that women miners face. The GWMO is the first organization of its kind in Guyana comprising women miners advocating on a cross-section of social and economic issues. Ms. Broomes has worked relentlessly to engage the government, the international community, and the media to raise public awareness about human trafficking, identify traffickers, promote access to victim care in remote mining communities, improve the law enforcement response, and increase job training for women in mining.

In April, Ms. Broomes was physically assaulted by traffickers while rescuing victims. Despite the dangers of retaliation, however, she has assisted several victims, and GWMO members have temporarily housed survivors before transporting them from remote areas to government care and law enforcement officials in the capital. Under her dynamic leadership, the GWMO and its 440 members have become undeniably powerful anti-trafficking advocates and a recognized force in combating human trafficking while promoting equality and economic opportunities for women in Guyana.

## MOHAMMED BASSAM AL-NASSERI

*Iraq*



Mohammed Bassam Al-Nasseri has played a critical role in the development, passage, and implementation of Iraq's comprehensive 2012 anti-trafficking legislation. As a capacity building officer at the International Organization for Migration, Mr. Al-Nasseri has provided superior leadership and unflagging support to the International Trafficking in Persons Working Group in Iraq, a forum for Iraq's Central Committee to Combat Trafficking in Persons, to coordinate with the international community to fight human trafficking.

Mr. Al-Nasseri also served as a tireless advocate for 35 stranded Ukrainian and Bulgarian construction workers in Iraq. During daily visits to the construction site where the workers were living in crowded, dark, dirty, and unventilated conditions without electricity, money, or water, Mr. Al-Nasseri delivered essential medical assistance, potable water, and hot food, and assisted the workers so they could call home. Mr. Al-Nasseri worked closely with various government ministries on the workers' case. Through his advocacy efforts, the workers were spared from even more dire circumstances and were repatriated back to their home countries, where they continue to participate in legal proceedings against their former employer. Mr. Al-Nasseri's heroic and continuing involvement in this case is just one example of his exceptional commitment to fighting human trafficking.

**JAVIER ANTONIO MORAZÁN***Nicaragua***JUAN VICTORIANO RUÍZ***Nicaragua*

The partnership that Javier Antonio Morazán and Juan Victoriano Ruíz have forged in their efforts to combat human trafficking has been one of the most important law enforcement advances in Nicaragua.

Mr. Morazán, the Head of the Public Prosecutor's Anti-Corruption and Anti-Organized Crime Unit, is one of the Nicaraguan government's most knowledgeable officials on human trafficking. Since 2009, he has been personally responsible for the vast majority of convictions against traffickers, and under his leadership, the number of human trafficking prosecutions went from zero to a record-high of 35 in 2012.

But Nicaragua's progress in prosecutions is not due solely to Mr. Morazán's work in the Public Prosecutor's office. Without Lieutenant Ruíz and his team's efforts to collect evidence against traffickers and shut down human trafficking rings, none of the success of Mr. Morazán's unit would have been possible. As the head of the Nicaraguan National Police's Anti-TIP Unit (NNP), Lieutenant Ruíz leads a small but dedicated group of officers responsible for investigating human trafficking cases throughout Nicaragua. Over the three years since Mr. Ruíz assumed leadership, the NNP has investigated an average of 24 cases a year, compared to an average of 11 cases a year over the two years before Mr. Ruíz's unit was created.

Each of these officials is extraordinary in his own right; however, what is truly remarkable is the partnership they have formed. Their work together, and the level of coordination and trust they have developed, has been key to advancing Nicaragua's success in the fight against human trafficking.

**IPPEI TORII***Japan*

Ippei Torii has been a forceful leader in anti-trafficking efforts as the secretary general for Solidarity Network with Migrants Japan (SMJ), which has provided shelter and assistance to more than 4,000 foreign workers in Japan who have escaped from exploitative conditions or sought help recovering unpaid wages. SMJ has offered advice and assistance by telephone to more than 1,200 foreign workers in Japan's Industrial Trainee and Technical Intern Program (TTIP), a government-run program that recruits unskilled labor to work at factories and farms in Japan. Awareness of Mr. Torii's network has spread by word of mouth by foreign workers, who distribute mobile phone numbers of SMJ staff to those in need of assistance.

The organization has also engaged in public awareness and lobbying campaigns both domestically and abroad to raise concerns about how traffickers exploit the TTIP to coerce foreign workers into conditions of forced labor. Mr. Torii meets regularly with various ministries that are responsible for oversight of the program, and he has provided guidance to the UN Special Rapporteur on the Human Rights of Migrants. His persistence has kept this issue squarely before the press and on the political agenda in Japan.

**SUSAN OPLE***The Philippines*

Susan "Toots" Ople is founder and president of the Blas F. Ople Policy Center and Training Institute, a Philippine non-profit organization dedicated to helping distressed Overseas Filipino Workers (OFWs) with labor and migration issues. The Ople Center provides free legal assistance to survivors of human trafficking, as well as other free reintegration services. It represents the OFW sector on the Inter-Agency Council Against Trafficking (IACAT), a successful multi-agency government body that, with the help of the private sector, civil society, and international partners, combats all forms of human trafficking. With an estimated 10 million Filipinos working abroad, the Ople Center has been a leader in calling for an increased focus on combating labor trafficking.

Ms. Ople works tirelessly to reintegrate trafficking victims into Philippine society, believing that skills training combined with good job placement will empower these workers to secure safer employment. Through her leadership, the Ople Center has entered into partnerships with hotels, private sector companies, and legislative offices to secure jobs and training for trafficking survivors. One woman trained at the center, a former domestic worker in Libya, now heads the housekeeping unit of a major resort hotel in Cebu, while another trafficking survivor works as an employee of IACAT.

**PAUL HOLMES***United Kingdom*

Paul Holmes is an internationally-renowned expert in combating human trafficking. His expertise is founded upon a long and successful career as an operational officer and criminal investigator with New Scotland Yard. For the past 10 years he has provided anti-trafficking expertise across six continents, primarily in the design and delivery of specialized training for practitioners and performing technical capacity assessments for national governments.

With a focus on a victim-first, human rights-based approach to criminal justice responses to trafficking, his interactive training program encompasses the full range of reactive and pro-active investigative techniques. Within the training sphere, his uniquely practical and effective style has secured his reputation as one of the world's foremost trainers on the subject. He has developed and published wide-ranging investigative "good practice" manuals for a number of national governments and international organizations such as the United Nations, the International Organization for Migration, the Organization for Security and Cooperation in Europe, and Interpol. Additionally, he has held various advisory roles in the international arena and currently serves as a member of the UN Office on Drugs and Crime Expert Group on the Palermo Protocol.

**IN MEMORIAM***Eunice Kisembo, Uganda*

2012 saw the tragic loss of Eunice Kisembo, the former Head of the Counter Trafficking in Persons Office of the Government of Uganda. Her trailblazing efforts were critical in addressing human trafficking in Uganda, assisting Ugandan victims of trafficking around the world by aggressively investigating potential trafficking crimes, and establishing Uganda's National Task Force against Human Trafficking.

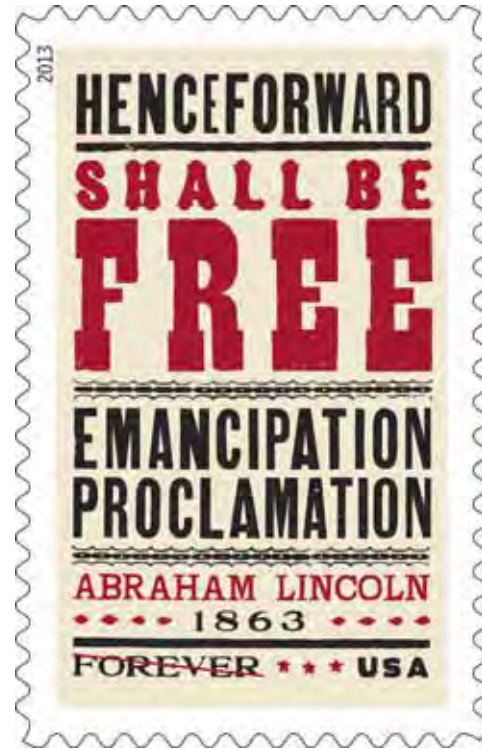


A report published by UNODC and the Brazilian government in 2013 highlighted that, between 2005 and 2011, most of the Brazilian trafficking victims identified by consular officials abroad were Brazilian women exploited in sex trafficking in Europe. However, many Brazilian sex trafficking victims—children and adults, male, female, and transgender—are also exploited within the country.



*“[A]s we review our pledge to erase modern forms of slavery from the face of this earth, let us also draw strength from the monuments of the past. . . .”*

– President Barack Obama  
December 31, 2012



In January 2013, the United States Postal Service issued a stamp commemorating the 150th Anniversary of the Emancipation Proclamation, a promise that continues to drive United States Government anti-trafficking activities.



Gold has increasingly become a source of income for armed groups operating in eastern Congo. According to a report published on October 25, 2012, by the Enough Project, this gold has ended up in jewelry stores around the world. Artisanal gold miners—and those who mine other minerals as well—work in exploitative conditions and are often subjected to debt bondage.





# THE TIERS

## TIER 1

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

## TIER 2

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

## TIER 2 WATCH LIST

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

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

## TIER 3

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



## TIER PLACEMENTS

AFGHANISTAN	2WL
ALBANIA	2WL
ALGERIA	3
ANGOLA	2WL
ANTIGUA & BARBUDA	2
ARGENTINA	2
ARMENIA	1
ARUBA	2
AUSTRALIA	1
AUSTRIA	1
AZERBAIJAN	2
THE BAHAMAS	2
BAHRAIN	2WL
BANGLADESH	2
BARBADOS	2WL
BELARUS	2WL
BELGIUM	1
BELIZE	2
BENIN	2
BHUTAN	2
BOLIVIA	2
BOSNIA & HERZEGOVINA	2
BOTSWANA	2
BRAZIL	2
BRUNEI	2
BULGARIA	2
BURKINA FASO	2
BURMA	2WL
BURUNDI	2WL
CAMBODIA	2WL
CAMEROON	2
CANADA	1
CAPE VERDE	2
CENTRAL AFRICAN REP.	3
CHAD	2WL
CHILE	2
CHINA (PRC)	3*
COLOMBIA	1
COMOROS	2WL
CONGO (DRC)	3
CONGO, REPUBLIC OF	2
COSTA RICA	2
COTE D'IVOIRE	2
CROATIA	2
CUBA	3
CURACAO	2
CYPRUS	2
CZECH REPUBLIC	1
DENMARK	1
DJIBOUTI	2WL
DOMINICAN REPUBLIC	2
ECUADOR	2
EGYPT	2
EL SALVADOR	2
EQUATORIAL GUINEA	3
ERITREA	3
ESTONIA	2
ETHIOPIA	2
FIJI	2
FINLAND	1
FRANCE	1
GABON	2

THE GAMBIA	2WL
GEORGIA	2
GERMANY	1
GHANA	2
GREECE	2
GUATEMALA	2
GUINEA	2WL
GUINEA-BISSAU	3
GUYANA	2WL
HAITI	2WL
HONDURAS	2WL
HONG KONG	2
HUNGARY	2
ICELAND	1
INDIA	2
INDONESIA	2
IRAN	3
IRAQ	2
IRELAND	1
ISRAEL	1
ITALY	1
JAMAICA	2
JAPAN	2
JORDAN	2
KAZAKHSTAN	2
KENYA	2WL
KIRIBATI	2
KOREA, NORTH	3
KOREA, SOUTH	1
KOSOVO	2
KUWAIT	3
KYRGYZ REPUBLIC	2
LAOS	2
LATVIA	2
LEBANON	2WL
LESOTHO	2WL
LIBERIA	2WL
LIBYA	3
LITHUANIA	2
LUXEMBOURG	1
MACAU	2
MACEDONIA	1
MADAGASCAR	2WL
MALAWI	2
MALAYSIA	2WL
MALDIVES	2WL
MALI	2WL
MALTA	2
MARSHALL ISLANDS	2WL
MAURITANIA	3
MAURITIUS	2
MEXICO	2
MICRONESIA	2WL
MOLDOVA	2
MONGOLIA	2
MONTENEGRO	2
MOROCCO	2WL
MOZAMBIQUE	2
NAMIBIA	2WL
NEPAL	2
NETHERLANDS	1
NEW ZEALAND	1

NICARAGUA	1
NIGER	2
NIGERIA	2
NORWAY	1
OMAN	2
PAKISTAN	2
PALAU	2
PANAMA	2
PAPUA NEW GUINEA	3
PARAGUAY	2
PERU	2
PHILIPPINES	2
POLAND	1
PORTUGAL	2
QATAR	2
ROMANIA	2
RUSSIA	3*
RWANDA	2WL
ST. LUCIA	2WL
ST. MAARTEN	2
ST. VINCENT & THE GREN.	2
SAUDI ARABIA	3
SENEGAL	2
SERBIA	2
SEYCHELLES	2WL
SIERRA LEONE	2
SINGAPORE	2
SLOVAK REPUBLIC	1
SLOVENIA	1
SOLOMON ISLANDS	2WL
SOUTH AFRICA	2
SOUTH SUDAN	2WL
SPAIN	1
SRI LANKA	2WL
SUDAN	3
SURINAME	2WL
SWAZILAND	2
SWEDEN	1
SWITZERLAND	2
SYRIA	3
TAIWAN	1
TAJIKISTAN	2
TANZANIA	2WL
THAILAND	2WL
TIMOR-LESTE	2
TOGO	2
TONGA	2
TRINIDAD & TOBAGO	2WL
TUNISIA	2WL
TURKEY	2
TURKMENISTAN	2WL
UGANDA	2
UKRAINE	2WL
UNITED ARAB EMIRATES	2
UNITED KINGDOM	1
UNITED STATES OF AMERICA	1
URUGUAY	2WL
UZBEKISTAN	3*
VENEZUELA	2WL
VIETNAM	2
YEMEN	3
ZAMBIA	2
ZIMBABWE	3

\* Auto downgrade from Tier 2 Watch List

SOMALIA

Special Case



YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2006	170	51		3
2007	123 (28)	63 (26)		5
2008	109 (18)	90 (20)	7,799	10
2009	325 (47)	117 (30)	10,861	8
2010	272 (168)	163 (113)	9,626	5
2011	257 (99)	218 (116)	10,094	2
2012	493 (273)	252 (177)	10,043	4

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

**Tier Placements**

- Tier 1
- Tier 2
- Tier 2 Watch List
- Tier 3
- Tier 3 (Auto downgrade)
- Special Cases



# EAST ASIA & PACIFIC

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2006	1,321	763		3
2007	1,047 (7)	651 (7)		4
2008	1,083 (106)	643 (35)	3,374	2
2009	357 (113)	256 (72)	5,238	3
2010	427 (53)	177 (9)	2,597	0
2011	1,581 (55)	1,213 (55)	5,357	4
2012	1,682 (115)	1,251 (103)	8,521	4

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

### Tier Placements

- Tier 1
- Tier 2
- Tier 2 Watch List
- Tier 3
- Tier 3 (Auto downgrade)



# EUROPE

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2006	2,950	1,821		7
2007	2,820 (111)	1,941 (80)		7
2008	2,808 (83)	1,721 (16)	8,981	1
2009	2,208 (160)	1,733 (149)	14,650	14
2010	2,803 (47)	1,850 (38)	8,548	4
2011	3,162 (271)	1,601 (81)	10,185	2
2012	3,161 (361)	1,818 (112)	11,905	3

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

\* As part of the Kingdom of the Netherlands, Aruba and Curacao are covered by the State Department's Bureau of European Affairs.

### Tier Placements

- Tier 1
- Tier 2
- Tier 2 Watch List
- Tier 3
- Tier 3 (Auto downgrade)



# NEAR EAST

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2006	295	187		2
2007	415 (181)	361 (179)		1
2008	120 (56)	26 (2)	688	6
2009	80 (9)	57 (8)	1,011	6
2010	323 (63)	68 (10)	1,304	1
2011	209 (17)	60 (5)	1,831	2
2012	249 (29)	149 (15)	4,047	1

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

### Tier Placements

- Tier 1
- Tier 2
- Tier 2 Watch List
- Tier 3
- Tier 3 (Auto downgrade)



# SOUTH & CENTRAL ASIA

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2006	629	275		0
2007	824 (162)	298 (33)		4
2008	644 (7)	342 (7)	3,510	2
2009	1,989 (56)	1,450 (10)	8,325	1
2010	1,460 (196)	1,068 (11)	4,357	1
2011	974 (24)	829 (11)	3,907	2
2012	1,043 (6)	874 (4)	4,415	1

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

### Tier Placements

- Tier 1
- Tier 2
- Tier 2 Watch List
- Tier 3
- Tier 3 (Auto downgrade)

# WESTERN HEMISPHERE



YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2006	443	63		6
2007	426 (1)	113 (1)		7
2008	448 (42)	161 (24)	6,609	5
2009	647 (47)	553 (66)	9,020	1
2010	732 (80)	293 (65)	6,681	6
2011	1,023 (42)	318 (52)	9,836	3
2012	1,077 (369)	402 (107)	7,639	8

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

### Tier Placements

- Tier 1
- Tier 2
- Tier 2 Watch List
- Tier 3
- Tier 3 (Auto downgrade)





In Brazil, men subjected to forced labor in rural areas live where they work, often in remote areas. They produce charcoal, log trees, and clear jungle for cattle pastures. Many spend their nights in shelter they make from plastic sheeting they throw over branches, in places open to rain and snakes. They may drink contaminated water from stagnant pools shared with cattle or eat rancid scraps of meat along with rice, beans or watery stews. Their bathrooms often are open holes they dig in the earth.

# How to Read a Country Narrative

This page shows a sample country narrative. The Prosecution, Protection, and Prevention sections of each country narrative describe how a government has or has not addressed the relevant TVPA minimum standards (see page 388), during the reporting period. This truncated narrative gives a few examples.

The country's tier ranking is based on the government's efforts against trafficking as measured by the TVPA minimum standards.

## COUNTRY X (Tier 2 Watch List)

Profile of human trafficking in recent years.

Country X is a transit and destination country for men and women subjected to forced labor and, to a much lesser extent, forced prostitution. Men and women from South and Southeast Asia, East Africa, and the Middle East voluntarily travel to Country X as laborers and domestic servants, but some subsequently face conditions indicative of involuntary servitude. These conditions include threats of serious harm, including threats of legal action and deportation; withholding of pay; restrictions on freedom of movement, including the confiscation of passports and travel documents and physical, mental, and sexual abuse. In some cases, arriving migrant workers have found that the terms of employment in Country X are wholly different from those they agreed to in their home countries. Individuals employed as domestic servants are particularly vulnerable to trafficking since they are not covered under the provisions of the labor law. Country X is also a destination for women who migrate and become involved in prostitution, but the extent to which these women are subjected to forced prostitution is unknown.

Synopsis of government efforts.

The Government of Country X shows evidence of overall increasing efforts. However, it is making significant progress in enacting necessary trafficking legislation, during the reporting period it reaffirmed its commitment to this goal over the next year. Despite these efforts, the government did not show evidence of overall progress in prosecuting and punishing trafficking offenders and identifying victims of trafficking; therefore, Country X is placed on Tier 2 Watch List.

Guidance on how the government can improve its performance and obtain a better tier ranking.

**Recommendations for Country X:** Enact the draft comprehensive anti-trafficking legislation. Significantly increase efforts to investigate and prosecute trafficking offenses and convict and punish trafficking offenders. Consistently apply formal procedures to identify victims of trafficking among vulnerable groups. Increase efforts for immigration violations or human trafficking. Disaggregate, analyze and disseminate trafficking law enforcement data.

Summary of the government's legal structure and law enforcement efforts against human trafficking.

**Prosecution**  
The Government of Country X made minimal efforts to investigate and prosecute trafficking offenses during the reporting period. Country X does not prohibit all acts of trafficking, but it criminalizes slavery under Section 321 and forced labor under Section 322 of its criminal law. The prescribed penalty for forced labor – up to six months' imprisonment – is not sufficiently stringent. Article 297 prohibits forced or coerced prostitution, and the prostitution of a child below age 15 even if there was no compulsion or redress; the prescribed penalty is up to 15 years' imprisonment, which is commensurate with penalties prescribed for other serious crimes, such as rape. Draft revisions to the penal code have not yet been enacted. An unconfirmed report indicates that four traffickers were charged with fraudulently issuing visas to workers who they then exploited. Two were reportedly deported, and two were reportedly convicted. The government did not confirm nor deny the existence of this case. The government did not report any investigations, prosecutions, convictions, or sentences for trafficking complicity of public officials.

### Protection

Country X made minimal progress in protecting victims of trafficking during the reporting period. Although the government reportedly refer suspected abuse cases to the government anti-trafficking shelter for investigation, the government continues to lack a systematic procedure for law enforcement to identify victims of trafficking among vulnerable populations, such as foreign workers awaiting deportation and women arrested for prostitution; as a result, victims may be punished and automatically deported without being identified as victims or offered protection. The government reported that the MOI has a process by which it refers victims to the trafficking shelter; however, this process is underutilized in practice. The trafficking shelter assisted 24 individuals during the reporting period and provided them with a wide range of services, including full medical treatment and legal and job assistance. Country X commonly fines and detains potential trafficking victims for unlawful acts committed as a direct result of being trafficked, such as immigration violations and running away from their sponsors, without determining whether the individuals are victims of trafficking.

Country X sometimes offers temporary relief from deportation so that victims can testify as witnesses against their employers. However, victims were generally not permitted to leave the country if there is a pending case. The government did not routinely encourage victims to assist in trafficking investigations or consistently offer victims alternatives to removal to countries where they may face retribution or hardship.

### Prevention

Country X made modest progress in preventing trafficking in persons during the reporting period. In March, Country X hosted a two-day regional workshop meant to establish dialogue between scholars, government officials, and stakeholders to discuss regional and international efforts to combat TIP and how to help victims. While the government made no apparent effort to amend provisions of Country X's sponsorship law – enacted in March 2009 – to help prevent the forced labor of migrant workers, the government did start to enforce other parts of the law to the benefit of migrant workers. One provision in the sponsorship law continues to require foreign workers to request exit permits from their sponsors in order to leave Country X. Although this may increase migrant workers' vulnerability to forced labor, the law created a new process through which a laborer who was not granted an exit permit due to a sponsor's refusal or other circumstances can seek one by other means. The government has a national plan of action to address trafficking in persons, but did not publicly disseminate the plan or take steps to implement it during the reporting period. The government did not take any public awareness campaigns aimed at reducing the demand for commercial sex acts in Country X, but the government undertook public awareness campaigns, but the government convicted two of its nationals for soliciting children for sex in other countries and sentenced them to 10 years' imprisonment.

TVPA Minimum Standard 4(2) – whether the government adequately protects victims of trafficking by identifying them and ensuring they have access to necessary services.

Summary of the government's efforts to ensure that trafficking victims are identified and provided adequate protection.

TVPA Minimum Standard 4(10) – whether the government shows evidence of overall increasing efforts.

TVPA Minimum Standards 1-3 – whether the government prohibits all forms of trafficking and prescribes adequate criminal punishments.

TVPA Minimum Standard 4(3) – whether the government is making adequate efforts to prevent human trafficking.

Summary of the government's efforts to prevent human trafficking.

TVPA Minimum Standard 4(1) – whether the government vigorously investigates and prosecutes trafficking offenses and convicts and punishes trafficking offenders and provides data on these actions.

TVPA Minimum Standard 4(7) – whether the government has made adequate efforts to address the involvement in or facilitation of human trafficking by government employees.

TVPA Minimum Standard 4(11) – whether the government has made efforts to reduce the demand for commercial sex acts, and, if applicable, participation in international sex tourism by its nationals.