

Contents

| | |
|--|---------------|
| Introduction | 5-41 |
| The 2009 Trafficking in Persons Report | 5-14 |
| Purpose | 5 |
| Human Trafficking Defined | 6 |
| The Scope and Nature of Modern-Day Slavery | 7 |
| Focus of the 2009 TIP Report | 9 |
| Methodology | 9 |
| Major Forms of Trafficking in Persons | 14-25 |
| Forced Labor | 14 |
| Bonded Labor | 16 |
| Debt Bondage Among Migrant Laborers | 17 |
| Involuntary Domestic Servitude | 17 |
| Forced Child Labor | 19 |
| Child Soldiers | 20 |
| Sex Trafficking | 21 |
| Child Sex Trafficking and Related Abuses | 22 |
| The Three P's: Punishment, Protection, Prevention | 25-32 |
| Punishing Trafficking Offenders | 27 |
| Protecting Victims Adequately | 27 |
| Prevention: Spotlight on Addressing Demand | 31 |
| Financial Crisis and Human Trafficking | 32-40 |
| Topics of Special Interest | |
| The Role of Parents in Child Trafficking | 7 |
| Public-Private Sector Partnerships: A Powerful Tool | 10 |
| Debunking Common Trafficking Myths | 13 |
| What's in a Name? Human Trafficking in Translation | 15 |
| Human Trafficking for Organ Removal | 17 |
| Victim Restitution: Key to Justice, Key to Rebuilding a Life | 18 |
| Child Trafficking in Gold Mines | 23 |
| Buying or Negotiating a Victim's Freedom | 24 |
| Strengthening Prohibitions Against Forced Labor and Fraudulent Recruitment of Foreign Workers | 26 |
| Trafficking of Burmese Refugees in Southeast Asia | 29 |
| Statelessness: A Key Vulnerability to Human Trafficking | 31 |
| Detaining Adult Victims in Shelters: A Bad Practice | 35 |
| Gender Imbalance in Human Trafficking | 36 |
| International Woman of Courage | 38 |
| Legal Assistance for Trafficking Victims | 39 |
| Domestic Violence and Human Trafficking | 41 |
| In Memoriam | 43 |
| Forced Labor Costs Considerable: A View from the ILO | 47 |
| Global Law Enforcement Data | 47 |
| Commendable Initiatives Around the World | 42-43 |
| 2009 TIP Report Heroes | 44-46 |
| Tier Placements/Maps | 48-56 |
| U.S. Government Domestic Anti-Trafficking Efforts | 57 |
| Country Narratives | 58-307 |

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



Dear Reader:

Since President Clinton issued the first U.S. Government policy against human trafficking in 1998, we have seen unprecedented forward movement around the world in the fight to end human trafficking, a form of modern-day slavery. A majority of the world's countries now have criminal legislation prohibiting all forms of trafficking in persons, and global awareness has been immeasurably raised.

Yet much remains to be done, particularly in identifying and addressing the root causes of trafficking, including policies and practices that contribute to the trafficking of vulnerable populations. From girls denied schooling or coerced into under-aged marriages, to ethnic minorities without citizenship or birth registration, to migrant workers forced to work against their will by employers who abuse legal processes – the effectiveness of long-term prevention efforts will require us to look carefully at causal factors and commit to relevant reforms.

The ninth annual Trafficking in Persons Report sheds light on the faces of modern-day slavery and on new facets of this global problem. The human trafficking phenomenon affects virtually every country, including the United States. In acknowledging America's own struggle with modern-day slavery and slavery-related practices, we offer partnership. We call on every government to join us in working to build consensus and leverage resources to eliminate all forms of human trafficking. This year, there is new urgency in this call. As the ongoing financial crisis takes an increasing toll on many of the world's migrants – who often risk everything for the slim hope of a better future for their families – too often they are ensnared by traffickers who exploit their desperation. We recognize their immense suffering, and we commit to aiding their rescue and recovery.

As we move forward to meet the challenges of today, I am committed to sharing the lessons learned from our past efforts, and I offer our collective expertise to collaborate with you in bringing relief to victims, justice to perpetrators, and hope to future generations currently in peril.

Bringing an end to the global trade in people is a priority for the United States in keeping with American values that place a premium on human rights, democracy, and the rule of law. I am confident that together we can make a difference, all over the world, in the lives of people deprived of their freedom.

Sincerely,

Hillary Rodham Clinton
Hillary Rodham Clinton



Dear Reader:

The 2009 Trafficking in Persons Report reflects the commitment of Secretary Clinton and President Obama to address this crime at home and abroad. As President Obama has said:

Sadly, there are thousands who are trapped in various forms of enslavement, here in our country ... oftentimes young women who are caught up in prostitution. So, we've got to give prosecutors the tools to crack down on these human trafficking networks. Internationally, we've got to speak out. It is a debasement of our common humanity, whenever we see something like that taking place.

As a federal prosecutor, I have seen first-hand the impact of human trafficking. I saw the violence and greed of the traffickers, and the suffering and trauma of the victims. I came to understand that the survivors are not statistics – they are people who share not only the painful memories but also the joyful experience of healing. And I learned that when law enforcement authorities work with survivors and the NGOs who assist them, trafficking networks are dismantled and victims are empowered.

The international anti-trafficking movement has come a long way in the last decade. Around the world, new partnerships between police and NGOs have resulted in the prosecution of thousands of trafficking cases, and a new focus on victims' rights has resulted in assistance for many thousands of victims.

But there is still much to do. As documented by this report and a recent United Nations survey, many countries have not brought any cases under their trafficking statutes, and few labor trafficking cases are being prosecuted. NGOs that provide critical protections – including sustainable shelters and reintegration programs – are adversely affected as donor nations and philanthropists feel the strain of the financial crisis.

Not all progress will come through programs or prosecutions, however. Culturally, we need to see through to each individual's humanity and recognize how traffickers exploit their victims' vulnerabilities to hold them in servitude, whether in fields, factories, homes, or brothels. Likewise, we must see past the movement and migration that characterize so many human trafficking situations and focus on the compelled service that the Palermo Protocol and other international instruments place at the core of this phenomenon.

Globally, there are countless persons who labor in bondage and suffer in silence, feeling that they are trapped and alone. For too many, when they think of police, it is with fear, not with the promise of rescue. If they think of escape, it is a jump into the unknown that they dare not take, since so many do not know that NGOs stand ready to help them if they leave. This report is their story. It is the story of governments, organizations, and individuals who give such survivors a chance for freedom. It is on their behalf, and in the spirit of a common humanity, that we seek a global partnership for the abolition of modern slavery.

Sincerely,

A handwritten signature in dark ink, reading "Luis CdeBaca". The signature is fluid and cursive, with the first name "Luis" and last name "CdeBaca" clearly distinguishable.

Ambassador Luis CdeBaca

decrease in arbitrary detentions after the late 2007 signing of a formalized referral agreement among the MOI, the Ministry of Woman's Affairs (MOWA), and various shelters, and the opening of two government-run referral centers. Under this new procedure, police refer women victimized by violence to MOWA which, in turn, refers the women, including trafficking victims, to appropriate NGO facilities. The MOI's referral center in Jalalabad assisted female victims of trafficking and other crimes with support from MOWA and UNIFEM. Its four MOI officers investigated cases and four MOWA paralegals provided support and legal advice to the women. A second referral center opened in April 2008 in Parwan. The government referred and transported victims to IOM and NGOs during the reporting period, but did not provide information on the number of victims assisted in this manner. An NGO reported that the police referred 23 victims and the MOWA referred four to its shelter in Kabul. The MOI referred the majority of the 40 victims assisted by IOM in 2008. There are no facilities in Afghanistan to provide shelter or specific protective services to male trafficking victims; during the reporting period, some trafficked boys were placed in government-run orphanages and a facility for juvenile criminals while their cases were being investigated. MOWA staff reportedly visited prisons during the reporting period to ensure women and girls in custody are not victims of sex crimes or sex trafficking; concrete results from these prison visits are unknown. There is no evidence that the government encouraged victims to assist in investigations of their traffickers during the reporting period. The new anti-trafficking law permits foreign victims to remain in Afghanistan for at least six months.

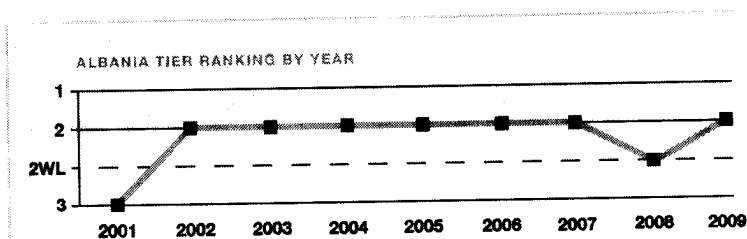
Prevention

During the reporting period, the Afghanistan government made negligible efforts to prevent human trafficking. The government did not carry out any public awareness campaigns to warn at-risk populations of the dangers of trafficking or potential traffickers of the consequences of trafficking. Ministry of Justice officials participated in a televised roundtable discussing the July 2008 anti-trafficking law. The government did not take steps to reduce the demand for commercial sex acts or forced labor during the reporting period. Afghanistan has not ratified the 2000 UN TIP Protocol.

ALBANIA (Tier 2)

Albania is a source country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor, including forced begging. Albanian victims are trafficked primarily to Greece, and also to Italy, Macedonia, Kosovo, Spain, France, the UK, and other Western European countries, as well as within Albania. Available data indicate that more than half the victims of

trafficking are under the age of 18. Most sex trafficking victims are women and girls between the ages of 15 and 25, and 90 percent are ethnic Albanian. Ethnic Roma children are most at risk for forced begging. There is evidence that Albanian men have been trafficked for forced labor to the agricultural sector of Greece and other neighboring countries.



The Government of Albania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increased political will to combat human trafficking over the last year, particularly through progress made in its efforts to identify victims of trafficking. Concerns remained regarding whether the government vigorously prosecuted labor trafficking offenders and public officials who participated in or facilitated human trafficking.

Recommendations for Albania: Vigorously investigate and prosecute law enforcement officials' complicity in trafficking; vigorously prosecute labor trafficking offenders; continue to work with NGOs and civil society to ensure full implementation of the national mechanism for referring victims to service providers; continue funding victim assistance and protection services, including shelters; and improve existing prevention programs in collaboration with NGOs, including joint activities targeted at reducing the demand for human trafficking.

Prosecution

The Government of Albania made some progress in its anti-trafficking law enforcement efforts during 2008. Albania criminally prohibits sex and labor trafficking through its penal code, which prescribes penalties of five to 15 years' imprisonment. These penalties are sufficiently stringent and exceed those prescribed for rape. In 2008, Albania prosecuted 22 trafficking cases, compared with 49 in 2007, and convicted 26 trafficking offenders, compared with seven in 2007. All of the prosecutions and convictions involved sex trafficking of women or children. In 2008, sentences for convicted trafficking offenders ranged from two to 25 years' imprisonment. The government instituted routine anti-trafficking training for police recruits and current police officers, and organized additional training for judges and social service providers. In an outreach effort to potential female victims, in 2008 the government assigned approximately 20 female anti-

trafficking police officers to organized crime police units throughout the country. Pervasive corruption at all levels and sectors of Albanian society remained an obstacle to reducing human trafficking in Albania. The government reported that the cases of official complicity referenced in the 2008 Report were determined to have involved smuggling, not human trafficking.

Protection

The Government of Albania boosted efforts to provide victims of trafficking with protection and assistance in 2008. Officials improved the functioning of the national victim referral mechanism and, as a result, identified 108 victims of trafficking in 2008, a five-fold increase from the previous year. The government provided approximately \$262,000 in funding to the government-operated victim care shelter, an increase of 16 percent over the previous year; it also provided occasional in-kind assistance, such as use of government buildings and land, to four additional NGO-managed shelters. The government encouraged victims to participate in investigations and prosecutions of trafficking offenders; however, victims often refused to testify, or they changed their testimony as a result of intimidation from traffickers or fear of intimidation. Victims were not penalized in Albania for unlawful acts committed as a direct result of their being trafficked. Albanian law provides for legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

Prevention

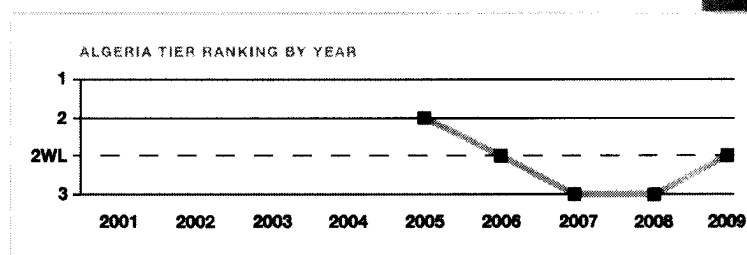
The Government of Albania implemented several anti-trafficking prevention activities during the reporting period. International organizations fund the majority of prevention campaigns, but the Ministry of Interior has funded the national toll-free, 24-hour hotline for victims and potential victims of trafficking since November 2007. The Ministry of Education includes in its high school curriculum awareness-raising of the dangers of trafficking. Senior government officials spoke out against human trafficking, and the government provided tax breaks to businesses that employ people at-risk for trafficking. In 2008, the government approved a new national action plan on combating trafficking, which specifically addressed issues related to child trafficking. The Ministry of Tourism took the lead in monitoring a code of conduct for the prevention of child sex tourism that 24 tourist agencies and hotels signed. There was no evidence that the government undertook prevention activities specifically targeted at reducing the demand for commercial sex acts or forced labor.

ALGERIA (Tier 2 Watch List)

Algeria is a transit country for men and women trafficked from sub-Saharan Africa to Europe for the purposes of commercial sexual exploitation and forced labor. These men and women enter Algeria, voluntarily but illegally, often with the assistance of smugglers. Some

of them become victims of trafficking; men are forced into unskilled labor and women into prostitution to pay smuggling debts. Criminal networks of sub-Saharan nationals in southern Algeria facilitate transit by arranging transportation, forged documents, and promises of employment. Among an estimated population of 5,000 to 9,000 illegal migrants, some 4,000 to 6,000 are believed to be victims of trafficking, of whom approximately 1,000 are women.

The Government of Algeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In January 2009, the government approved new legislation that criminalizes trafficking in persons for the purposes of labor and sexual exploitation. The law will enter into force when published in the government's Official Journal. The new law represents an important step toward complying with international standards, though its implementation is as yet untested. Despite these efforts, the government did not show overall progress in punishing trafficking crimes and protecting trafficking victims and continued to lack adequate measures to protect victims and prevent trafficking; therefore, Algeria is placed on Tier 2 Watch List.



Recommendations for Algeria: Proactively implement the new anti-trafficking law by training law enforcement and judicial officials, investigating potential offenses, and prosecuting offenders; strengthen the institutional capacity to identify victims of trafficking among illegal migrants; improve services available to trafficking victims, such as shelter, medical, psychological, and legal aid; ensure victims are not punished for unlawful acts committed as a direct result of being trafficked; and undertake a campaign to increase public awareness of trafficking.

Prosecution

The Algerian government showed minimal progress in addressing human trafficking through law enforcement means during the reporting period. In January 2009, the government approved legislation that criminalizes all forms of human trafficking and prescribes penalties of three to 10 years' imprisonment for base offenses. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. As of this report's writing, the government had not used the new law to prosecute, convict, or punish

Prevention

The government sustained prevention and public awareness efforts by conducting anti-trafficking education campaigns directed primarily at school children, reaching approximately 3,000 students. The government also worked closely with NGOs, international organizations, and other governments, including the United States, on prevention activities. No efforts to reduce demand for commercial sex acts were reported during the year. Bolivian troops deployed with peacekeeping operations abroad receive human rights training, including information relating to the unlawful commercial sexual exploitation of minors.

BOSNIA AND HERZEGOVINA (Tier 2)

Bosnia and Herzegovina is primarily a source for women and girls trafficked within the country for commercial sexual exploitation, though it is also a destination and transit country for women and girls trafficked to Western Europe for the same purpose. Some victims from Serbia, Ukraine, Moldova, Romania, Iraq, and Russia are trafficked into Bosnia and Herzegovina via Serbia or Montenegro for commercial sexual exploitation. Internal trafficking continued to increase in 2008, as the majority of identified victims were Bosnian, and more than half of them were children. There were reports that some girls, particularly Roma, were trafficked for the purpose of forced marriage. Reports of Roma children trafficked for forced labor continued. Traffickers continued to force some victims to apply for asylum in order to keep their victims in the country legally.

The Government of Bosnia and Herzegovina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to provide funding to NGOs to protect and assist identified trafficking victims. However, some convicted trafficking offenders received suspended sentences. Moreover, the government failed to follow through on investigations of trafficking-related complicity initiated in 2006 and 2007.

Recommendations for Bosnia and Herzegovina:

Vigorously investigate and prosecute all suspected acts of trafficking-related complicity; take steps to reduce the number of suspended sentences given to convicted traffickers; increase law enforcement training to ensure that standard operating procedures regarding trafficked children and victim referrals are implemented consistently throughout Bosnia; and train local officials to use available anti-trafficking legislation.

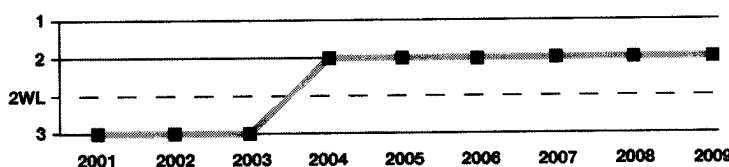
Prosecution

The Government of Bosnia and Herzegovina sustained moderate anti-trafficking law enforcement efforts in 2008. However, the government failed to vigorously address trafficking-related complicity, and some convicted

trafficking offenders continued to receive suspended sentences. The Government of Bosnia prohibits trafficking for sexual and labor exploitation through Article 186 of its criminal code, which prescribes penalties of up to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other grave crimes, such as rape. Local level entities in Bosnia often use "Enticement to Prostitution" laws to prosecute trafficking, which carry lesser penalties. In 2008, state and local level entities investigated a total of 94 suspected trafficking cases, 26 of which had been initiated during the preceding year. Out of the 34 traffickers prosecuted to conviction, state and local-level courts imposed prison sentences on 20 trafficking offenders. Sentences ranged from three months to six years' imprisonment. The remaining 14 convicted traffickers received suspended sentences.

There were continued reports of police and other officials' involvement in trafficking, including by willfully ignoring or actively protecting traffickers or exploiters of trafficking victims in return for payoffs. The government failed to adequately follow up on two previously reported investigations of official complicity in trafficking. A February 2006 investigation involving two State Border Police employees has not been completed. Similarly, a December 2007 case of the alleged involvement of three local officials in the forced prostitution of three children continues to be under investigation by the State Prosecutor's office. Although two of the nine officials accused of involvement in this case are in police custody, no official indictments have been made.

BOSNIA AND HERZEGOVINA TIER RANKING BY YEAR



Protection

The government of Bosnia sustained its efforts to protect identified victims of trafficking in 2008. The government continued to delegate victim assistance services to six local NGOs that provided shelter and medical and psychological assistance to foreign and domestic victims. During the reporting period, the government committed \$22,400 for the care of domestic victims and allocated \$133,333 for assistance to foreign victims of trafficking. NGOs were required to apply for funding on a victim *per capita* basis. The government ensures that victims have access to shelter and services provided by NGOs, and it employed procedures for identifying and referring both foreign and domestic victims. Twenty-nine trafficking victims were identified in 2009, a decline from 50 identified in 2007 and 71 identified in 2006.

Twenty-two victims received assistance in Bosnian NGO shelters in 2008. Throughout the reporting period, the State Coordinator's Office organized training for prosecutors, social workers, and other ministries on standard operating procedures for children who are victims of trafficking; however, more training is needed to ensure these procedures are consistently implemented. The government encouraged victims to assist in the prosecution of traffickers. In 2008, approximately nine victims actually testified against their traffickers. The government provided legal alternatives to the removal of foreign trafficking victims to countries where they face hardship or retribution through the provision of short- and long-term humanitarian visas. In 2008, two trafficking victims received residence permits on humanitarian grounds. Police and border officers use a screening questionnaire to evaluate potential victims among vulnerable populations. Identified victims were not penalized for unlawful acts committed as a direct result of their being trafficked.

Prevention

The Government of Bosnia funded an NGO's operation of an anti-trafficking hotline throughout the reporting period, and the Office of the State Coordinator continued to coordinate and supervise an NGO-funded comprehensive campaign targeted at young people seeking employment abroad that included TV spots, billboards, and pamphlets. The government did not conduct any awareness campaigns specifically aimed at reducing demand for commercial sex acts or forced labor. The government continued to give specialized trafficking awareness training to Bosnian troops participating in international peacekeeping missions before deployment.

BOTSWANA (Tier 2)

Botswana is a source, transit, and, to a lesser extent, destination country for men, women, and children trafficked for the purpose of forced labor and sexual exploitation. Children are trafficked internally for domestic servitude and cattle herding, while women report being forced into commercial sexual exploitation at safari lodges. Botswana is a staging area for both the smuggling and trafficking of third-country nationals, primarily from Namibia and Zimbabwe, to South Africa. Zimbabweans are also trafficked into Botswana for forced labor as domestic servants. Residents in Botswana

most susceptible to trafficking are illegal immigrants from Zimbabwe, unemployed men and women, those living in rural poverty, agricultural workers, and children orphaned by HIV/AIDS. Parents in poor rural communities sometimes send their children to work for wealthier families as domestics in cities or as herders at remote cattle posts, where some of these children become victims of forced labor. Some women from Zimbabwe who voluntarily migrate to Botswana to work illegally are subsequently exploited by their employers for forced labor. Botswana families which employ Zimbabwean women as domestic workers at times do so without proper work permits, do not pay adequate wages, and restrict or control the movement of their employees by holding their passports or threatening to have them deported back to Zimbabwe.

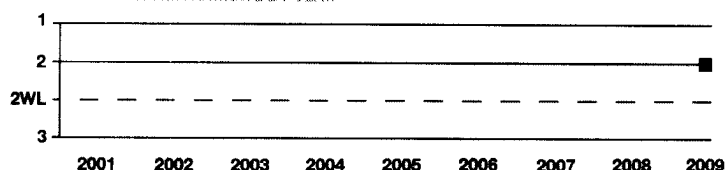
The Government of Botswana does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. As this is Botswana's first year ranked in the Report and available information suggests that Botswana's trafficking problem is modest, Botswana is placed on Tier 2. The government, however, should address several serious deficiencies over the coming year. Although it began useful actions to prevent trafficking, the government did not make significant or sustained efforts to proactively identify victims or prosecute trafficking offenders.

Recommendations for Botswana: Draft and enact comprehensive legislation that specifically criminalizes the full range of trafficking offenses; train law enforcement and immigration officers to identify trafficking victims, especially among vulnerable populations such as women and children engaging in prostitution; institute and carry out formal procedures for proactively identifying victims; expand public awareness campaigns to educate residents on the nature and dangers of human trafficking; and keep detailed records of anti-trafficking efforts undertaken and their results.

Prosecution

The Government of Botswana made inadequate efforts to investigate and punish trafficking offenses over the last year. Botswana did not prosecute, convict, or punish any trafficking offenses during the past year. Although it does not have a comprehensive law prohibiting trafficking in persons, the Penal Code, through its sections 155-158 covering procurement for prostitution and sections 260-262 covering slavery, prohibits some forms of human trafficking. The sufficiently stringent penalties prescribed for offenses under these various laws range from seven to 10 years' imprisonment, and are commensurate with those prescribed for other serious crimes, such as rape. Evidence presented in three criminal cases currently being prosecuted suggests that the defendants may have engaged in trafficking. The defendants were originally investigated, arrested and charged for kidnapping, immigration, and fraudulent document offenses. Botswana shares its long and porous borders with five

BOTSWANA TIER RANKING BY YEAR



support victims of all types, including 29 counseling facilities, 10 group homes, and 3 shelters for foreigners, a decrease from the previous year's funding. These shelters provided clients, including trafficking victims, with psychological and medical aid, legal assistance, counseling, and occupational training. Counseling centers subsidized by the central government provided medical and legal aid to trafficking victims. NGOs report that one counseling center and two shelters in the country are exclusively dedicated to foreign victims of sex trafficking. Most other facilities that support foreigners are geared towards women who have married Korean men and subsequently encounter abuse or conditions of forced labor, rather than sex trafficking victims. Most of the shelters are run by NGOs that are partially or fully funded by the government. The government encourages sex trafficking victims to assist in the investigation and prosecution of traffickers. The government provides legal alternatives to the removal of sex trafficking victims to countries where they may face hardship or retribution – primarily through the issuance of G-1 visas or orders of suspension of the victim's departure, though NGOs report some victims are not aware of these options. G-1 visa holders may apply for jobs in Korea, but are not eligible for permanent residency. The government has no record of how many trafficking victims were granted G-1 visas during the reporting period. The ROK government did not penalize victims for unlawful acts committed as a direct result of their being trafficked. The government continued implementing the EPS, a system for recruiting foreign workers through government-to-government agreements, that has eliminated the role of private labor agencies and recruiters, many of which had been found to employ highly exploitative practices – including fraudulent recruitment terms and excessive fees. The Ministry of Labor continued to fund three Migrant Worker Centers to support the needs of foreign contract laborers in the country. During the reporting period, the Labor Ministry increased from 20 to 27 the number of support centers that facilitate recovering unpaid wages.

Prevention

The ROK government continued anti-trafficking prevention efforts through sex trafficking awareness campaigns. In 2008, the Ministry of Gender Equality allocated \$118,000 to trafficking prevention campaigns and \$45,000 to educational programs in public schools, public agencies, and local governments. The Ministry of Justice continued to run 39 "John schools," requiring that convicted male "clients" of prostitution attend these one-day seminars – in lieu of criminal punishment; 17,956 first-time offenders who were arrested by ROK police in 2008 attended these seminars. The seminars were designed to reduce demand for commercial sex acts and give attendees a greater appreciation for the potential for sex trafficking in Korea's sex trade. Some NGOs criticized the fact that women detained for prostitution were sometimes also required to attend these rehabilitation seminars, along with the male "clients." Some ROK men

reportedly continue to travel to the PRC, the Philippines, Cambodia, Thailand, and elsewhere in Southeast Asia for child sex tourism. In 2008, the government funded an NGO to carry out anti-sex tourism and anti-child sex tourism campaigns at Incheon International Airport. In 2008, the National Assembly revised the Passport Law enabling the ROK government to control more strictly the issuance of passports and to cancel the passports of Koreans convicted of engaging in a variety of illegal acts abroad, including participation in child prostitution. During the reporting period the Ministry of Labor implemented measures to prevent delayed or non-payment of wages, protect underage workers, encourage firms to abide by the minimum wage standards and have all firms sign written contracts with their workers. However, the government has never prosecuted a Korean national for child sex tourism. The ROK government provided anti-trafficking training to troops prior to their deployment abroad on international peacekeeping missions. The Republic of Korea has not ratified the 2000 UN TIP Protocol.

KOSOVO (Tier 2)

Kosovo is a source, transit, and destination country for women and children trafficked across national borders for the purpose of commercial sexual exploitation. Kosovo women and children are also trafficked within Kosovo for the same purpose. NGOs reported that child trafficking, particularly from Roma communities, for the purpose of forced begging, was an increasing problem. Most foreign victims are young women from Eastern Europe subjected to forced prostitution. Kosovo victims are also trafficked to countries throughout Europe including Macedonia, Italy, and Albania. Kosovo residents, including three children, made up the majority of identified trafficking victims in 2008. Police report that internal trafficking involving Kosovo Serbs may also occur in north Kosovo, a Serb-majority region that presents particular security challenges.

The Government of Kosovo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government helped fund two NGO anti-trafficking shelters in 2008 and began implementing a new National Action Plan. The government did not adequately investigate and prosecute trafficking offenders, address trafficking-related corruption, and identify trafficking victims.

Recommendations for Kosovo: Aggressively investigate, prosecute, convict, and sentence sex and labor trafficking offenders, including public officials complicit in trafficking; increase trafficking-specific training for prosecutors and judges; improve victim protection services to ensure adequate rehabilitation and reintegration for repatriated victims; ensure sustained funding and staffing in shelters; improve victim identification so that victims are not penalized

for unlawful acts committed as a direct result of being trafficked; increase detection of victims of forced begging in Kosovo; and continue trafficking prevention activities, including efforts to reduce the demand for commercial sex acts.

Prosecution

Kosovo law criminalizes sex and labor trafficking and provides penalties for human trafficking of two to 12 years' imprisonment – penalties that are sufficiently stringent and commensurate with those prescribed for other grave crimes, such as rape. In 2008, the government reportedly prosecuted 24 trafficking cases, resulting in the conviction of 15 sex trafficking offenders. However, due to limited data collection efforts, some of these cases may be conflated with smuggling or other trafficking-related statistics. Sentences for 14 offenders exceeded five years and one conviction resulted in a suspended sentence. The government continued to provide anti-trafficking training for police officers and recruits. While there were no specific reports of trafficking-related complicity among government officials, foreign trafficking victims often arrive in Kosovo with valid documents and employment contracts stamped by municipal authorities; police reports indicate that these local Kosovo officials may be aware that the document holders are trafficking victims.

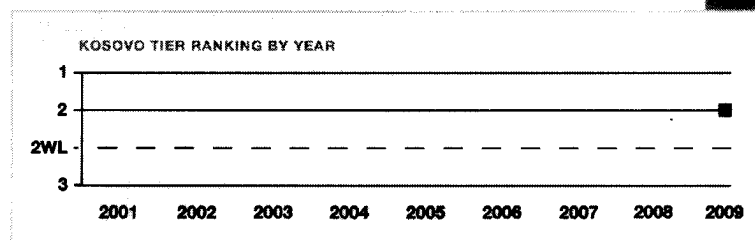
Protection

The Government of Kosovo made important progress in protecting victims of trafficking in 2008. To help remedy a funding shortfall for the two NGO-run shelters, the government, in cooperation with international donors, provided critical funding totaling \$158,593. The government also provided \$64,786 for the operation of its official shelter for high-risk trafficking victims in 2008. The government reportedly used standard operating procedures when encountering suspected trafficking victims; however, a 2008 OSCE Report indicated that Kosovo officials often do not recognize victims of trafficking and that female victims are sometimes arrested for prostitution offenses, penalized for unlawful acts committed as a result of their being trafficked. The government reported it assisted 24 victims in 2008, a decline from 33 assisted in 2007. The government did not provide any repatriation or reintegration assistance to victims after they left a shelter. The government has procedures in place that allow victims to provide anonymous testimony, though NGOs reported that witness intimidation remained a serious problem in Kosovo. Only two victims assisted in the investigation and prosecution of their traffickers during the reporting period. Victims of trafficking have legal alternatives to removal to countries where they would face hardship or retribution, including the granting of refugee status or approval of residency permits.

Prevention

The Government of Kosovo improved its prevention efforts during the reporting period. In April 2008, the

government appointed a new anti-trafficking national coordinator and in July 2008 it adopted and began implementation of an anti-trafficking National Strategy and Action Plan. The Government of Kosovo supported numerous educational programs from the primary to university levels to prevent trafficking in 2008. IOM and the Ministry of Justice continued to jointly sponsor anti-trafficking hotlines. Most anti-trafficking campaigns continue to be run by international organizations and NGOs, including a campaign geared to raise awareness about child trafficking, particularly for the purpose of forced begging.



KUWAIT (Tier 3)

Kuwait is a destination country for men and women trafficked for the purposes of forced labor. The majority of trafficking victims are from among the over 500,000 foreign women recruited for domestic service work in Kuwait. Men and women migrate from Nepal, India, Sri Lanka, the Philippines, Indonesia, Pakistan, and Bangladesh in search of work in the domestic and sanitation industries. Although they migrate willingly to Kuwait, upon arrival some are subjected to conditions of forced labor from their "sponsors" and labor agents, such as withholding of passports, confinement, physical sexual abuse and threats of such abuse or other serious harm, and non-payment of wages with the intent of compelling their continued service. Adult female migrant workers are particularly vulnerable, and consequently are often victims of sexual exploitation and forced prostitution. There have been instances of domestic workers who have fled from their employers, lured by the promise of well-paying service industry jobs, and being coerced into prostitution. In other cases, the terms of employment in Kuwait are wholly different from those agreed to in their home countries.

The Government of Kuwait does not fully comply with the minimum standards for the elimination of trafficking and is not making sufficient efforts to do so. Although the government made some efforts to improve its performance from previous years, heated public discourse and wide press debate on human trafficking have not yet resulted in the implementation of adequate laws. The Kuwaiti government has shown an inability to define trafficking and has demonstrated insufficient political will to address human trafficking adequately. Much of the human trafficking found in Kuwait

ticket inserts, which led to the repatriation of several additional Mongolian trafficking victims. The government sustained collaboration with NGOs providing anti-trafficking training to police, immigration officials, Border Force officials, and civil servants. NGOs continued to report, however, that cooperation varied considerably by government ministry. The government did not take any measures during the reporting period to reduce the demand for commercial sex acts. Mongolian troops deployed abroad for international peacekeeping missions were briefed on the fact that solicitation of prostitution while serving abroad would be considered a criminal act under Mongolian law.

MONTENEGRO (Tier 2 Watch List)

Montenegro is primarily a transit country for the trafficking of women and girls from Ukraine, Moldova, Serbia, Albania, and Kosovo to Western Europe for the purpose of commercial sexual exploitation. There have been reported cases of forced labor in the construction industry. There is anecdotal evidence that foreign children, mainly Roma, are also trafficked through Montenegro for the purpose of forced begging. In 2008, there were no reports of Montenegrins being trafficked to other countries. Groups that are vulnerable to trafficking include women in prostitution, unaccompanied foreign minors, ethnic Roma, and foreign construction workers. Refugees and displaced persons also are vulnerable, as their lack of legal status in Montenegro limits their access to legal employment and social rights.

Recommendations for Montenegro: Continue to vigorously investigate and prosecute trafficking offenses, and convict and sentence trafficking offenders, including any public officials complicit in trafficking; ensure that convicted trafficking offenders receive adequate punishment; improve tracking of human trafficking law enforcement data; increase efforts to identify victims among vulnerable groups, such as women arrested for prostitution violations, undocumented migrants, and child beggars, and refer them to the government shelter or trafficking NGOs; provide protection for potential child victims of trafficking; continue the recently launched anti-trafficking public awareness campaign; and continue vigorous efforts to coordinate all anti-trafficking entities within Montenegro.

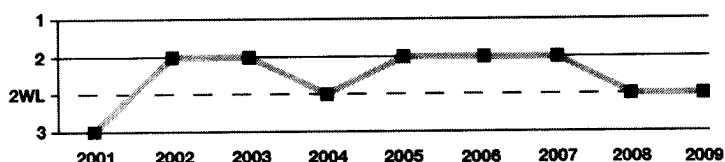
Prosecution

The Government of Montenegro did not demonstrate vigorous anti-trafficking law enforcement efforts in 2008. Montenegro prohibits sex and labor trafficking through Article 444 of its criminal code, which prescribes penalties that are sufficiently stringent and commensurate with those prescribed for rape. Precise trafficking-related statistics for 2008 were unavailable, but the new coordinator is working on establishing a mechanism that would address this concern as well as improving overall prosecution efforts. According to information provided by the government and media reports, the government initiated 18 trafficking prosecutions and secured the convictions of eight trafficking offenders during the reporting period. Sentences ranged from two years to six years' and 10 months' imprisonment. The government reported that four of the eight convicted traffickers are currently serving time in jail. The government also confirmed that three convicted trafficking offenders sentenced each to five years' imprisonment in 2007 were not serving their sentences in jail. Although corruption is a significant problem in Montenegro, during the reporting period, neither civil society, nor media outlets, nor government agencies reported specific allegations of official complicity in trafficking in persons crimes.

Protection

The Government of Montenegro continued efforts to protect trafficking victims over the last year, although results were mixed. The government funded all expenses for a trafficking victim shelter and provided medical and legal assistance as well as vocational training for victims. The government reported it used a formal mechanism to guide police in referring potential trafficking victims to the government shelter, but authorities reported identification of just three victims, two of whom were referred to the shelter in 2008. Also during the reporting period, at least 75 minors were apprehended for begging; police determined they were not trafficking cases and did not refer any of the children to the government's trafficking shelter, which can accommodate potential child victims. Police conducted raids on nightclubs and illegal construction sites but reported no additional referrals. According to official policy, the government

MONTENEGRO* TIER RANKING BY YEAR



* Serbia and Montenegro were a Union Republic until June 3, 2006.

The Government of Montenegro does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these overall significant efforts, the government did not provide adequate evidence of progress in punishing convicted traffickers or proactively identifying trafficking victims among vulnerable groups; therefore, Montenegro is placed on Tier 2 Watch List. In a positive development late in the reporting period, the new anti-trafficking coordinator has made it a priority to create a mechanism that accurately tracks anti-trafficking law enforcement statistics, conduct outreach to the judicial branch to address concerns about trafficking prosecutions, and raise awareness about human trafficking within Montenegro. It is expected that these positive steps should portend tangible results in the coming year.

encouraged victims to participate in the investigations or prosecution of trafficking offenders; lengthy court proceedings lead to prolonged shelter stays and delayed repatriation for victims while they waited to participate in prosecutions. In practice, few victims have participated in the prosecution of their traffickers beyond giving statements to the police due to fear of reprisals; as noted previously, many convicted traffickers have not been sentenced to prison. The government reported that trafficking victims have not been penalized for unlawful acts committed as a direct result of their being trafficked. Under Montenegrin law, the government can provide temporary or permanent residency status to foreign victims, depending on the circumstances of the case.

Prevention

The government acknowledged that human trafficking was a regional problem, but has not specifically acknowledged that there is a problem occurring in Montenegro. During the reporting period, the government funded six workshops for various ministries involved in combating trafficking and performed an awareness raising campaign in schools. The government also signed a memorandum of understanding with NGOs to facilitate cooperation on combating human trafficking. The government adopted a new action plan in December 2008 valid through 2009. The government did not fund Montenegro's hotline for trafficking victims but pledged to do so in the future. The new coordinator has brought renewed focus to the government's efforts to combat trafficking in persons, reinstating regular meetings of the anti-trafficking working group. There were no awareness efforts aimed at reducing the demand for sex or labor trafficking during the reporting period.

MOROCCO (Tier 2)

Morocco is a source, destination, and transit country for men, women, and children trafficked for the purpose of forced labor and commercial sexual exploitation. Children are trafficked within the country from rural areas to urban centers to work as maids or laborers, or for exploitation in the sex trade. Men, women, and children are trafficked to European and Middle Eastern countries as illegal migrants who become exploited for forced labor and prostitution. Young Moroccan girls from rural areas are recruited to work as child maids in cities, but often face restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Moroccan boys experience involuntary servitude as apprentices in the artisan and construction industries and in mechanic shops. Transnational human trafficking in Morocco is associated with people smuggling and drug trafficking. Some Moroccan women are trafficked to Gulf States, Jordan, Libya, Syria, Cyprus, and European countries for commercial sexual exploitation. There were reports of Moroccan men who were promised jobs in the Gulf; upon arrival their passports were confiscated and they were forced into debt bondage. Men lured to Italy with

job offers were forced to sell drugs. In addition, men and women from sub-Saharan Africa, South Asia, and the Philippines enter Morocco voluntarily, but illegally, with the assistance of smugglers; once in Morocco, some of the women are coerced into commercial sexual exploitation.

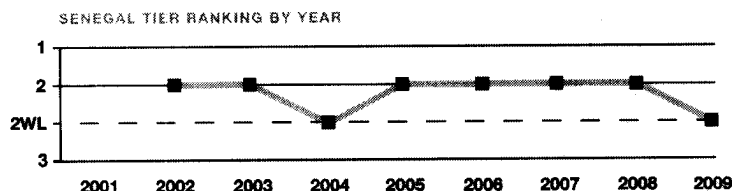
The Government of Morocco does not comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government did not take adequate steps to collect data on trafficking, identify victims, increase overall law enforcement efforts to investigate, convict, or punish traffickers, or provide adequate protection for victims of trafficking who were often detained and subject to deportation. Moroccan authorities, however, moved to engage international organizations to conduct a first baseline assessment of human trafficking in the country, which is expected to be completed in 2009.

Recommendations for Morocco: Enact comprehensive anti-trafficking legislation that increases prescribed penalties for forced labor; significantly increase prosecutions of trafficking offenders; collect data on incidence of trafficking (as distinct from smuggling); institute a victim identification mechanism; ensure that victims are not punished for acts committed as a direct result of being trafficked; and conduct public awareness campaigns, encompassing child sex tourism.

Prosecution

The Government of Morocco made inadequate efforts to investigate trafficking offenses and punish trafficking offenders during the reporting period. Morocco appears to prohibit all forms of trafficking. Its Penal Code prohibits forced child labor through Article 467, forced labor through Article 10, and forced prostitution and prostitution of a minor through Articles 497-499. The Government of Morocco reports that it also employs the Immigration Law of 2003 and other statutes, such as those prohibiting kidnapping, fraud, and coercion, to prosecute trafficking offenses. Penalties prescribed by these various statutes for sex trafficking offenses are sufficiently stringent, and commensurate with those prescribed for other grave crimes, such as rape. In contrast, prescribed penalties for labor trafficking appear not to be sufficiently stringent; penalties for child labor under Article 467 range from one to three years' imprisonment, while general penalties for forced labor under Article 10 are limited to fines for first-time offenders or six days' to three months' imprisonment for repeat offenders. Authorities claim they dismantled 220 trafficking or smuggling rings in 2008; however, the government made no distinction between migrant smuggling and trafficking, so it was unclear how many were truly human trafficking rings. Authorities reported prosecuting 42 individuals for exploiting children trafficked for the purpose of domestic servitude under trafficking-related statutes during the reporting period. In 2008, the government also prosecuted 200 individuals for "inciting" children into prostitution or sexually abusing children; some of these prosecutions likely involve

officials from the participating countries. In December 2008, project participants released a document listing 68 best practices to combat trafficking in the region. The government did not take steps to reduce demand for commercial sex acts in Senegal. The government did not take measures to ensure that its nationals who are deployed abroad as part of peacekeeping missions do not engage in or facilitate trafficking.



SERBIA (Tier 2)

Serbia is a source, transit, and destination country for men, women, and girls trafficked internationally and within the country for the purposes of commercial sexual exploitation and forced labor. Foreign victims are trafficked to Serbia from Eastern Europe and Central Asia through Kosovo and Macedonia. Serbia continued to serve as a transit country for victims trafficked from Bosnia, Croatia, and Slovenia and destined for Italy and other countries in Western Europe. Children, mostly Roma, continued to be trafficked for the purpose of sexual exploitation, forced marriage, or forced street begging. The majority of identified victims in 2008 were Serbian women and girls trafficked for the purpose of sexual exploitation; over half were children. There was an increase in cases of trafficking for forced labor in 2008.

The Government of Serbia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased funding for protection of victims and appointed a new National Anti-Trafficking Coordinator in November 2008, though serious concerns remained about punishment of traffickers and prosecution of complicit officials. Moreover, law enforcement data provided was incomplete. The government also has not yet developed formal procedures to adequately identify and refer potential trafficking victims, seriously hampering its ability to provide assistance and protection to victims. Serbia may be negatively assessed in the next Report if it does not address these deficiencies.

Recommendations for Serbia: Provide comprehensive data on efforts to vigorously prosecute, convict, and punish traffickers; aggressively prosecute and punish officials who facilitate trafficking; implement a standardized protocol for victim identification and referral that includes the Agency for Coordination of Protection of Victims of Trafficking and NGOs, as appropriate; provide sustained direct funding for victim

protection and assistance; increase training for social workers and police to improve identification of trafficking victims; develop programs to address the increasingly growing problem of trafficking for forced labor and children who are victims of trafficking; and improve prevention efforts.

Prosecution

The Government of Serbia continued to actively investigate trafficking cases, but it did not provide evidence it adequately prosecuted, convicted and punished trafficking offenders. Trafficking suspects accused of violent crimes often continued to be freed during the pre-trial and appeal process, posing a serious risk to their victims. The criminal code for Serbia prohibits sex and labor trafficking through its article 388, which prescribes penalties of two to 10 years' imprisonment; these are sufficiently stringent and commensurate with those prescribed for other grave offenses, such as rape. In 2008, the government investigated and charged 94 persons with trafficking. The government did not provide comprehensive prosecution data, but reported that, in 2008, 18 trafficking offenders were convicted and sentenced to prison; 17 others were acquitted. The government did not provide information on the length of these sentences or whether any were suspended. It reported that it detained 29 trafficking suspects pending trial or investigation during 2008. At times, traffickers were not held in detention during pre-trial and appeals processes; by law, individuals convicted for trafficking are only detained during the appeals process if their sentence was greater than five years. Trials that last months or years and multiple appeals result in delays, sometimes by several years, in convicted traffickers serving their sentences. One of Serbia's most infamous traffickers, sentenced to four years and three months by the Supreme Court in 2006, remains free. NGOs and international organizations reported anecdotally that sentences were increasing due to better education of judges. In December 2008, an individual was convicted of trafficking in persons in the District Court in Subotica, which sentenced him to 10 years in jail; this trafficker remains in jail pending appeal. The government did not demonstrate adequate punishment of officials complicit in trafficking. In a high profile case in Novi Pazar in August 2008, the government prosecuted and convicted 12 trafficking offenders, including the Deputy Public Prosecutor and two police officers. The principal trafficker in this case, a private citizen, received an eight-year sentence, though the two police officers received suspended sentences and the prosecutor was given a suspended sentence of three years and released for time served of one year. The prosecutor had sexually exploited some of the victims. There were no further developments in the 2007 case reported by the media of a police officer investigated for facilitating the trafficking of a forced labor victim. The government's refusal to cooperate with the Kosovo government hampers Serbia's efforts to investigate and prosecute transnational trafficking.

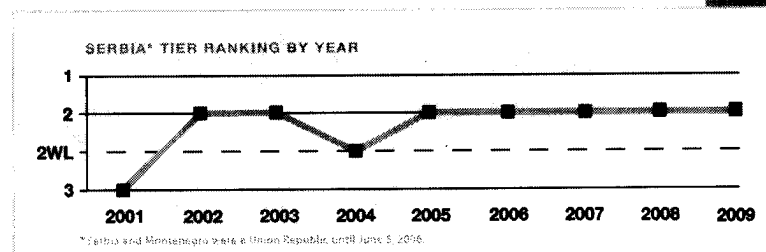
Protection

The Government of Serbia increased efforts to protect victims but did not improve its identification procedures in 2008. While the government, with the assistance of international organizations, trained law enforcement officials on victim identification and treatment, the government continued to lack systematic victim identification, referral, and treatment procedures and standards; trafficking cases were addressed on an ad hoc basis. The government provided three NGOs with \$36,571 for victim assistance in July 2008 through the one-time sale of a special stamp. The government's Agency of Coordination for Protection of Victims of Trafficking remained understaffed, but it received \$18,501 in direct government funding, an increase compared to 2007, and also received \$29,143 from the public stamp subsidy for its victim assistance funding. In 2008, the government and NGOs identified 55 trafficking victims and accommodated 20 in two NGO shelters. Identified victims generally are not detained, jailed, or otherwise penalized for unlawful acts committed as a direct result of their being trafficked; however, government officials and organizations that deal with trafficking believe that due to the lack of systematic victim identification procedures, some victims were not identified and may have been penalized for acts committed as a result of being trafficked. In February 2008, border police arrested two trafficked girls from Uzbekistan for immigration violations. Serbia's Ombudsman learned of the case and facilitated the girls' release from detention two weeks later. The girls declined temporary residence permits and departed Serbia at their own expense. Reportedly, their traffickers fled across the border before police were able to arrest them. According to organizations dealing with trafficking, many victims were not provided with adequate protection in court mandated by the 2006 Witness Protection Law due to the lack of court facilities that would allow victims to await court proceedings or testify in areas separated from the defendants. An NGO reported that in early 2009, one victim and her child were repeatedly threatened by the trafficker during the trial; the victim subsequently changed her testimony; she was then charged by the government with perjury and defamation. During the reporting period, six NGO-municipal multi-disciplinary teams established last year to improve victim protection continued to operate.

Prevention

The Government of Serbia demonstrated some efforts to prevent trafficking in 2008. The new government appointed a new anti-trafficking national coordinator in November 2008, after the previous government left the position unfilled for many months. The government also created a ministerial-level Anti-Trafficking Council the same month. The Council and the working level Anti-Trafficking Team and Working Groups, which included NGO and international organization representatives, collaborated on a 2009-2011 national anti-trafficking action plan which the government adopted in April 2009.

The Interior Minister and Justice Minister held a press conference on International Women's Day specifically to draw attention to human trafficking. The government funded and implemented an anti-trafficking campaign that included posters displayed at airports and border crossings around the country, flyers distributed at schools and police stations, and advertisements published in the help-wanted sections of magazines. The materials were designed to warn potential victims and to ask the public to report trafficking-related activity to a police hotline. An NGO campaign targeted at potential clients of the sex trade was not funded by the government.



SIERRA LEONE (Tier 2)

Sierra Leone is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. The majority of victims are children trafficked internally within the country, largely from rural provinces, and sometimes from refugee communities, to urban and mining centers. Within the country, women and children are trafficked for: domestic servitude; commercial sexual exploitation; forced labor in agriculture, diamond mining, and the fishing industry; forced petty trading; forced street crime; and forced begging. Transnationally, Sierra Leonean women and children are trafficked to other West African countries, notably Guinea, Cote d'Ivoire, Liberia, Nigeria, Guinea-Bissau, and The Gambia for the same purposes listed above and to North Africa, the Middle East, and Europe for domestic servitude and sexual exploitation. Sierra Leone is a destination country for children trafficked from Nigeria, and possibly from Liberia and Guinea, for forced begging, forced labor and for sexual exploitation.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. Sierra Leone demonstrated slightly increased law enforcement efforts over the last year by convicting a second trafficker under its 2005 anti-trafficking law. Sierra Leone also reported referring more trafficking victims to IOM for care than the prior reporting period. Overall anti-trafficking efforts remained weak, however, as government authorities continued to lack a clear understanding of trafficking and relied largely on the NGO and international community to tackle it.