



# **TRAFFICKING IN PERSONS REPORT**

**JUNE 2014**



Dear Reader:

This is a vital and challenging time for all of us. The United States is engaged on countless active fronts on every continent across the globe—big, simultaneous confrontations and efforts.

Among those challenges, and one absolutely inextricably linked to the broader effort to spread the rule of law and face the crisis of failed and failing states, we find perhaps no greater assault on basic freedom than the evil of human trafficking. Whether it comes in the form of a young girl trapped in a brothel, a woman enslaved as a domestic worker, a boy forced to sell himself on the street, or a man abused on a fishing boat, the victims of this crime have been robbed of the right to lead the lives they choose for themselves, and trafficking and its consequences have a spill-over effect that touches every element of a society.

The fight against modern slavery is deeply personal to me. When I was a prosecutor outside of Boston in the 1970s, I worked to put criminals behind bars for rape and sexual assault. We were actually one of the very first jurisdictions in America to set up a witness protection program for victims.

My time as a prosecutor seared in me a simple lesson: Only when we start focusing on victims as survivors—not just as potential witnesses—can we provide them with a greater measure of justice, and help them find the courage to step forward.

Survivors know better than anyone the steps we need to take to identify those enslaved and bring to justice those responsible. When a Cambodian man is lured under false pretenses and subjected to forced labor far from home, he knows better than anyone how we mitigate that risk. When a young Nepalese woman is coerced into a sex industry, she knows better than anyone how to help law enforcement spot future victims of this crime. And when this woman cooperates in the conviction of her trafficker, she knows better than anyone what makes that process less traumatic and our efforts more effective.

We each have a responsibility to make this horrific and all-too-common crime a lot less common. And our work with victims is the key that will open the door to real change—not just on behalf of the more than 44,000 survivors who have been identified in the past year, but also for the more than 20 million victims of trafficking who have not.

As Secretary of State, I've seen with my own two eyes countless individual acts of courage and commitment. I've seen how victims of this crime can become survivors and how survivors can become voices of conscience and conviction in the cause.

This year's *Trafficking in Persons Report* offers a roadmap for the road ahead as we confront the scourge of trafficking. Whether a concerned citizen, a board member, a government official, or a survivor of trafficking, we each have a responsibility to spot human trafficking, engage our communities, and commit to take action. I invite you to help us turn the page.

Onwards,

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

John F. Kerry  
Secretary of State



Dear Reader:

This year's theme—*The Journey from Victim to Survivor*—is very personal to me. It brings to mind many of the people I came to know and admire during the years I spent as a civil rights prosecutor.

I remember how frightened "Phuong" looked entering the empty courtroom a few days before the trial. To ease the trauma of testifying, she and her fellow survivors took turns sitting in the witness stand, the jury box, and even—with the permission of the court—the judge's chair. She sat at counsel's table, questioning one of the agents as if she were the prosecutor. As the hour went by and she became comfortable in the courtroom, her nervousness turned to laughter and then to determination. A week later, leaving the stand after a long cross-examination, she remarked about the defendant: "He looks so small." The

balance of power had finally shifted. A decade later, he remains in federal prison and his victims are living their lives in America. I was honored to attend the 10th anniversary celebrating their liberation from the garment factory; we danced and sang and told stories and laughed with the children. Phuong and her friends were no longer victims, they were survivors.

Then there was "Katia." Trying hard to be tough and strong, the former track star who had been held in servitude in a strip club finally began to open up after she saw a female agent handcuff her trafficker at the end of a court hearing. While he went to prison, she went to work, building a new life in the United States and choosing to engage occasionally in anti-trafficking advocacy on her own terms. She bravely testified before Congress, sharing her story so that others could be helped. When I keynoted a seminar in her new hometown, Katia and one of her fellow survivors insisted on introducing me. I looked up at the podium and saw that they were still strong, but no longer scared. Toughness, defensiveness, and wariness had been replaced by determination, resilience, and grace. We were still linked, not as a prosecutor and victim-witnesses, but as colleagues.

What trafficking victims endure is incomparable to what most of us confront in a lifetime and should put into context the small injustices and frustrations of our daily work and lives. The same can be said of their courage and strength, both during their exploitation and recovery. Of the tens of thousands of victims identified this year worldwide, some will become advocates, some will go on to achieve personal goals, and some will continue to need care.

This *Report* stands for the belief that all survivors should be able to feel their power and live their truth. Whether becoming a witness or an activist, an employer or employee, the journey from victim to survivor is one that no one should walk alone. Last year, we challenged governments to ensure trafficking victims have "the freedom to choose their own futures." That future is now.

Sincerely,

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

Luis CdeBaca

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



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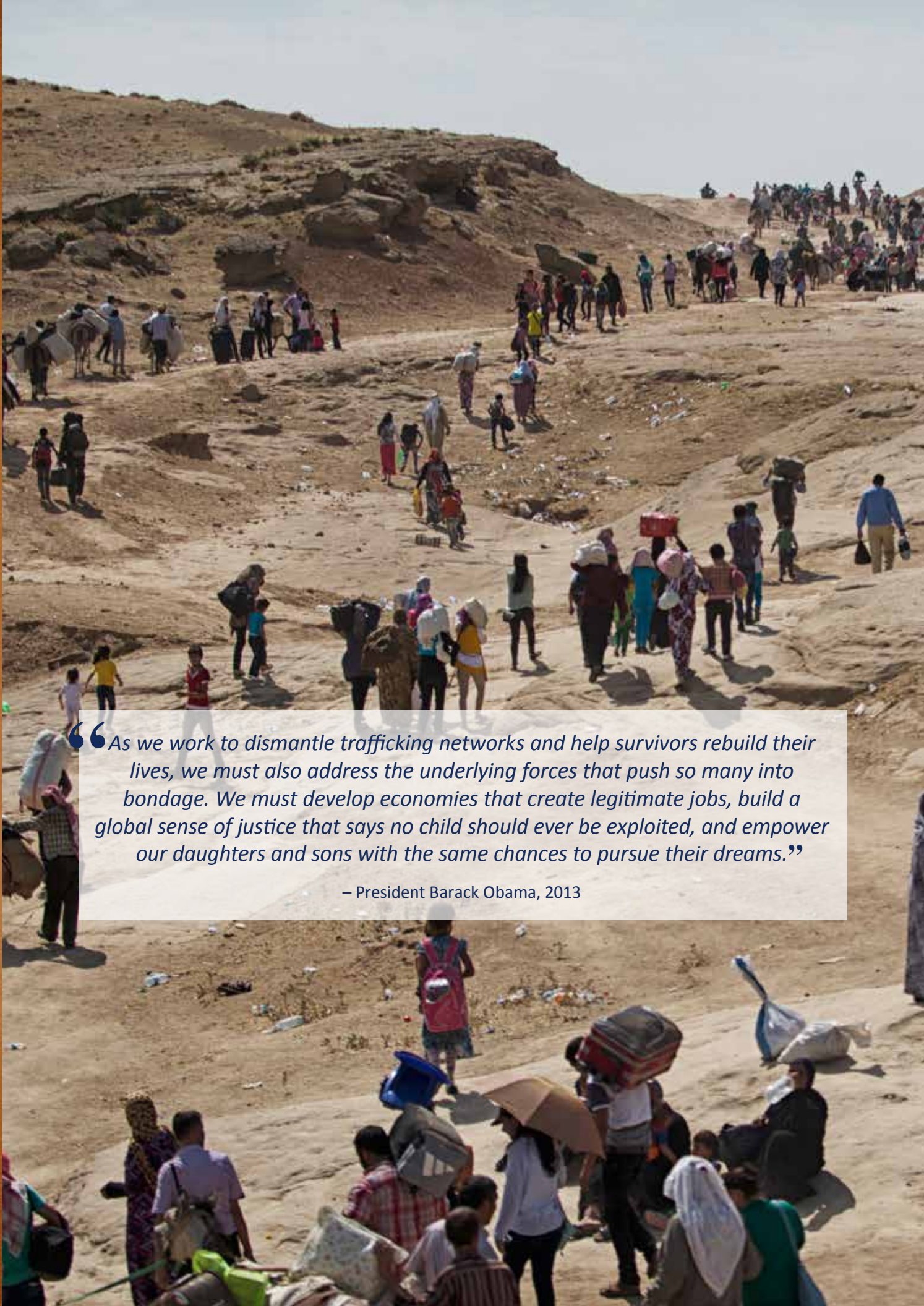
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This Report and subsequent updates are available at [www.state.gov/j/tip](http://www.state.gov/j/tip)



“As we work to dismantle trafficking networks and help survivors rebuild their lives, we must also address the underlying forces that push so many into bondage. We must develop economies that create legitimate jobs, build a global sense of justice that says no child should ever be exploited, and empower our daughters and sons with the same chances to pursue their dreams.”

– President Barack Obama, 2013

# THE JOURNEY FROM VICTIM TO SURVIVOR

In the 14 years the United States has produced the *Trafficking in Persons Report*, the world has made tremendous progress in the fight against human trafficking. There is no government, however, that has done a perfect job responding to this crime. In the years ahead, it seems unlikely that any government will reach perfection. But should that day arrive when human trafficking disappears, one fact will remain certain: what has happened to the victims of modern slavery can never be undone. For those who have endured the exploitation of modern slavery, even the most effective justice system and the most innovative efforts to prevent future trafficking will not reverse the abuse and trauma that millions of trafficking victims have endured.

With the right support and services, however, victims can move beyond their suffering and forward with their lives. With the right legal structures and policies, they can see justice done. With the right opportunities, they can make choices about the lives they want and even use their experiences to help guide and strengthen efforts to fight this crime. This process is unique for each victim, and each must take steps based on his or her own strength, agency, and determination.

Governments play a vital role in facilitating this process. While a government institution will never be able to reverse what has happened to someone abused in a situation of modern slavery, governments can aid an individual's recovery by providing support to each victim on his or her journey toward becoming a survivor.

In addition to assessments of what almost every government in the world is doing to combat modern slavery, this year's *Trafficking in Persons Report* takes a hard look at the journey from victim to survivor, making recommendations and highlighting effective practices that, if implemented, could ease the path forward for countless survivors around the world.

## BUILDING ON A STRONG FOUNDATION

For governments to properly assist victims, they must broadly and effectively implement a strong, modern, comprehensive anti-trafficking law. Such a law includes criminal provisions treating human trafficking as a serious offense with commensurately serious punishment for offenders and, just as important, victim protection measures that address needs such as immigration status, restitution, and immunity for offenses they were forced to commit during the course of the victimization.

Another early step, while seemingly obvious, is nevertheless one of the greatest challenges to anti-trafficking efforts in general: finding the victims and getting them out of harm's way. The strongest victim protection scheme is useless if victims remain trapped in exploitation. Governments cannot sit back and wait for victims to self-identify; rather, they must proactively seek victims out by investigating high-risk sectors, screening vulnerable populations, and training relevant government officials to recognize trafficking when they see it. It is vital that victims not be treated like criminals or be subjected to arrest or deportation for other offenses.

The best approaches to victim identification are those that involve government partnerships with communities, non-governmental organizations (NGOs), and international organizations that can provide expertise on identifying trafficking victims and attending to their needs. For example, when police conduct raids of brothels, collaboration with NGOs can help police identify potential trafficking victims and refer them for

## 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 human trafficking and the variety of situations in which trafficking victims are found.

protective services. Police can notify service providers that a raid is imminent, and the shelter can provide victims with immediate assistance.

Once victims are identified, government and civil society must ensure services are available to meet victims' immediate needs: health care, a bed for the night, immediate protection for themselves and their family members, and counseling. These earliest stages of care are essential in easing victims out of crisis and setting the stage for sustained, long-term support.

Earlier publications of the *Trafficking in Persons Report* deal with these issues in greater detail (specifically the 2012 and 2013 installments with respect to victim identification and protection), and provide a more comprehensive overview of what governments can do to take the first steps of a victim-centered approach. Everything that follows relates to establishing this framework successfully.

### DIGNITY, SECURITY, AND RESPECT

Meeting the immediate needs of victims of human trafficking after their identification is critical. These individuals have often endured horrific physical, psychological, and/or sexual abuse at the hands of their traffickers and others. But victim services that focus on providing support only until individuals are physically well enough to be sent on their way—or put in line for deportation—are insufficient. Those who have been enslaved have endured more than physical harm. They have been robbed of their freedom, including the freedom to make choices about their own lives. Medical care and a few nights in a shelter do not make a victim whole again. Even as the physical wounds are salved and begin healing, a major element of the recovery process is helping victims regain their agency, their dignity, and the confidence to make choices about how to move forward with their lives.

President Barack Obama and His Holiness Pope Francis at the Vatican during their first meeting. The Pontiff's position on modern slavery is clear: when any man, woman, or child is enslaved anywhere, it is a threat to peace, justice, and human dignity everywhere.



“I exhort the international community to adopt an even more unanimous and effective strategy against human trafficking, so that in every part of the world, men and women may no longer be used as a means to an end.”

— Pope Francis, 2013

## CAMBODIA

Kieu's family relied on their local pond for their livelihood. When her father became ill, the nets they used fell into disrepair. Mending them would cost the equivalent of approximately \$200 they did not have. Her parents turned to a loan shark whose exorbitant interest rates quickly ballooned their debt to the equivalent of approximately \$9,000. "Virgin selling" was a common practice in their community, and Kieu's mother, after acquiring a "certificate of virginity" from the hospital, sold her to a man at a hotel. Kieu was 12 years old. Upon hearing that she was to be sold again, Kieu fled, making her way to a safe house where she could recover. Kieu is now self-sufficient and hopes to start her own business.



# HUMAN TRAFFICKING DEFINED

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The TVPA defines “severe forms of trafficking in persons” as:

- ❖ 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
- ❖ 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.

A girl sells tomatoes streetside in Benin. *Vidomegon* is a tradition ostensibly to offer children educational and vocational opportunities by sending them to wealthy homes, but instead is often used to exploit children in forced labor.



## THE VULNERABILITY OF LGBT INDIVIDUALS TO HUMAN TRAFFICKING

Lesbian, gay, bisexual, and transgender (LGBT) persons around the world often experience discrimination and elevated threats of violence because of their sexual orientation or gender identity. In 2013, the International Lesbian, Gay, Bisexual, Transgender, and Intersex Association (ILGA) reported that nearly 80 countries had laws that criminalize people on the basis of sexual orientation or gender identity. LGBT persons face elevated threats of violence and discrimination in employment, healthcare, and educational opportunities. Some family members have ostracized LGBT relatives from their homes. The cumulative effects of homophobia and discrimination make LGBT persons particularly vulnerable to traffickers who prey on the desperation of those who wish to escape social alienation and maltreatment.

Governments and NGOs have made progress in identifying LGBT trafficking victims and highlighting the vulnerability of LGBT persons to crimes such as human trafficking. For example, in 2013, NGOs working on LGBT issues in Argentina identified traffickers who promised transgender women job opportunities in Europe, but instead confiscated their passports and forced them into prostitution. Police in the Philippines have identified LGBT trafficking victims during anti-trafficking operations. Civil society in South Africa has identified instances of traffickers coercing LGBT children to remain in prostitution under threat of disclosing their sexual orientation or gender identity to their families. As part of the *2013-2017 Federal Strategic Action Plan on Services for Victims of Trafficking in the United States*, U.S. agencies have committed to gathering information on the needs of LGBT victims of human trafficking. NGOs in the United States estimate LGBT homeless youth comprise 20 to 40 percent of the homeless youth population; these youth are at particularly high risk of being forced into prostitution.

Biases and discrimination severely complicate proper identification of, and provision of care to, LGBT victims of human trafficking. Law enforcement officials and service providers should partner with LGBT organizations to enhance victim identification efforts and adapt assistance services to meet the unique needs of LGBT victims. LGBT victims of human trafficking should also be included in the dialogue on these issues as well as on helping victims become survivors.

### Countries in the *TIP Report* 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

ANGOLA

BANGLADESH

BARBADOS

BHUTAN

BRUNEI

COMOROS

CONGO, REPUBLIC OF

CZECH REPUBLIC

ERITREA

FIJI

IRAN

JAPAN

KOREA (DPRK)

KOREA, REPUBLIC OF

MALDIVES

MARSHALL ISLANDS

NEPAL

PAKISTAN

PALAU

PAPUA NEW GUINEA

SIERRA LEONE

SINGAPORE

SOLOMON ISLANDS

SOMALIA

SOUTH SUDAN

SRI LANKA

SUDAN

TONGA

UGANDA

YEMEN



Two Chinese laborers, ages 23 and 22, are working in the Ibaraki prefecture, north of Tokyo, through the Japanese government's Technical Intern Training Program. Although the program was intended to develop technical expertise for the participants, many work as low-skilled laborers, exposed to harsh conditions and vulnerable to forced labor.

Those working with victims must respect their choices and freedom, including the right to refuse services. This respect must guide all efforts to provide support. If victims want to walk away as soon as they have escaped modern slavery, that decision should be in their control. What governments can control, however, is the range of services and support available to victims so that they have a menu of options from which to choose.

One of the most important needs of recently-liberated trafficking victims is a place to stay that is safe, yet that also respects their freedom and autonomy.

As the work of the anti-trafficking movement has shown, not all “shelters” are worthy of the title. In recent years, victims of trafficking around the world have broken free from their exploitation only to find themselves locked in so-called shelters that more closely resemble detention centers than havens of support and safety. In some places, governments succeed in identifying trafficking victims and then place them into large populations of refugees and asylum seekers, where services are not tailored to their specific needs. Trafficked persons housed in mixed-use shelters may also face stigma from other residents for their participation in prostitution or crimes they were forced to commit during their servitude.

Such environments fail to support a victim's sense of independence and agency. Worse still, confinement and isolation—which were likely part of their exploitation—have the potential to re-traumatize.

Ideally, a shelter is a place where a trafficked person is free to stay, leave, and return again if he or she feels the need. To be sure, such facilities need to be safe and secure. Certain procedures and policies can be put in place to guarantee security, such as restrictions on who is allowed to enter a facility or even know the address. Of course, additional structures and restrictions are necessary for child victims. An effective shelter promotes, rather than hinders, a victim's freedom of movement. And where independent living is in the best interest of the trafficked person, the use of the shelter as more of a drop-in center may be most appropriate.

## UNITED STATES

When teenager Melissa ran away from home, she was quickly found by a man who promised her help, but was actually a pimp who intended to sexually exploit her. He used psychological manipulation and coercion to hold her in prostitution, and advertised her using online sites. Refusal to do what he said was met by beatings and threats. Despite her fear of being found and killed if she ran, Melissa one day managed to escape from a hotel room where he was keeping her. A patron at another hotel nearby helped her reach the police, who arrested her trafficker.

Ideally, shelters work closely with other service providers to support the trafficked person well beyond the physical and psychological care that may be required initially. Individuals who do not speak the local language may need interpretation services or access to language classes. Migrant victims may need assistance obtaining immigration status from authorities. Victims who are playing a role in the prosecution of their abuser or who are seeking restitution require legal services (see next page for additional details on access to justice for victims).

As trafficked persons become more independent, they often need support in finding housing, job training, education, and employment. Best practices are to not place conditions on access to such support by requiring victims to participate in a criminal investigation, or to

live in a particular shelter, or to follow a prescribed course for recovery. Assistance options are most effective if they are flexible and adaptive, reflecting the difficulty in predicting what a victim may need as he or she takes steps toward becoming a survivor. In any case, well-designed, long-term assistance does not involve telling a victim what he or she must do with his or her life, but rather entails providing the help requested to help each individual reach personal goals.

Even though governments are responsible for making sure assistance for victims is available, government agencies themselves are often not the best direct providers of care. Here is where the importance of strong partnerships becomes clear. In many countries around the world, NGOs, international organizations, and civil society groups are already providing quality assistance to victims. Many of these efforts are underfunded, and many do not have nearly the capacity to deal with the full magnitude of the problem in their regions. But when government works with civil society to amplify resources and expertise, survivors stand to benefit from enhanced services and protections.



**“We need people to know this is going on, and we need trained people in our congregations, Federations, and agencies at all levels, to identify signs of trafficking. . . . Most of us were not aware that this was impacting our own communities, but the issue is serious and widespread. Human trafficking is not only happening to foreign nationals. It’s happening to kids in our own communities.”**

– Susan K. Stern, chair of the Jewish Federations of North America National Campaign, 2013

Additionally, government collaboration with private-sector partners can help open up job opportunities to survivors. Some companies have already adopted anti-trafficking policies and practices to crack down on trafficking in supply chains and to train employees to identify trafficking when they see it. Another approach companies can take is to offer survivors employment programs and a more promising path forward.

### ACCESS TO JUSTICE

A government’s obligation to confront modern slavery is tied to the fact that trafficking in persons is first and foremost a crime, and only governments can prosecute suspects and incarcerate criminals. Similarly, only governments can confer immigration benefits or mandate restitution to victims of a crime. In the same way a government guarantees the rights of its citizens, a government has a responsibility to uphold the rule of law by punishing those who run afoul of it.

In cases of human trafficking, the government’s pursuit of justice has effects that reach beyond maintaining the sanctity of law. For those who have endured the brutality of modern slavery, seeing their abusers brought to justice can have an enormous positive impact on their recovery process. In addition to broader benefits of removing a criminal from the streets, victims’ knowledge that those who enslaved them can no longer do them or others harm can play a major role in helping overcome their trauma.

Survivors and staff of the Coalition to Abolish Slavery & Trafficking (CAST) receive the Presidential Award for Extraordinary Efforts to Combat Trafficking in Persons from U.S. Secretary of State John F. Kerry and Ambassador-at-Large to Monitor and Combat Trafficking in Persons Luis CdeBaca at the annual meeting of the President’s Interagency Task Force to Combat Trafficking in Persons at the White House on April 8, 2014.



## THE USE OF FORCED CRIMINALITY: VICTIMS HIDDEN BEHIND A CRIME

Methods used by human traffickers continue to evolve, as does the understanding of this crime among law enforcement and anti-trafficking activists. One distinct, yet often under-identified, characteristic of human trafficking is forced criminality. Traffickers may force adults and children to commit crimes in the course of their victimization, including theft, illicit drug production and transport, prostitution, terrorism, and murder. For example, in Mexico, organized criminal groups have coerced children and migrants to work as assassins and in the production, transportation, and sale of drugs. In November 2013, police arrested six adult Roma accused of forcing their children to commit burglaries in Paris and its suburbs. The victims were reportedly physically beaten for failure to deliver a daily quota of stolen goods. In Afghanistan, insurgent groups force older Afghan children to serve as suicide bombers. Non-state militant groups in Pakistan force children—some as young as 9 years old—to serve as suicide bombers in both Pakistan and Afghanistan. Children and men, primarily from Vietnam and China, have been forced to work on cannabis farms in the United Kingdom and Denmark through the use of verbal and physical threats and intimidation.

Victims of trafficking should not be held liable for their involvement in unlawful activities that are a direct consequence of their victimization. Trafficked individuals who are forced to commit a crime are commonly mistaken for criminals—rather than being identified as victims—and therefore treated as such by law enforcement and judicial officials. Many victims of trafficking remain undetected among those who have committed crimes because of a lack of proper victim identification and screening. One example in the United States involves victims of human trafficking who are forced to commit commercial sex acts, and are then prosecuted by state or local officials for prostitution or prostitution-related activity. Many states, including New York State, have passed laws to allow trafficking victims to overturn or vacate these convictions where criminal activity was committed as part of the trafficking situation. In 2009, three Vietnamese children were arrested for working on cannabis farms in the United Kingdom, convicted for drug offenses, and sentenced to imprisonment. An appellate court, however, overturned the convictions in 2013, holding that the children were victims of trafficking. This case reflects a growing awareness that victims of human trafficking involved in forced criminality should be shielded from prosecution. It also demonstrates the difficulties that law enforcement and judicial officials face when combating crimes and enforcing the law.

It is important that governments develop and implement policies to identify trafficking victims who are forced to participate in criminal activity in the course of their victimization, and provide them with appropriate protective services. In addition to general awareness training on human trafficking, training law enforcement and judicial officials about the principles of non-punishment and non-prosecution of victims is key to increasing the likelihood that individuals will be properly identified by the authorities, and thereby secure access to justice and protection.



At a Department of State “TechCamp” workshop in Mexico, over 80 participants discussed best practices for integrating technology in the fight against human trafficking.



When she was only 11 years old, “Guddi” was recruited by a woman from her village to work as a domestic servant. When she arrived in the city, however, she was taken to a brothel in the red light district and forced into prostitution. She has been trapped in debt bondage by her trafficker ever since.





Eastern European women wait for customers in a Tel Aviv brothel. Women from Ukraine, Russia, Moldova, Uzbekistan, China, Ghana, and to a lesser extent South America, are vulnerable to sex trafficking in Israel.

Thus, the “prosecution” component of the “3P” paradigm of prosecution, protection, and prevention cannot be fully separated from the “protection” element, as the prosecution of traffickers can be very significant in the long-term protection of victims.

Around the world, many promising practices have emerged in recent years that are improving the way governments prosecute trafficking in persons cases. Specialized courts, extensive training for judges, prosecutors, and law enforcement, and procedures to expedite trafficking cases through judicial systems are making a difference in securing more trafficking convictions, putting more abusers behind bars, and providing a sense of justice to more victims.

Of course, victims themselves often play an integral role in the successful prosecution of trafficking cases as witnesses or assisting with investigations in other ways. Victims are often hesitant to cooperate with authorities. Some may not even acknowledge or realize that they are victims of a crime, or because of dependency or “trauma bonding” may still harbor affection for their abusers or have conflicted feelings about criminal charges. It is not unusual for a victim to choose not to cooperate with authorities, testify in open court, or confront his or her trafficker. A victim-centered approach to prosecutions, however, has proven effective in bringing more victims along as participants in the investigation and prosecution of their traffickers.

The most successful legal and judicial systems employ “victim-witness coordinators” to work directly with individuals and their advocates to help them navigate the criminal justice system. Ideally, these coordinators bring expertise in dealing directly with victims and experience in ascertaining their needs and willingness to collaborate with law enforcement. When victims choose to participate in prosecution efforts, properly

## ROMANIA – ENGLAND

Ioana and her boyfriend had been dating for a year when they decided to move to England together. He arranged everything for the move, including housing, and Ioana left her job and family in Romania with excitement for a better life. When she arrived in Manchester, everything changed. Her “boyfriend” and a friend created a profile for Ioana on an adult website and began advertising her for sex, arranging clients, and taking all of her earnings. She was afraid to try to escape, because he had become violent. Now safe, Ioana speaks out about her experience: “I don’t want this to happen to any other girls again.”





A young child brings tea to customers in Nepal, as two school children wait for the bus behind him. Poverty and lack of schooling increase the vulnerability of millions of children worldwide to forced labor and debt bondage.

*“ Having survived trafficking at the age of 12, I knew, from my own experience, that each time victims were stopped by police or treated like criminals, they were pushed closer to their trafficker. ”*

– Carissa Phelps, founder and CEO of Runaway Girl, FPC, 2013

trained victim-witness coordinators can counsel them on what role they will play and help them prepare for depositions or court appearances. Throughout the recovery process, it is ideal for victims to have access to their own legal counsel as well.

Victims need assistance and so do law enforcement officials. Experts from civil society can provide training and assistance to law enforcement agencies working with trafficking victims. These partnerships help to create cooperative relationships between law enforcement and service providers. A trusting relationship benefits prosecution efforts and trafficking victims alike. Law enforcement officials who work regularly with victim service providers and advocates gain a better understanding of the needs and situations of trafficking victims. Advocates and attorneys who know and trust their law enforcement counterparts are better equipped to provide guidance and support to victims as they decide to come forward and assist with prosecutions without fear that the victims under their care will be mistreated.

Justice is not just limited to seeing a trafficker put behind bars. Ideally, in addition to jail time, an anti-trafficking law includes provisions that impose on traffickers an obligation to provide restitution for the loss that resulted from their victim’s enslavement and damages for any injuries. In the United States, restitution to trafficking victims is mandatory in criminal cases. Effective and early seizure of a trafficker’s assets can sometimes help ensure that restitution is not just ordered, but in fact paid. Of course, there will be times when a trafficker will not be able to pay what is owed to the victim. In such cases, a government can take steps to ensure that the burden of the loss and injury does not fall solely on the victim. Crime victim compensation programs can be established to help remedy at least some of the loss.



*“Any support offered to victims of trafficking needs to be given in a way that restores a sense of control for the victims over their own lives. . . . When support is provided in a way that does not respect the will of the victims, or is even provided against their will, this may result in further trauma and a continuation of their victimization.”*

– Annette Lyth, Regional project manager of the Greater Mekong Sub-region of Southeast Asia for the UN Interagency Project on Human Trafficking (UNIAP), 2013

# MARGINALIZED COMMUNITIES: ROMANI VICTIMS OF TRAFFICKING

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**R**omani—also known as Roma, Roms, or Romane—are one of the largest minority groups in Europe and are highly vulnerable to human trafficking. Ethnic Romani men, women, and particularly children are subjected to sex trafficking and forced labor—including forced begging, forced criminality, involuntary domestic servitude, and servile marriages—throughout Europe, including in Western Europe, Central Europe, and the Balkans. This exploitation occurs both internally, especially in countries with large native Romani populations, and transnationally. The Organization for Security and Cooperation in Europe (OSCE) Ministerial Council issued a decision in December 2013 that called on participating States to take measures to address Romani victims of human trafficking.

Like other marginalized groups across the world, Romani are particularly vulnerable to trafficking due to poverty, multi-generational social exclusion, and discrimination—including lack of access to a variety of social services, education, and employment. For instance, because of poor access to credit and employment opportunities, Romani often resort to using informal moneylenders that charge exorbitant interest rates, contributing to high levels of debt, which heighten trafficking vulnerability. Furthermore, recorded cases also exist of exploiters fraudulently claiming social benefits from Romani trafficking victims, depriving victims of this assistance.

In general, European governments do not adequately address the issue of identifying and protecting Romani trafficking victims. Victim protection services and prevention campaigns are often not accessible to the Romani community, as they are at times denied services based on their ethnicity or are located in isolated areas where services are not available. Law enforcement and other officials are typically not trained in or sensitized to trafficking issues in the Romani community. At times, combating trafficking has been used as a pretext to promote discriminatory policies against Romani, such as forced evictions and arbitrary arrests and detention.

Many Romani victims are hesitant to seek assistance from the police because they distrust authorities due to historic discrimination and a fear of unjust prosecution. In some instances, police have penalized Romani victims for committing illegal acts as a result of being trafficked, such as being forced to engage in petty theft. Furthermore, in those countries in which governments rely on victims to self-identify, this mistrust can result in disproportionately small numbers of Romani victims identified, which can contribute to continued exploitation of victims. The lack of formal victim identification may also lead to an absence of protection services, which in turn can result in increased vulnerability to re-trafficking.

## **Some policy recommendations to address the needs of Romani victims of human trafficking include:**

- Governments should include full and effective participation of Romani communities and organizations in anti-trafficking bodies, including anti-trafficking law enforcement and victim identification groups.
- Trafficking prevention campaigns and efforts should be targeted to Romani communities, particularly those that are segregated and socially excluded.
- Governments should improve access to prevention and protection services, such as public awareness campaigns for communities and law enforcement, and adequate shelters, legal and social services, and vocational assistance.
- Law enforcement should not impose criminal liability on trafficking victims, including Romani, for crimes they were forced to commit.
- Anti-trafficking policies should explicitly recognize the Romani as a vulnerable group.

## HUMAN TRAFFICKING AND MAJOR SPORTING EVENTS

**M**ajor sporting events—such as the Olympics, World Cup, and Super Bowl—provide both an opportunity to raise awareness about human trafficking as well as a challenge to identify trafficking victims and prosecute traffickers who take advantage of these events. Successful anti-trafficking efforts must be comprehensive and sustainable, addressing both labor and sex trafficking conditions before, during, and after such events.

**Prior to the Event:** Major sporting events often entail massive capital improvement and infrastructure projects, creating a huge demand for cost-effective labor and materials. Governments and civil society can take steps to prevent this significant increase in construction from being accompanied by an increase in forced labor. Governments should ensure labor laws meet international standards, regulate labor recruitment agencies, and frequently inspect construction sites for violations of labor laws. To prepare for the 2012 Olympics in London, the London Councils, a government association in the United Kingdom, commissioned a report on the potential impact of the Olympics on human trafficking. Governments in countries hosting major sporting events may wish to consider similar analyses to identify potential gaps in human trafficking responses. These strategies will be particularly important in countries planning to host future Olympics (Brazil in 2016, South Korea in 2018, and Japan in 2020) and World Cup tournaments (Russia in 2018 and Qatar in 2022).

**Game Day:** Increased commerce, tourism, and media attention accompany major sporting events. Unfortunately, there is a lack of hard data on the prevalence of human trafficking—including sex trafficking—associated with these events. Governments and civil society—including the airline and hospitality sectors—can collaborate to combat trafficking by launching media campaigns, training law enforcement officials and event volunteers, and establishing partnerships to recognize indicators of human trafficking and to identify victims. Additional data collection of human trafficking surrounding major sporting events will inform future anti-trafficking efforts.

**After the Event Concludes:** Modern slavery is a 365-day-a-year crime that requires a 365-day-a-year response. Traffickers do not cease operations once a sporting event concludes, and stadiums and surrounding areas can remain popular destinations for travel and tourism. The lasting effect of anti-trafficking efforts associated with major sporting events can be even more important than the impact of those efforts during the event itself. This ripple effect can take the form of enhanced partnerships between law enforcement officials, service providers, and the tourism industry, or simply sports fans sustaining the anti-trafficking efforts that they learned about during the event.

The End It Movement launched a campaign at the 2013 NCAA Final Four basketball tournament in Atlanta, Georgia to bring awareness to the reality of sex trafficking in the United States. Young actresses portrayed victims of sex trafficking.



“On the day I was rescued, I knew three words in English: “hi,” “dolphin,” and “stepsister.” I now believe my captors intentionally kept anything from me that might teach me the language, because knowledge of English could have given me more power. Something captors do well is keep their slaves powerless.”

– Shyima Hall

The 2009 *Trafficking in Persons Report* highlighted the story of Shyima Hall, an Egyptian girl who was sold by her parents at the age of eight to a wealthy Egyptian couple. When the family subsequently moved to California, they smuggled her into the United States on a temporary visa and put her to work up to 20 hours a day in their large suburban home. They confiscated her passport and regularly verbally and physically assaulted her; Shyima suffered for four years before a neighbor filed an anonymous complaint with the state child welfare agency, leading to her rescue. Since that time, she has taken remarkable steps to rebuild her life and to bring awareness to the reality of trafficking around the world. She has gone to college and in 2011 became a United States citizen. Shyima recently released a memoir that tells the story of her childhood, harrowing slavery, and undeniable resilience. She now calls her life “heaven,” and dreams of becoming a police officer or immigration agent to help other victims of trafficking.



# PROMISING PRACTICES IN THE ERADICATION OF TRAFFICKING IN PERSONS

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Innovation and technology are essential in the fight against human trafficking. The private sector, anti-trafficking advocates, law enforcement officials, academics, and governments are working together to develop innovative solutions to address the complexities involved in both fighting this crime and supporting victims as they strive to restore their lives. Examples of these promising practices include:

## **MOBILE TECHNOLOGIES IN UGANDA:**

In partnership with the Government of Norway, International Organization for Migration (IOM) caseworkers in the field are using mobile technologies in Uganda to collect information about the protection needs of trafficked children. The data, which caseworkers capture using smart phones and then send to a central database for storage, aggregation, and analysis, identifies trends in the trafficking of children from rural to urban areas. IOM uses these trends and patterns to guide the project's anti-trafficking strategy. The web application of the database displays live charts that show anonymous and disaggregated data in a visual format for public viewing.

## **"TECHCAMPS" IN PHNOM PENH AND TLAXCALA:**

Department of State "TechCamps" bring local and regional civil society organizations together with technologists to develop solutions to challenges faced in particular communities. In September 2013, the U.S. Embassy in Cambodia hosted the first-ever "TechCamp" focused on using technology to address challenges in combating modern slavery in Southeast Asia. Challenges ranged from providing hotline information to labor migrants to reducing social stigma for sex trafficking survivors. The McCain Institute for International Leadership provided seed funding for two local projects after the Phnom Penh event. The U.S. Embassy in Mexico also hosted a "TechCamp" in Tlaxcala, a state facing significant challenges in combating sex trafficking. "TechCamp" Mexico focused on developing low-cost, easily-implemented solutions, including interactive soap operas to increase public awareness about trafficking and data scraping to map high-risk areas.

## **TECHNOLOGY TO IDENTIFY AND SERVE VICTIMS:**

The White House Forum to Combat Human Trafficking in 2013 brought stakeholders together with survivors to highlight technology that is being used to help identify victims, connect them to services, and bring traffickers to justice. The forum featured new technology being used by the National Human Trafficking Resource Center (NHTRC) hotline, including the development of a system for individuals to connect discreetly with NHTRC through text messages in addition to a toll-free hotline. Additionally, Polaris Project, working with Google, software companies, and other NGOs, launched a Global Human Trafficking Hotline Network project to help create a more coordinated global response for victims of trafficking.

## **IDENTIFYING IRREGULAR FINANCIAL TRANSACTIONS:**

Collaboration between the Manhattan District Attorney's Office, the Thomson Reuters Foundation, and financial institutions and foundations is helping corporations to identify potential cases of human trafficking by looking for irregularities and red flags in financial transactions. American Express, Bank of America, Barclays, Citigroup, the Human Trafficking Pro Bono Legal Center, JPMorgan Chase & Co., TD Bank, Theodore S. Greenberg, Polaris Project, Wells Fargo, and Western Union participated in the effort. The U.S. Financial Crimes Enforcement Network (FinCEN), in dialogue with other U.S. agencies, private industry, NGOs, academia, and law enforcement, launched a similar initiative to identify financial red flags and provide guidance to financial institutions on how to detect and properly report suspected human trafficking. FinCEN's goal is to supplement and aid law enforcement investigations by supporting the effective detection and reporting of human trafficking financing through Suspicious Activity Reports. Through these efforts, financial institutions are developing the ability to identify suspicious financial activity that may help identify human traffickers.

## CLEARING THE WAY

Working together with a wide range of partners, governments can set up a system of protection and support services that help victims along every step of their journey, from the moment they are identified as trafficking victims, to the delivery of care for their immediate injuries, to the transition support and long-term services. Partnerships help these efforts succeed.

Governments alone have authority over certain regulatory, structural, and environmental factors. For example, a shelter may be equipped to provide continuing, long-term support for victims. But if a country's trafficking law mandates that individuals can obtain services only for a limited period of time or that services are wholly contingent upon cooperation with authorities, victims may not receive essential long-term care. Even when training, education, and job placement programs may be available, immigration laws can prohibit a migrant victim from working legally and taking those next steps forward. Conversely, citizen victims risk exclusion if victim-care structures are designed only for foreign victims.

## INDIA

Still a teenager, Aanya dropped out of school with the hope of finding work to help her family. Leaving her home in a region rife with poverty, Aanya arrived in the capital and felt lucky to find work in an upscale neighborhood through a domestic worker placement agency. Rather than a good job, Aanya ended up enslaved in a home, locked in, and abused by her employer. For months she endured violent beatings and isolation. Terrified, she worked without pay, forbidden from interacting with—or even calling—anyone she knew. With the help of police and anti-trafficking activists, Aanya escaped, and her case has gone to court. Back home with her family and re-enrolled in school, Aanya is receiving follow-up care.

A New York based non-profit serving women in South and Southeast Asia, the Nomi Network, aims to create economic opportunities for survivors and women and girls at risk of human trafficking. The women and girls pictured here are from the first class of graduates from a new training program.



All over the world, however, laws and regulations hinder NGOs and well-intentioned government officials from providing the services that victims need. These obstacles may be unintentional, such as existing laws designed to deal with other issues that inadvertently affect a government's attempt to confront trafficking. They may reflect attitudes toward particular groups—such as immigrants, people in prostitution, persons with disabilities, or LGBT individuals—that fail to recognize that modern slavery occurs among all groups, including the stigmatized or marginalized. Governments should do whatever is necessary to make sure no law, policy, or regulation prevents a trafficker from being prosecuted, or a victim from being identified and becoming a survivor.

### THE SURVIVOR'S VOICE: GUIDING THE WAY FORWARD

The approaches and practices that this *Report* recommends are not a panacea for the challenge of modern slavery, nor do they offer a perfect solution for what trafficked persons need. The search for those answers is what continues to drive the fight against modern slavery forward.

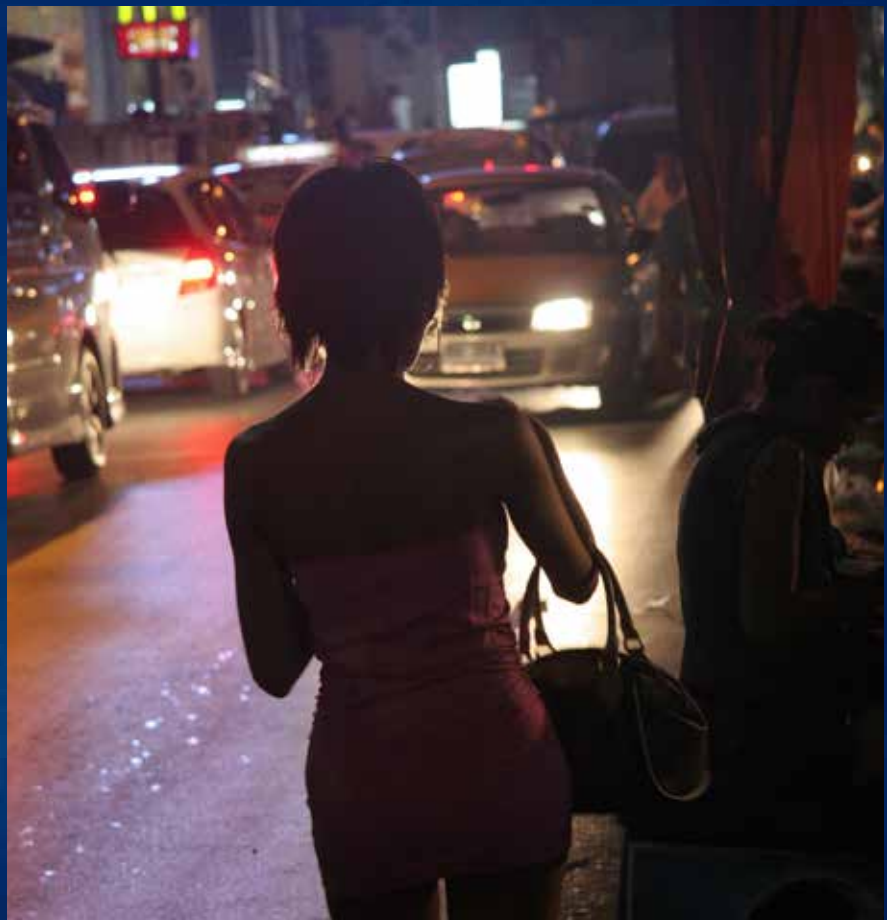
In this fight, survivors play a vital role in finding better solutions. Those who have made the journey from victim to survivor have done so in ways as unique as each individual and his or her own experience.

More than a few survivors have chosen to refocus their talents, their passions, and their experiences back into the struggle against modern slavery.

Survivors run shelters, advocate before legislatures, train law enforcement officials, and meet with presidents and prime ministers to push for a more robust response to this crime. No one can explain the barbarity of modern slavery as well as someone who has endured it, and no one can better evaluate what works and what does not as governments and partners come to the aid of those still in bondage. It has been inspiring to see survivors seemingly set apart by the differences of their cases find the commonality of their experiences and forge a new understanding of a crime that they best comprehend.

In addition to helping victims on their journeys to become survivors, governments can also benefit from opening the door to them as experts, colleagues, policymakers, and advocates.

A young girl waits for clients on the side of the road in Bangkok, Thailand. Many women and girls from within Thailand and from neighboring countries are victims of sex trafficking, often to meet the demand of sex tourists from countries in the region and elsewhere.





# MAKING THE PROBLEM WORSE: OFF-DUTY LAW ENFORCEMENT OFFICERS PROVIDING SECURITY IN HIGH-RISK ESTABLISHMENTS

**A**t times, trafficking offenders employ off-duty law enforcement officers to provide nighttime security in clubs, bars, or other establishments that are at high risk of being a venue for trafficking. This practice likely inhibits the willingness of law enforcement authorities to investigate allegations of human trafficking. Off-duty officers on the payroll of an establishment engaging in human trafficking may be less likely to report or investigate a potential trafficking situation at that locale. In addition, their law enforcement colleagues who do not work in the establishment may feel pressure to look the other way, rather than risk compromising their fellow officers. The practice of off-duty law enforcement officers working other security jobs may also have a negative impact on the community's perception of the role of law enforcement. Most significantly, potential trafficking victims are not likely to turn to these law enforcement officers for help or trust a police officer who works in, and potentially enables, an environment where exploitation is occurring.

Governments can help by discouraging law enforcement officials from providing security in their off-duty hours to such establishments. Governments can also conduct sensitization training for law enforcement that includes a human trafficking component and by prosecuting officials found to be complicit in human trafficking. Further, governments can develop codes of conduct for officials that outline clear conflicts of interest in regard to off-duty employment and encourage trafficking victim identification and referral.

This is one of the oldest brothels in the red light district of Mumbai, India. On each floor, enforcers guard the rooms. Women from Bangladesh, Nepal, and India are subjected to sex trafficking in Mumbai's commercial sex trade.



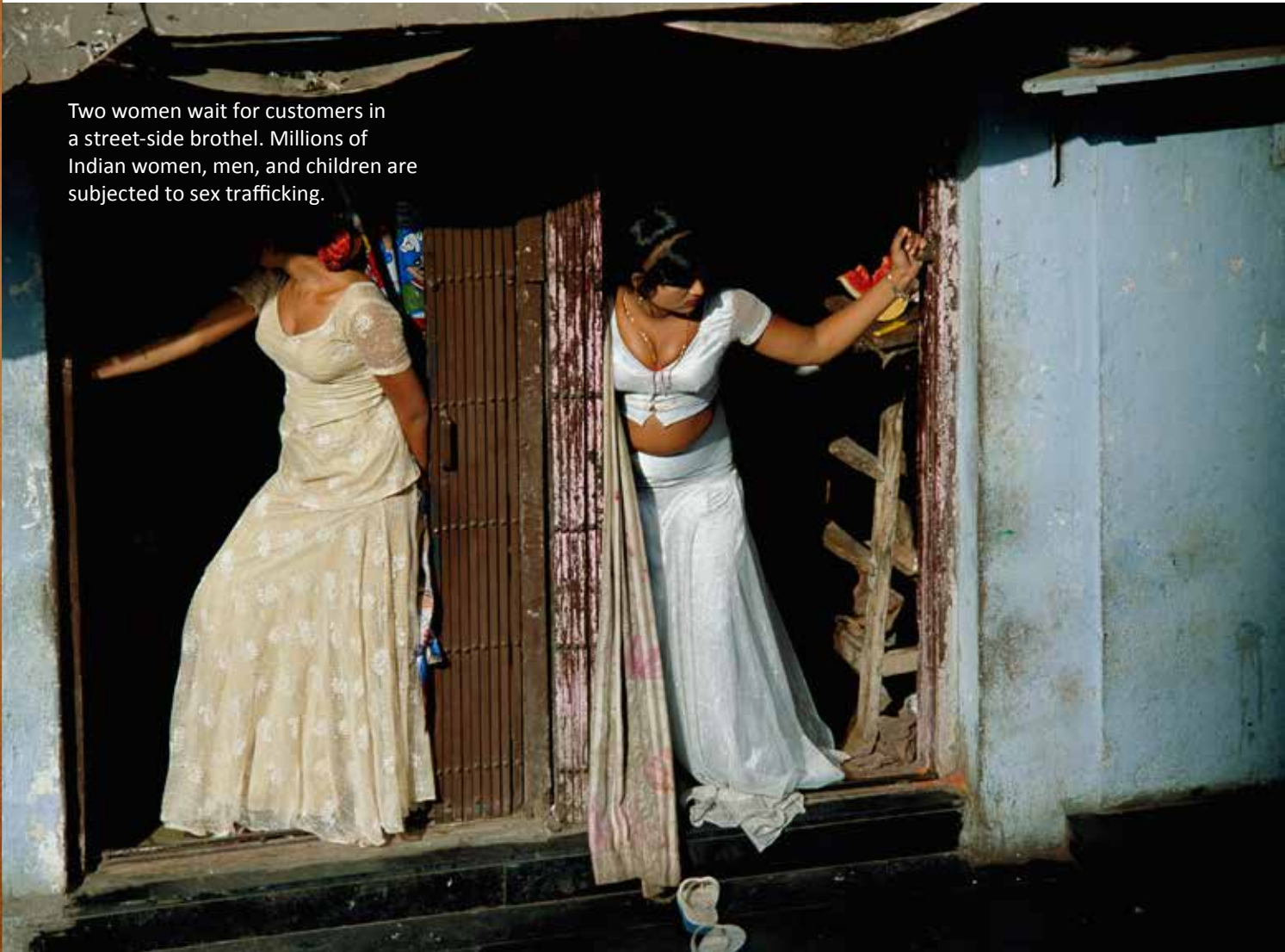
The stories of those survivors—the stories of all survivors—are living, breathing reminders of why governments must live up to their responsibility to combat this serious crime in all its forms. If a survivor-turned-advocate had been misidentified and treated as a criminal, perhaps today she would not be working for the freedom of more who are enslaved. If a survivor who was reunited with his family was instead deported back to the country where he was originally exploited, perhaps today he would not be working to give his children a bright future. If survivors who were treated with respect and understanding were instead viewed as pariahs and forced out on the streets, perhaps today they would once again be victims.

This *Report* has in the past noted the legacy of Frederick Douglass. A hero of the abolitionist movement, Douglass effected change not only through his compelling accounts of life as an enslaved child servant and farmworker, but also through his activism and advocacy. Fittingly, it was this survivor of slavery who became one of the United States' first African-American ambassadors and advocated for women's rights. He also accurately predicted that slavery could reappear if governments left vulnerable migrants unprotected.

## PERU

Oscar's cousin worked in a bar in the gold mining region of Peru and told him stories of being paid in chunks of gold. Oscar, 16 at the time, left home in hopes of finding similar work. Upon arrival, the mine owner told him that he had to work 90 days to repay the fee his cousin received for recruiting him, and because the owner controlled the river traffic, there were no options for escape. Oscar then realized he had been sold into slavery. Oscar contracted malaria but was refused medical attention and left to die in a hut; the other workers cared for him and fed him out of their own meager rations. Too weak to work in the mines, he was forced to work in the kitchens. After the 90 days were completed, Oscar packed his bags to leave, but the boss told him he was not free because he was only credited for working 30 days. Oscar was not credited with 90 days' work until he worked for eight months. Upon his return from the Amazon, Oscar was hospitalized for yellow fever. To repay the doctors, he had to borrow money from his family; Oscar believed the only way to repay that debt was to return to work in the jungle.

Two women wait for customers in a street-side brothel. Millions of Indian women, men, and children are subjected to sex trafficking.



# REACTIVATING TRAUMA IN SEX TRAFFICKING TESTIMONY

Sex trafficking victims face a long road to recovery, and testifying against their exploiters can often hinder that process. While witness testimony can be an effective and necessary form of evidence for a criminal trial, the primary trauma experienced by a victim during the trafficking situation may be reactivated when recounting the exploitation or confronting the exploiter face-to-face. In many cases, the victim-witness has been threatened by the trafficker directly warning against reporting to law enforcement, or the witness's family members have been threatened or intimidated as a way to prevent cooperation in an investigation or prosecution. In addition, a victim may fear possible prosecution for unlawful activities committed as part of the victimization such as prostitution, drug use, and illegal immigration. This fear is compounded in some cases in which victims experienced previous instances of being treated as criminals, whether arrested, detained, charged, or even prosecuted. The defense may also cite the victim's engagement in criminal activity or criminal record as evidence of his or her lack of credibility. In fact, sometimes victims are not ideal witnesses. If the victim had a close relationship with the trafficker (also known as trauma bonding), has a deep-rooted distrust of law enforcement, or fears retaliation, a victim may be a reluctant or ineffective witness.

The need for resources for victims throughout, and even after, the investigation and prosecution is critical, especially because some human trafficking trials last several years. During this time, victims often face financial difficulties—including lack of housing and employment—and continued emotional and psychological stress, including Post-Traumatic Stress Disorder in many cases, resulting from the trafficking situation, that require long-term medical and mental health care.

To prevent or reduce the chance of reactivating primary trauma, experts encourage government officials to incorporate a victim-centered approach and provide support to victim-witnesses when investigating and prosecuting trafficking offenses. Specialized courts to hear human trafficking cases and the designation of specific prosecutors who have significant experience in handling these cases have led to a greater number of prosecutions while minimizing victim re-traumatization. Collaboration between law enforcement officials and NGOs that provide comprehensive victim assistance, including legal and case management services, has also proven to be a necessary component in successful prosecutions. The Government of Canada, for example, has fostered partnerships with NGOs through the Victims Fund, resulting in additional support for victims, such as projects that raise awareness and provide services and assistance. Law enforcement officials in many countries would benefit from sharing best practices to ensure that victims are not re-traumatized and traffickers are prosecuted in accordance with due process. Best practices include:

- Interviewing victims in a comfortable, non-group setting with a legal advocate present where possible.
- Providing the option, where legally possible, to pre-record statements for use as evidence to avoid the need for repeated accounts of abuse.
- Adopting evidentiary rules to preclude introduction of prior sexual history.
- Providing support—such as victim advocates, free legal counsel, and change in immigration status—that is not conditional on live trial testimony.



## PHILIPPINES – SAUDI ARABIA

Marie left her home for a job as a domestic worker in Saudi Arabia—the opportunity for a fair wage and a safe workplace made the sacrifice of leaving her family and her life in the Philippines seem worth it. In reality, Marie spent her time in Saudi Arabia being sold from employer to employer—11 in all. In the last home where she worked, she was beaten severely. After her stay in the hospital, she was sent home to the Philippines. She has never been paid for her months of work.

Sadly, for every inspiring story of a survivor who has moved past his or her exploitation, there will be too many untold stories of victims unidentified, re-traumatized, jailed, or worse. For the global struggle against modern slavery to succeed, there must be more stories of men and women finishing their journey.

The journey to becoming a survivor will become a reality for more victims only if many others walk on that path alongside them, whether law enforcement officials, advocates, ministers, or lawmakers. When the burden is shared and when the course points toward a common goal, more lives will be restored, and slowly, exploitation and enslavement will give way to justice, opportunity, and freedom.

**“Human trafficking is, quite simply, the exploitation of human beings for profit. It is a scourge that is not defeated by barriers of wealth and influence—trafficking is an immense problem for developed and developing nations alike.”**

– Anne T. Gallagher, *Officer of the Order of Australia*,  
former Advisor on Trafficking to the United Nations High Commissioner for Human Rights, 2013



# DEFINITIONS AND METHODOLOGY

“When I had sex with him, I felt empty inside. I hurt and I felt very weak. It was very difficult. I thought about why I was doing this and why my mom did this to me.”

– “Jorani,” human trafficking survivor  
whose mother sold her into prostitution, Cambodia, 2013

## 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 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (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.

## THE FACE OF MODERN SLAVERY

### Sex Trafficking

When an adult engages in a commercial sex act, such as prostitution, as the result of force, threats of force, fraud, coercion or any combination of such means, that person is a victim of trafficking. Under such circumstances, perpetrators involved in recruiting, harboring, enticing, transporting, providing, obtaining, or maintaining a person for that purpose are guilty of sex trafficking of an adult. Sex trafficking also may occur within debt bondage, as individuals 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. An adult’s 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.

### Child Sex Trafficking

When a child (under 18 years of age) is recruited, enticed, harbored, transported, provided, obtained, or maintained to perform a commercial sex act, proving force, fraud, or coercion is not necessary for the offense to be characterized as human trafficking. There are no exceptions to this rule: no cultural or socioeconomic rationalizations alter the fact that children who are prostituted are trafficking victims.

## PAKISTAN – UNITED ARAB EMIRATES

Mariam and her 16-year-old daughter Fatima were promised jobs at a beauty salon in the United Arab Emirates. On their flight from Pakistan, a friendly man gave Mariam his number just in case she needed any help while there. Mariam and Fatima were picked up at the airport by an acquaintance of the person who paid for their flights and promised them jobs. She took their passports. Then, instead of going to a salon, the mother and daughter were made to engage in prostitution to pay for their plane tickets. Mariam had to see her daughter cry every time a client left her room. When she could, Mariam called the man from her flight and confided in him; he encouraged her to contact the police. They convinced their captor that they needed to go to the market, but instead found a taxi and went to the police. During the investigation, the police uncovered other victims, also lured with promises of jobs in a beauty salon.

## MEDIA BEST PRACTICES

**A**sk most people where their information about human trafficking comes from, and the answer is often “I heard about it on the news.” Unsurprisingly, the media play an enormous role shaping perceptions and guiding the public conversation about this crime. *How* the media reports on human trafficking is just as important as *what* is being reported, and the overall impact of these stories is reflected in the way the public, politicians, law enforcement, and even other media outlets understand the issue.

In recent years, a number of reports about trafficking have relied on misinformation and outdated statistics, blamed or exploited victims, and conflated terminology. Instead of shining a brighter light on this problem, such reports add confusion to a crime that is already underreported and often misunderstood by the public. As the issue of human trafficking begins to enter the public consciousness, members of the media have a responsibility to report thoroughly and responsibly, and to protect those who have already been victimized.

### A few promising practices can keep journalists on the right track:

- **Language matters.** Is there a difference between survivor and victim? Prostitution and sex trafficking? Human smuggling and human trafficking? The conflation of terms, as well as the failure to use the correct definition to describe human trafficking, can confuse and mislead audiences. Human trafficking is a complex crime that many communities are still trying to understand, and using outdated terms or incorrect definitions only weakens understanding of the issue. *Become familiar with the trafficking definitions of international law, found in the Palermo Protocol to the United Nations Transnational Organized Crime Convention, as well as other related terms that are commonly used.*
- **Dangers of re-victimization.** Photos or names of human trafficking victims should not be published without their consent, and journalists should not speak with a minor without a victim specialist, parent, or guardian present. Human trafficking cases often involve complex safety concerns that could be exacerbated by a published story, or if a victim or survivor has not fully healed, a published story may reactivate trauma or shame years later. *Ensure that, before a victim of human trafficking agrees to share his or her story, he or she understands that once the story is published, it will be available to the public at large.*
- **Survivor stories.** Although interviewing survivors may be the key to understanding human trafficking, there are optimal ways to approach survivors and learn about their experiences. Reporters should invest time engaging service providers and NGOs that work with survivors to learn and understand the best possible approaches. *Be flexible, do not make demands, and do not expect the survivor to tell you his or her story in one sitting. Spend time with survivors, get to know them as people, and follow up even after the story is complete.*
- **Half the story.** When media report on only one type of human trafficking, the public is left with only part of the story. Human trafficking includes sex trafficking, child sex trafficking, forced labor, bonded labor, involuntary domestic servitude, and debt bondage. *Strengthen the public’s understanding of human trafficking and the full scope of the crime.*
- **Numbers game.** Reporters often lead with numbers, but reliable statistics related to human trafficking are difficult to find. Human trafficking is a clandestine crime and few victims and survivors come forward for fear of retaliation, shame, or lack of understanding of what is happening to them. Numbers are not always the story. *Pursue individual stories of survival, new government initiatives, or innovative research efforts until better data are available.*
- **Human trafficking happens.** Simply reporting that human trafficking occurs is not a story. Human trafficking happens in every country in the world. *Go deeper and find out who are the most vulnerable to victimization, what kind of help is offered for survivors, and what your community is doing to eradicate this problem.*
- **Advocacy journalism.** Human trafficking is a popular topic for journalists hoping to make a social impact. Journalists may befriend survivors, earn their trust, and in some cases help remove them from a harmful situation. This is typically not appropriate. Everyone should do their part to help eradicate this crime, but victim assistance should be handled by accredited organizations. “Rescuing” a victim is not a means to a story. *Instead, connect a victim to a reputable service provider to ensure they are safe and their needs are met.*



**Above:** Police work to reunite families with 39 children who were rescued in a raid on an embroidery factory. Such raids can be traumatic for human trafficking victims, as their abusers have often filled them with fear of authorities through psychological manipulation.

**Below:** A group of boys wait to be processed after a police raid on garment factories in New Delhi, India. Anti-Trafficking Police and NGOs helped remove 26 children from the factories, but it is feared that many more were not rescued.



## HUMAN TRAFFICKING AND THE DEMAND FOR ORGANS

**M**ore than 114,000 organ transplants are reportedly performed every year around the world. These operations satisfy less than an estimated 10 percent of the global need for organs such as kidneys, livers, hearts, lungs, and pancreases. One third of these operations include kidneys and livers from living donors. The shortage of human organs, coupled with the desperation experienced by patients in need of transplants, has created an illicit market for organs.

Governments, the medical community, and international organizations, such as the World Health Organization, are addressing the illicit sale and purchase of organs through the adoption of regulations, laws, codes of conduct, awareness campaigns, and mechanisms to improve traceability of organs, as well as to protect the health and safety of all participants. Many countries have also criminalized the buying and selling of human organs. Unscrupulous individuals seeking to profit from this shortage, however, prey on disadvantaged persons, frequently adult male laborers from less-developed countries. These living donors are often paid a fraction of what they were promised, are not able to return to work due to poor health outcomes resulting from their surgeries, and have little hope of being compensated for their damages. This practice is exploitative and unethical, and often illegal under local law. Sometimes it also involves trafficking in persons for the purpose of organ removal.

### BUT WHAT MAKES AN ILLEGAL ORGAN TRADE ALSO A HUMAN TRAFFICKING CRIME?

The sale and purchase of organs themselves, while a crime in many countries, does not *per se* constitute human trafficking. The crime of trafficking in persons requires the recruitment, transport, or harboring of a person for organ removal through coercive means, including the “abuse of a position of vulnerability.” Cases in which organs are donated from deceased donors who have died of natural causes do not involve human trafficking.

Some advocates have taken the position that when economically disadvantaged donors enter into agreements for organ removal in exchange for money, they invariably become trafficking victims because there is “an abuse of a position of vulnerability.” Abuse of a position of vulnerability is one of the “means” under the Palermo Protocol definition of trafficking in persons. Thus, if a person who is in a position of vulnerability is recruited by another who abuses that position by falsely promising payment and health care benefits in exchange for a kidney, the recruiter may well have engaged in trafficking in persons for the purpose of organ removal. The UN’s Office on Drugs and Crime (UNODC) states in its Guidance Note on “abuse of a position of vulnerability” as a means of trafficking in persons that the abuse of vulnerability occurs when “an individual’s personal, situational, or circumstantial vulnerability is intentionally used or otherwise taken advantage of such that the person believes that submitting to the will of the abuser is the only real and acceptable option available to him or her, and that belief is reasonable in light of the victim’s situation.” Thus, poverty alone—without abuse of that vulnerability in a manner to make a victim’s submission to exploitation the “only real and acceptable option”—is not enough to support a trafficking case, whether the exploitation is sexual exploitation, forced labor, or the removal of organs.





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 prior consent to work for an employer is legally irrelevant: the employer is a trafficker and the employee is a trafficking victim. 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.

### **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 states to criminalize threats and other forms of coercion for the purpose of forced labor or services or practices similar to slavery or servitude. 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.

Debts taken on by 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 in which a worker's legal status in the destination country is tied to the employer and workers fear seeking redress.

Young Chinese children work side by side with their parents in hazardous conditions in a leather factory. In recent years, reports have indicated a connection between luxury goods, counterfeiting, and forced labor.



## BURMA – THAILAND

Trusting his recruiters, Myo believed he was leaving his home in Burma to work in a pineapple factory in Thailand. Yet, when he arrived, he was sold to a boat captain for the equivalent of approximately \$430. He was held on the boat for 10 months, forced to work, and beaten regularly. On the rare occasion that the boat docked at port, the officers bribed local police to allow them to keep the fishermen on the boat rather than risking them escaping if they were allowed to set foot on shore. Myo was finally able to escape and sought refuge in a temple. He continues to struggle with deafness, having had his head and ear smashed into a block of ice on the fishing boat.

### *Involuntary Domestic Servitude*

Involuntary domestic servitude is a form of human trafficking found in unique circumstances—work in a private residence—that create unique vulnerabilities for victims. It is a crime where domestic workers are not free to leave their employment and are often abused and underpaid. Many domestic workers do not receive the basic benefits and protections commonly extended to other groups of workers—things as simple as a day off. Moreover, their ability to move freely is often limited, and employment in private homes increases their vulnerability and isolation. Authorities cannot inspect homes as easily as formal workplaces, and in many cases do not have the mandate or capacity to do so. Domestic workers, especially women, confront various forms of abuse, harassment, and exploitation, including sexual and gender-based violence. These issues, taken together, may be symptoms of a situation of domestic servitude.

### *Forced Child Labor*

Although children may legally engage in certain forms of work, children can also be found in situations of forced labor. A child can be a victim of human trafficking regardless of the location of that 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. When the victim of forced labor is a child, the crime is still one of trafficking. Anti-trafficking responses should supplement, not replace, traditional actions against child labor, such as remediation and education. When children are compelled to work, their abusers should not be able to 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 members of 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.

““ I worked for him for a few months, cleaning and cooking, but he never paid me. . . . When I demanded my overdue money, he said I would have to have sex with him, then he would give me the money, but I refused so he beat me. After this I was too scared to ask for my money, so I did whatever he asked.””

“Christine,” human trafficking survivor who migrated from Zimbabwe to South Africa looking for work, 2014

## VICTIMS' CONSENT

A common perception of a trafficking victim is of a woman kidnapped, made to cross a border, forced into sexual slavery, and physically beaten. The reality of human trafficking is frequently much more subtle. Vulnerable individuals may be aware of, and initially agree to, poor working conditions or the basic duties of the job that underlies their exploitation. Victims may sign contracts and thereby initially agree to work for a certain employer, but later find that they were deceived and cannot leave the job because of threats against their families or overwhelming debts owed to the recruitment agency that arranged the employment.

On the issue of victims' consent to exploitation, the Palermo Protocol is clear: if any coercive means have been used, a victim's consent "shall be irrelevant." This means that a man who has signed a contract to work in a factory, but who is later forced to work through threats or physical abuse, is a trafficking victim regardless of his agreement to work in that factory. Similarly, a woman who has voluntarily traveled to a country knowing that she would engage in prostitution is also a trafficking victim if, subsequently, her exploiters use any form of coercion to require her to engage in prostitution for their benefit. If a state's laws conform to the Palermo Protocol requirements, a trafficker would not be able to successfully defend a trafficking charge by presenting evidence that a victim previously engaged in prostitution, knew the purpose of travel, or in any other way consented or agreed to work for someone who subsequently used coercion to exploit the victim.

With regard to children, the Palermo Protocol provides that proof of coercive means is not relevant. Thus, a child is considered to be a victim of human trafficking simply if she or he is subjected to forced labor or prostitution by a third party, regardless of whether any form of coercion was used at any stage in the process.

Even if the legal concept of consent is clear, its application is more complex in practice, especially when the victim is an adult. Many countries struggle with uniform application of this provision. In some countries, courts have thrown out trafficking cases when prosecutors have been unable to prove that the victims were coerced at the outset of recruitment. For example, in one European country, a judge rejected trafficking charges in a case where a mentally disabled man was forced to pick berries. Despite clear use of force to compel labor—the victim was dragged back to the labor camp with a noose around his neck—the court held that lack of proof of coercion from the very beginning of recruitment nullified the trafficking. In other countries, defense attorneys have made arguments that victims' prior prostitution proves that they had not been forced to engage in prostitution. More subtly, consent may influence whether prosecutors bring trafficking cases at all. Cases without the "paradigmatic victim" may prove more difficult to win because there is a risk that the judge or jury will view the victim as a criminal rather than a victim. To be successful, these cases require both strong legal presentations and compelling evidence in addition to victim testimony. Efforts to further address the challenging issue of consent would not only help ensure that victims' rights are protected, but would also align prosecutions with the Palermo Protocol requirements. Such efforts might include the explicit incorporation of the Palermo Protocol provision on consent into domestic criminal law and the training of investigators and prosecutors. It is helpful to clarify for fact finders—whether they are judges or juries—that consent cannot be a valid defense to the charge of trafficking and to educate them on the various forms that apparent consent may take (e.g., contracts, failure to leave a situation of exploitation, or victims who do not self-identify as victims). Similarly, investigators can learn that investigations do not need to stop just because a victim had expressed a form of consent.



Construction in preparation for the 2022 FIFA World Cup has already begun, and reports of abuse have received global attention. Initial consent of a construction worker to accept a tough job in a harsh environment does not waive his or her right to work free from abuse. When an employer or labor recruiter deceives workers about the terms of employment, withholds their passports, holds them in brutal conditions, and exploits their labor, the workers are victims of trafficking.

## VULNERABILITY OF INDIGENOUS PERSONS TO HUMAN TRAFFICKING

The United Nations estimates there are more than 370 million indigenous people worldwide. At times, they are described as aboriginal: members of a tribe, or members of a specific group. While there is no internationally accepted definition of “indigenous,” the United Nations Permanent Forum on Indigenous Issues identifies several key factors to facilitate international understanding of the term:

- Self-identification of indigenous peoples at an individual and community level;
- Historical continuity with pre-colonial and/or pre-settler societies;
- Strong link to territories and surrounding natural resources;
- Distinct social, economic, or political systems;
- Distinct language, culture, and beliefs;
- Membership in non-dominant groups of society; and/or
- Resolve to maintain and reproduce their ancestral environments and system as distinctive peoples and communities.

Worldwide, indigenous persons are often economically and politically marginalized and are disproportionately affected by environmental degradation and armed conflict. They may lack citizenship and access to basic services, sometimes including education. These factors make indigenous peoples particularly vulnerable to both sex trafficking and forced labor. For example, children from hill tribes in northern Thailand seeking employment opportunities have been found in commercial sexual exploitation, including sex trafficking, in bars in major cities within the country. In North America, government officials and NGOs alike have identified aboriginal Canadian and American Indian women and girls as particularly vulnerable to sex trafficking. In Latin America, members of indigenous communities are often more vulnerable to both sex and labor trafficking than other segments of local society; in both Peru and Colombia, they have been forcibly recruited by illegal armed groups. In remote areas of the Democratic Republic of the Congo, members of Batwa, or pygmy groups, are subjected to conditions of forced labor in agriculture, mining, mechanics, and domestic service. San women and boys in Namibia are exploited in domestic servitude and forced cattle herding, while San girls are vulnerable to sex trafficking.

Combating the trafficking of indigenous persons requires prosecution, protection, and prevention efforts that are culturally-sensitive and collaborative—efforts that also empower indigenous groups to identify and respond to forced labor and sex trafficking within their communities. For example, the government of the Canadian province of British Columbia and NGOs have partnered with aboriginal communities to strengthen their collective capacity to effectively work with trafficking victims by incorporating community traditions and rituals into victim protection efforts, such as use of the medicine wheel—a diverse indigenous tradition with spiritual and healing purposes.

**Below:** Ashaninka Indian girls go about daily life in the world’s top coca-growing valley. The Ashaninka are the largest indigenous group in the Amazon region of Peru, and some have been kidnapped or forcibly recruited to serve as combatants in the illicit narcotics trade by the terrorist group Sendero Luminoso.



“Many children, like myself, come from various traumas previously to entering into foster care, and many times, are further exposed to trauma throughout their experience in the foster care system. Although there are many people who uplift the system for its successes, there are many elements within the experience of foster care that make youth more susceptible to being victimized. Youth within the system are more vulnerable to becoming sexually exploited because youth accept and normalize the experience of being used as an object of financial gain by people who are supposed to care for us, we experience various people who control our lives, and we lack the opportunity to gain meaningful relationships and attachments.”

– Withelma “T” Ortiz Walker Pettigrew



Featured in the 2013 *TIP Report*, survivor and advocate Withelma “T” Ortiz Walker Pettigrew has become an outspoken advocate raising awareness about sex trafficking in the United States. This year, she was named one of TIME Magazine’s “100 Most Influential People.”

**METHODOLOGY**

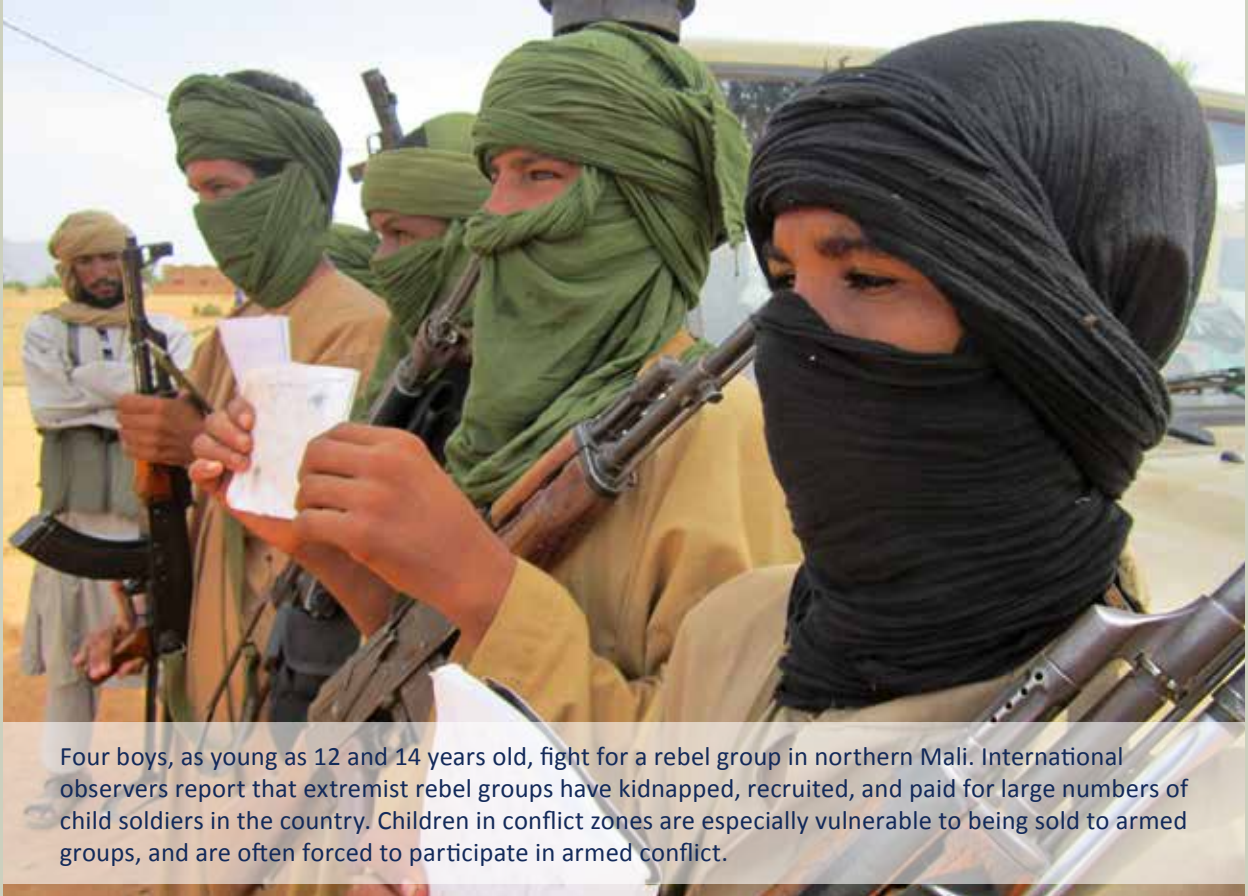
The U.S. Department of State prepared this *Report* using information from U.S. embassies, government officials, non-governmental and international organizations, published reports, news articles, academic studies, research trips to every region of the world, and information submitted to [tipreport@state.gov](mailto:tipreport@state.gov). 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. The 2014 *TIP Report* covers government efforts undertaken from April 1, 2013 through March 31, 2014.

**PHILIPPINES – AUSTRALIA**

With dreams of successful boxing careers, Czar and three of his friends fell prey to three Australians who helped them procure temporary sports visas and paid for their travel from the Philippines to Sydney. Upon arriving in Australia, the men were already in debt to their captors, who confiscated their passports and forced them into unpaid domestic labor as “houseboys.” Rather than making their way in the boxing industry, they were forced to live in an uninsulated garage with mere table scraps for meals. After three months, Czar finally entered a boxing match, and won the equivalent of approximately \$3,500, but the money was taken by his captor. Shortly thereafter, Czar ran away and escaped. One of his friends also escaped, and went to the police. An investigation was opened into their captors on counts of exploitation and human trafficking.

## CHILD SOLDIERS



Four boys, as young as 12 and 14 years old, fight for a rebel group in northern Mali. International observers report that extremist rebel groups have kidnapped, recruited, and paid for large numbers of child soldiers in the country. Children in conflict zones are especially vulnerable to being sold to armed groups, and are often forced to participate in armed conflict.

**T**he 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, 2013 and ending March 31, 2014.

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.”

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, 2014 and effective throughout Fiscal Year 2015, 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 credible reporting from various United Nations entities, international organizations, local and international NGOs, and international media outlets.

**The 2014 CSPA List includes governments in the following countries:**

1. **Burma**
2. **Central African Republic**
3. **Democratic Republic of the Congo**
4. **Rwanda**
5. **Somalia**
6. **South Sudan**
7. **Sudan**
8. **Syria**
9. **Yemen**

#### **SPECIAL COURT OF SIERRA LEONE: ACCOUNTABILITY AT THE HIGHEST LEVEL FOR CHILD SOLDIERING OFFENSES**

The Special Court for Sierra Leone (SCSL) was established in 2002 by agreement between the Government of the Republic of Sierra Leone and the United Nations to try those most responsible for crimes against humanity, war crimes, and other serious violations of international humanitarian law, including conscripting or recruiting children under the age of 15 years, committed in the civil war. Since its inception, the Special Court has handed down several important decisions in cases involving allegations related to the conscripting or enlisting of children under the age of 15 years into armed forces or armed groups. During Sierra Leone's civil war, all parties to the conflict recruited and used child soldiers. Children were forced to fight, commit atrocities, and were often sexually abused. Former Liberian President Charles Taylor was convicted by the SCSL on 11 counts of crimes against humanity and war crimes for his role in supporting armed groups, including the Revolutionary United Front, in the planning and commission of crimes committed during the conflict. In a landmark 2004 decision, the Court held that individual criminal responsibility for the crime of recruiting children under the age of 15 years had crystallized as customary international law prior to November 1996. In June 2007, the Court delivered the first judgment of an international or mixed tribunal convicting persons of conscripting or enlisting children under the age of 15 years into armed forces or using them to participate actively in hostilities.

In 2013, the Special Court reached another milestone by upholding the conviction of former Liberian President Charles Taylor. The judgment marked the first time a former head of state had been convicted in an international or hybrid court of violations of international law. Taylor was convicted, among other charges, of aiding and abetting sexual slavery and conscription of child soldiers. After more than a decade of working toward accountability for crimes against humanity and war crimes committed in Sierra Leone, the SCSL transitioned on December 31, 2013, to a successor mechanism, the Residual Special Court for Sierra Leone, which will continue to provide a variety of ongoing functions, including witness protection services and management of convicted detainees. Its work stands for the proposition that the international community can achieve justice and accountability for crimes committed, even by proxy, against the most vulnerable—children in armed conflict.

## TIER PLACEMENT

The Department places each country in the 2014 *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 country's 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 425), which are generally consistent with the Palermo Protocol.

While Tier 1 is the highest ranking, it does not mean that a country has no human trafficking problem or that it is doing enough to address the 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.

Tier rankings and narratives in the 2014 *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 and sentencing of offenders;
- » 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;
- » 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 excessive fees.

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.

## MEXICO – UNITED STATES

Flor Molina was a hard worker and a good seamstress, working two jobs in Mexico to support her three young children. When her sewing teacher told her about a sewing job in the United States, she thought it was a good opportunity. Once they arrived at the border, the woman who arranged their travel took Flor's identification documents and clothes, "for safekeeping." She and her teacher were taken to a sewing factory and immediately began working. Beaten and prohibited from leaving the factory, Flor began her days at 4:00 in the morning; she not only worked as a seamstress, but had to clean the factory after the other workers went home. After 40 days, she was allowed to leave to attend church, where she was able to get help. With the help of a local NGO, Flor was able to break free. Now, she is a leader in a U.S. national survivors' caucus, and advocates for victims' rights and supply chain transparency.



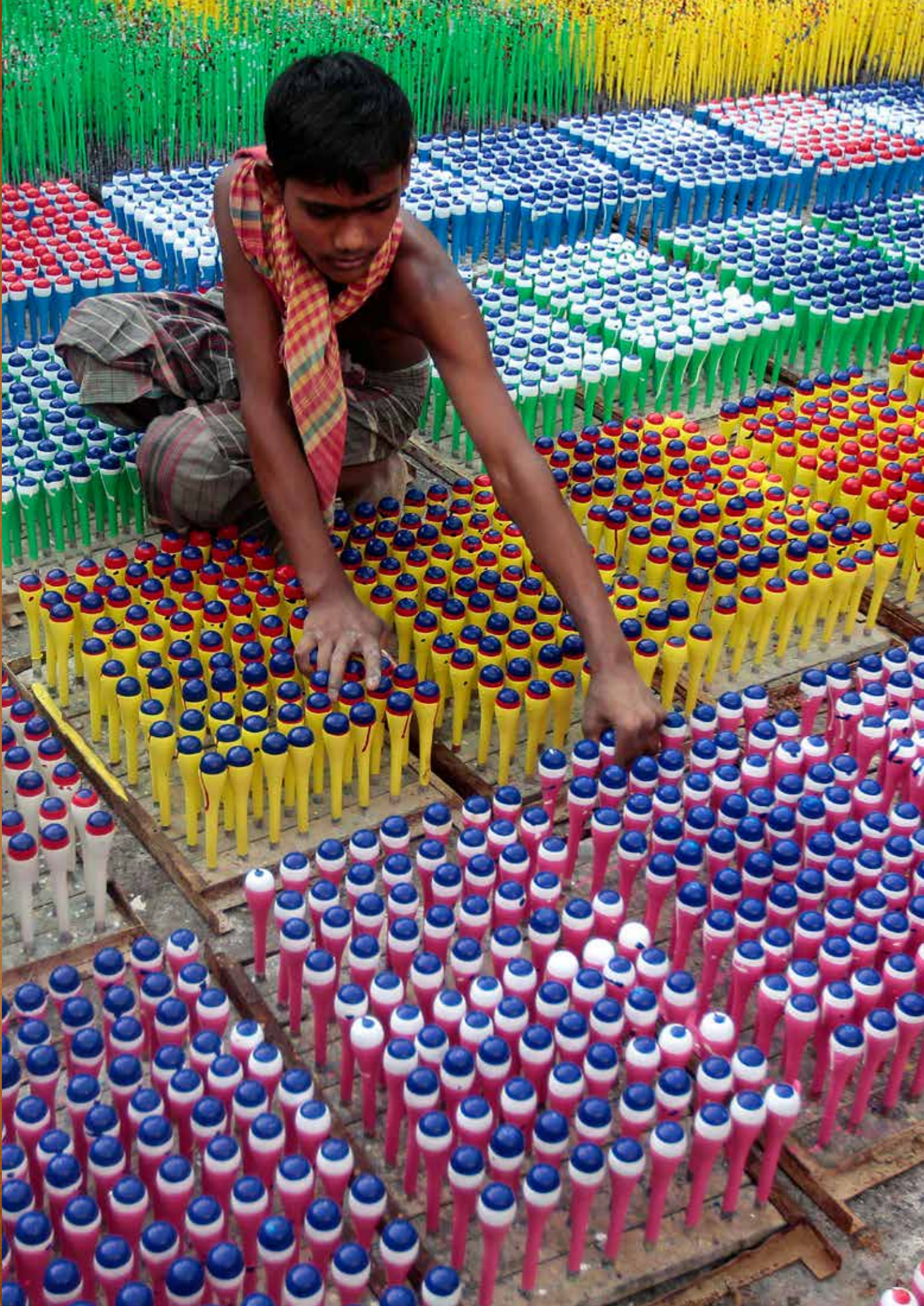
“This entire village is in debt to the land owner. I took a loan of Rs 10,000 (\$181) for medical treatment. Our wage is so small, we can never repay the loans.”

– “Amit,” male, age 33, 2014



The 35-year-old woman above is in debt to her employer for the equivalent of approximately \$2,500 and must work in his brick factory to pay the debt. The 27-year-old woman below owes her employer the equivalent of approximately \$3,000. Both of these Pakistani women are trapped in debt bondage. Unscrupulous recruiters exploit a vulnerability—sometimes caused by natural disaster or sickness—trapping their victims in debt bondage for years to repay the initial loan.





## 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 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 for which:

- 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 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 is the extent to which the country is a country of origin, transit, or destination for severe forms of trafficking. Second is 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 the third factor is the reasonable measures that the government would need to undertake to be in compliance with the minimum standards in light of the government's resources and capabilities to address and eliminate severe forms of trafficking in persons.

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 the 2013 *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.

## INDIA

Ajay was only 15 when he was abducted from a city playground one evening and sold to a rich sugarcane farmer, far from home. Upon waking the next morning—and until he was able to escape about a year later—Ajay endured back-breaking work cleaning livestock pens and processing sugarcane. He was forced to work with little food and less sleep, even after he lost a finger while cutting cane. Escape seemed inconceivable to him and the other children on the farm, until one day his owner sent Ajay to run an errand. Ajay seized the chance to escape and began the long journey home to his family. His family celebrated his return—a year after he was abducted—and while they asked the police to investigate what happened to Ajay, many children continue to be held in forced labor on sugarcane farms and elsewhere.

## VIETNAM

Needing to support their families, teenagers Dung and Chien dropped out of school and went to work as gold miners. The boys were forced to work underground around the clock, under constant surveillance, and controlled by threats. They were told they would not get paid until they had worked for six months. Racked with untreated malaria and malnourished, Dung and Chien organized an escape attempt with some of the other boys being held in the mines, only to be caught and beaten by the foreman. They were able to finally escape with the help of local villagers, who fed them as they hid from the bosses in the jungle. With the help of a local child support center, the boys are looking forward to being reunited with their families.

## PENALTIES FOR TIER 3 COUNTRIES

Pursuant to the TVPA, governments of countries on Tier 3 may be subject to certain restrictions on bilateral assistance, whereby the U.S. government may withhold or withdraw non-humanitarian, non-trade-related foreign assistance. In addition, certain 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 restrictions 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 restrictions will take effect upon the beginning of the U.S. government's next Fiscal Year—

October 1, 2014—however, all or part of the TVPA's restrictions 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 restrictions if necessary to avoid significant adverse effects on vulnerable populations, including women and children.

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

*“Whether it comes in the form of a young girl trapped in a brothel, a woman enslaved as a domestic worker, a boy forced to sell himself on the street, or a man abused on a fishing boat, the victims of this crime have been robbed of the right to lead the lives they choose for themselves.”*

— Secretary of State John F. Kerry, 2014

State troopers in New Jersey receive assignments for the security posts for the 2014 Super Bowl. New Jersey officials trained law enforcement, airport employees, and hospitality personnel about how to identify victims of sex trafficking before the event.



# 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
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	7,909 (456)	3,969 (278)	42,291 (15,205)	15
2012	7,705 (1,153)	4,746 (518)	46,570 (17,368)	21
2013	9,460 (1,199)	5,776 (470)	44,758 (10,603)	58

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified.

An education session for farmworkers on their rights under the Fair Food Program takes place during the workday on a Florida farm. The Coalition of Immokalee Workers' Fair Food Program has brought together tens of thousands of workers, 26 agribusinesses, and 12 retail food corporations to prevent forced labor and worker abuses—including sexual violence—in Florida's tomato industry.



# 2014 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.

## GILBERT MUNDA

*Democratic Republic of the Congo (DRC)*



Gilbert Munda is the coordinator of the Action Center for Youth and Vulnerable Children (CAJED), and as a former orphan himself and father of 12 children, Mr. Munda's tremendous compassion drives his effective leadership. CAJED is an NGO created in 1992 in the Democratic Republic of Congo to provide temporary care and full support for vulnerable children, specifically those formerly associated with armed groups, before reunifying them with their families. Under Mr. Munda's leadership, CAJED has been a UNICEF partner since 2004, and operates a shelter, which provides children with psychosocial support, recreation activities, non-formal education, and family reunification assistance.

In 2011, CAJED formed a consortium with other disarmament, demobilization, and reintegration-focused NGOs in North Kivu, and, through this extensive network, CAJED has assisted over 9,000 children who have been demobilized from armed groups. Mr. Munda engages directly with MONUSCO and UN teams of first responders in the release of children. Together with his team, Mr. Munda has risked his life to help free these children, but, in a country torn by conflict, the efforts of Mr. Munda put these children on the path to healing and help bring peace to the DRC.

## BHANUJA SHARAN LAL

*India*



As director of the Manav Sansadhan Evam Mahila Vikas Sansthan (MSEMVS), Bhanuja Sharan Lal leads more than 75 frontline anti-trafficking workers in northern India. MSEMVS has enabled communities to progressively dismantle entrenched systems of modern slavery at brick kilns, farms, and quarries. They have transformed hundreds of communities into no-go zones for traffickers, making modern slavery virtually nonexistent in more than 130 villages.

Led by Mr. Lal, MSEMVS helps trafficking victims establish Community Vigilance Committees, a process through which groups of survivors achieve freedom by exercising collective power through district-level networks and pressuring police to enforce anti-trafficking laws. MSEMVS assists in freeing approximately 65 men, women, and children every month, and provides survivors with follow-up reintegration support. MSEMVS has also launched and manages a shelter that provides rights-based assistance and recovery to sex trafficking survivors.

Additionally, Mr. Lal has focused intensely on eradicating child labor. Currently, 14 village-based schools enable more than 500 child trafficking survivors to catch up on their education, so they can successfully enter public schools within three years. These schools, which open and close as necessary, enable large numbers of children to come out of slavery and receive an education.

**MYEONGJIN KO***Republic of Korea (ROK)*

Myeongjin Ko is a tireless activist who directs the Dasihamkke Center for sex trafficking victims in South Korea. The Center conducts outreach and counseling for victims of sex trafficking, and assists them with legal and medical services. In response to the increasing number of runaway teenagers falling into prostitution and sex trafficking, Ms. Ko established a special division at the Center that offers services for juvenile victims 24 hours a day, 365 days a year. Since its establishment in 2013, the juvenile care division has provided counseling for approximately 10,000 individual cases in person, over the phone, and online.

In addition to her work on the ground, Ms. Ko has published several manuals in multiple languages on helping and providing services to sex trafficking victims, and has distributed them to Korean embassies and consulates in the United States, Japan, and Australia, three primary destinations for Korean sex trafficking victims.

Ms. Ko also directs Eco-Gender, an advocacy network of Korean anti-trafficking organizations, and has led several civic groups with that network to raise public awareness. The Ministry of Justice named Ms. Ko a Guardian of Female and Children Victim's Rights in 2013.

**ELISABETH SIOUFI***Lebanon*

Elisabeth Sioufi, director of the Beirut Bar Association's Institute for Human Rights, relentlessly advocates for and raises awareness about victims of human trafficking. She was a key leader in advocating the passage of Lebanon's first anti-trafficking law in 2012, and she continues to make trafficking a top priority for the Lebanese government. Ms. Sioufi is an active member of various national steering committees working to protect local and foreign domestic workers, combat human trafficking, prevent torture, and promote child protection, and is the Secretary of the Human Rights Commission of the International Union of Lawyers.

Ms. Sioufi played an instrumental role in drafting the National Strategy to Combat Trafficking in Persons in Lebanon and the National Action Plan for Combating Trafficking in Persons, both of which were finalized in 2013 and await cabinet approval. She regularly holds training sessions on human trafficking for law enforcement, army, and community police personnel, as well as reporters to improve coverage of human trafficking stories in Lebanon.

Ms. Sioufi also led the effort to create a government manual that defined human trafficking and outlined ways to combat it, and held a roundtable with government representatives and NGOs to agree upon a set of indicators for identifying victims of trafficking.

**TEK NARAYAN KUNWAR***Nepal*

Tek Narayan Kunwar, Lalitpur District Judge, has been at the forefront of efforts in Nepal to counter human trafficking by fully implementing the Human Trafficking and Transportation Control Act, while championing the rights of victims. Judge Kunwar's victim-centered approach has provided a much needed ray of hope in the ongoing legal struggle against trafficking. During his previous tenure in District Court Makwanpur, he pioneered a "Fast Track Court System" to decrease the length of time survivors must wait to appear. Judge Kunwar also allows survivors to choose a court date (previously, they would receive little notice), and ensures that hearings proceed continually until a case is decided.

Judge Kunwar also takes a victim-centered approach to sentencing. In May 2013, recognizing the need for immediate compensation, he took the unprecedented step of ordering the government of Nepal to pay the equivalent of approximately \$3,000 to a trafficking survivor. He also established new jurisprudence to impose appropriately severe penalties for this egregious crime.

The Judicial Council of Nepal, a national government agency, named Judge Kunwar the Best Performing Judge of 2013 for his aggressive approach to combating human trafficking. He has published extensively on human rights and international law, judicial independence, and gender equality and law.

**BEATRICE JEDY-AGBA***Nigeria*

Beatrice Jedy-Agba was appointed Executive Secretary of Nigeria's National Agency for the Prohibition of Trafficking in Persons and other Related Matters (NAPTIP) in 2011. NAPTIP is responsible for enhancing the effectiveness of law enforcement, preventing root causes, and providing victim protection. The Agency has nine shelters across the country, and has assisted in providing assistance and rehabilitation to thousands of survivors.

Mrs. Jedy-Agba is transforming the Nigerian national landscape with respect to combating trafficking. Under her leadership, NAPTIP has become a model throughout Africa for coordination of government anti-trafficking efforts. Her work has resulted in the incorporation of human trafficking issues into national development discourse and planning. She has improved NAPTIP's relationships with critical partners in Nigeria's anti-trafficking response, such as local and international NGOs and foreign governments. Not focused solely on the South/North trafficking routes, she has made significant efforts to return and reintegrate Nigerian survivors of human trafficking from several West African countries, and has led collaboration to address the trade in the region. Mrs. Jedy-Agba also has initiated human trafficking public awareness campaigns to increase understanding and mobilize the general public.



**JHINNA PINCHI***Peru*

Survivor Jhinna Pinchi was the first trafficking victim in Peru to face her traffickers in court. Since her escape in 2009, she has taken extraordinary risks. She has faced threats of death and violence, surmounted repeated social and legal obstacles, and challenged the status quo.

In 2007, Ms. Pinchi was trafficked from her home in the Peruvian Amazon and exploited in the commercial sex trade at a strip club in northern Peru. For over two years, she was denied her basic rights. She was drugged, attacked, and exploited. Finally, she escaped and began her long struggle for justice.

Ms. Pinchi encountered countless hurdles in bringing her traffickers to court, including the suspicious deaths of two key witnesses. It took four years, but she never gave up. In December 2013, a Peruvian court convicted three of her abusers for trafficking in persons, and sentenced two of them to 15 and 12 years' imprisonment, respectively. The lead defendant remains at large.

Ms. Pinchi has become a sought-after speaker and advocate, and her remarkable story has been developed into a documentary to raise awareness about human trafficking.

**MONICA BOSEFF***Romania*

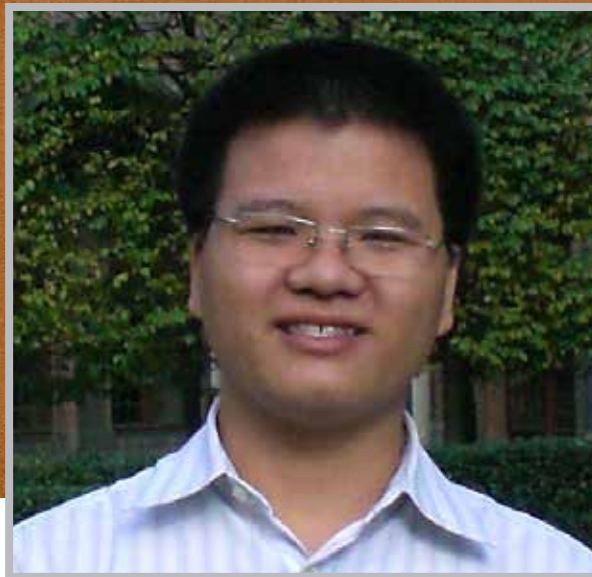
Monica Boseff is the executive director of the Open Door Foundation (Usa Deschisa) and driving force behind an emergency aftercare shelter specifically designed for female victims of human trafficking in Bucharest, Romania. In a country where government funding for survivor aftercare is limited, opening a shelter is a monumental undertaking. Yet, after surveying other organizations and speaking to government officials to properly understand the need, Ms. Boseff launched the emergency shelter, Open Door, in April 2013. The shelter provides residents with medical, psychological, and social support, helping them heal physically, mentally, and emotionally. As part of the recovery process, Ms. Boseff also designed and implemented a job skills training component to the program in coordination with the Starbucks Corporation, who agreed to hire Open Door graduates.

Whether in her capacity as the shelter supervisor, or working relentlessly to identify and secure new financial and in-kind assistance to keep the shelter open and running, Ms. Boseff is a tireless advocate for increasing resources to combat trafficking and assist survivors. What Ms. Boseff has been able to accomplish in a very short time is testament to her strong will, faith, and passion for helping survivors.

**CHARMAINE GANDHI-ANDREWS***Trinidad and Tobago*

As the first-ever Director of the Government of Trinidad and Tobago's Counter-Trafficking Unit at the Ministry of National Security, Charmaine Gandhi-Andrews fundamentally changed the way the government responds to the problem of human trafficking. Ms. Gandhi-Andrews was for several years a leading and outspoken advocate for trafficking in persons legislation, which the government ultimately implemented in January 2013. Largely due to her tireless efforts, Trinidad and Tobago has an infrastructure in place to recognize, identify, and support victims. In her first year she led over 20 investigations into suspected trafficking cases, resulting in charges filed against 12 alleged traffickers—including government officials—and uncovered a dangerous network of criminal gangs facilitating human trafficking in the Caribbean region.

In 2013, the Counter-Trafficking Unit hosted over 20 presentations and workshops designed to educate law enforcement, non-governmental organizations, the legal community, and students about human trafficking. This outreach broke down barriers by connecting and sensitizing resource providers, who have since opened their doors and wallets to support trafficking victims. In a short few years, Ms. Gandhi-Andrews, now the Deputy Chief Immigration Officer, has become the public face of anti-trafficking efforts in Trinidad and Tobago, shaping a national dialogue that embraces proactive efforts to combat trafficking in persons.

**VAN NGOC TA***Vietnam*

Van Ngoc Ta is the Chief Lawyer at Blue Dragon, an Australian charity based in Vietnam that has been involved in helping children and young adults secure their freedom from human trafficking since 2005. To date, Mr. Van has personally assisted over 300 trafficking victims of forced labor in Vietnam and sex trafficking in China. His approach involves undercover operations to locate victims, and his team works with Vietnamese authorities to arrange and conduct a plan to facilitate victims' release.

With years of experience under his belt, Mr. Van has developed a comprehensive approach to assisting trafficking victims, including locating victims, providing services, assisting them in making formal statements to police, supporting their reintegration into their communities, and representing them in court against their traffickers. Mr. Van's tireless efforts have earned him the trust of police and government officials, who often invite him to assist them in their anti-trafficking efforts.

In addition to direct services, Mr. Van has had a great impact on communities in Vietnam where he conducts awareness campaigns and meets with leaders and families to educate them on prevention. Truly making a difference both at the individual level and on a national scale, Mr. Van is influencing the way Vietnam thinks and acts about trafficking.

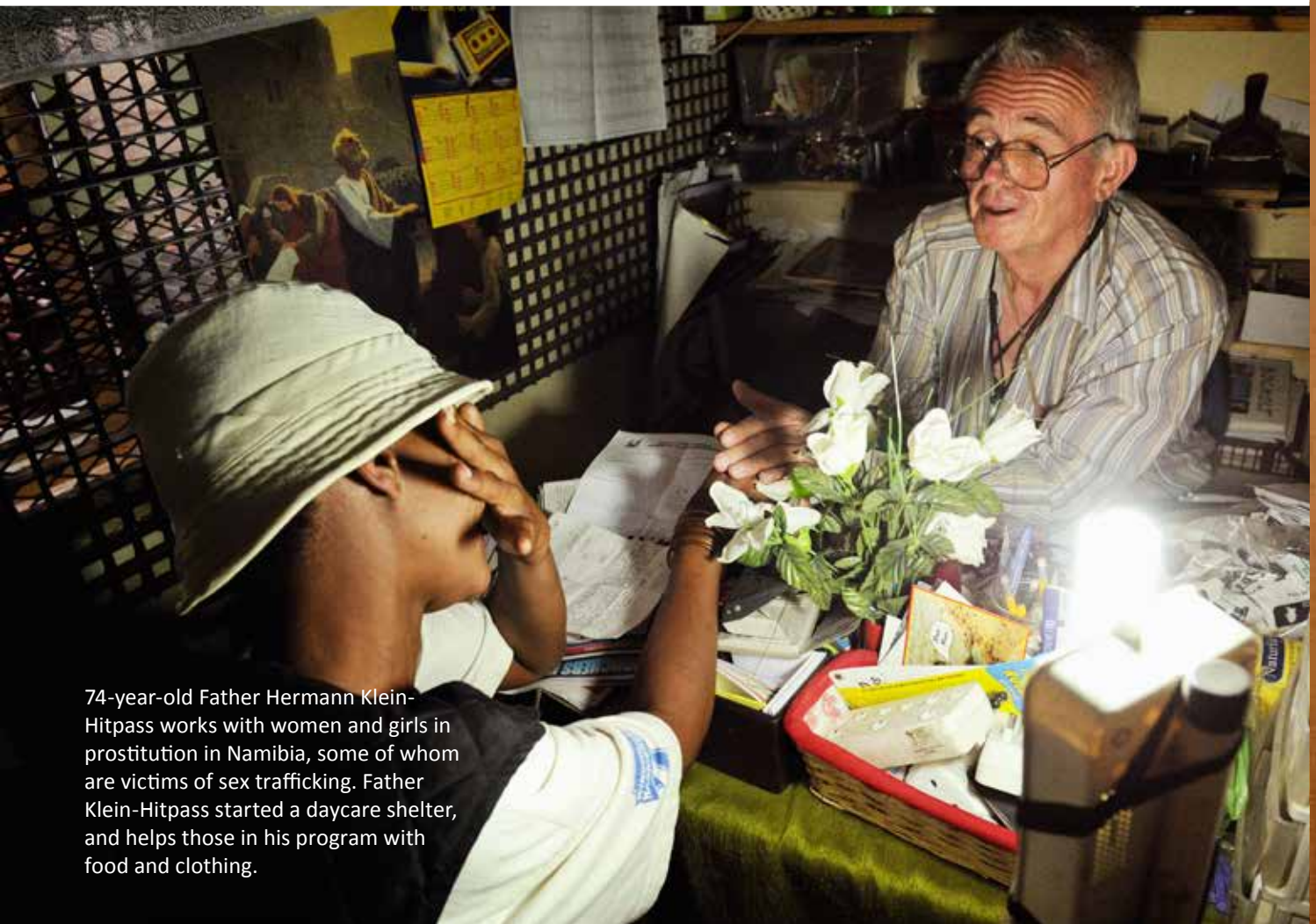
## ❧ IN MEMORIAM ❧

### Irene Fernandez, Malaysia



Photo courtesy of Malaysiakini

In early 2014, the anti-trafficking community suffered the enormous loss of Irene Fernandez, the co-founder and director of Tenaganita, a legal and advocacy organization committed to defending the rights of migrant workers, refugees, and trafficking victims in Malaysia. Fernandez fought tirelessly to expose and correct injustices faced by vulnerable groups in the country, persevering in the face of threats and pressure. Her trailblazing efforts provided migrant worker trafficking victims with much needed legal assistance and advocacy. For this valuable work, Fernandez was recognized as a *TIP Report Hero* in the 2006 *Trafficking in Persons Report*.



74-year-old Father Hermann Klein-Hitpass works with women and girls in prostitution in Namibia, some of whom are victims of sex trafficking. Father Klein-Hitpass started a daycare shelter, and helps those in his program with food and clothing.

## THE INTERSECTION BETWEEN ENVIRONMENTAL DEGRADATION AND HUMAN TRAFFICKING

Certain industries face particularly high environmental risks, including agriculture, fishing and aquaculture, logging, and mining. Workers in these sectors also face risks; the use of forced labor has been documented along the supply chains of many commercial sectors. Exploitation of both people and natural resources appears even more likely when the yield is obtained or produced in illegal, unregulated, or environmentally harmful ways and in areas where monitoring and legal enforcement are weak.



### AGRICULTURE (CROPS AND LIVESTOCK)

Unsustainable agricultural practices around the world are a major cause of environmental degradation. The manner in which land is used can either protect or destroy biodiversity, water resources, and soil. Some governments and corporations are working to ensure that the agricultural sector becomes increasingly more productive, and also that this productivity is achieved in an environmentally sustainable way. Alongside the movement to protect the environment from harm, governments must also protect agricultural workers from exploitation.



Agriculture is considered by the ILO to be one of the most hazardous employment sectors. Particular risks to workers include exposure to harsh chemicals and diseases, work in extreme weather conditions, and operation of dangerous machinery without proper training. Moreover, many agricultural workers are vulnerable to human trafficking due to their exclusion from coverage by local labor laws, pressure on growers to reduce costs, insufficient internal monitoring and audits of labor policies, and lack of government oversight.

As documented in this *Report* over the years, adults and children are compelled to work in various agricultural sectors around the globe.

#### For example:

- ▶ Throughout Africa, children and adults are forced to work on farms and plantations harvesting cotton, tea, coffee, cocoa, fruits, vegetables, rubber, rice, tobacco, and sugar. There are documented examples of children forced to herd cattle in Lesotho, Mozambique, and Namibia, and camels in Chad.



- In Europe, men from Brazil, Bulgaria, China, and India are subjected to forced labor on horticulture sites and fruit farms in Belgium. Men and women are exploited in the agricultural sectors in Croatia, Georgia, the Netherlands, Spain, and the United Kingdom.
- In Latin America, adults and children are forced to harvest tomatoes in Mexico, gather fruits and grains in Argentina, and herd livestock in Brazil.
- In the Middle East, traffickers exploit foreign migrant men in the agricultural sectors of Israel and Jordan. Traffickers reportedly force Syrian refugees, including children, to harvest fruits and vegetables on farms in Lebanon.
- In the United States, victims of labor trafficking have been found among the nation's migrant and seasonal farmworkers, including adults and children who harvest crops and raise animals.



## FISHING AND AQUACULTURE

The 2012 *Trafficking in Persons Report* highlighted forced labor on fishing vessels occurring concurrently with illegal, unreported, and unregulated fishing, which threatens food security and the preservation of marine resources. Vessels involved in other environmental crimes, such as poaching, may also trap their crews in forced labor. Testimonies from survivors of forced labor on fishing vessels have revealed that many of the vessels on which they suffered exploitation used banned fishing gear, fished in prohibited areas, failed to report or misreported catches, operated with fake licenses, and docked in unauthorized ports—all illegal fishing practices that contribute to resource depletion and species endangerment. Without proper regulation, monitoring, and enforcement of laws governing both fishing practices and working conditions, criminals will continue to threaten the environmental sustainability of oceans and exploit workers with impunity.

In recent years, a growing body of evidence has documented forced labor on inland, coastal, and deep sea fishing vessels, as well as in shrimp farming and seafood processing. This evidence has prompted the international advocacy community to increase pressure on governments and private sector stakeholders to address the exploitation of men, women, and children who work in the commercial fishing and aquaculture sector.

### Reports of maritime forced labor include:

- In Europe, Belize-flagged fishing vessels operating in the Barents Sea north of Norway have used forced labor, as have vessels employing Ukrainian men in the Sea of Okhotsk.
- In the Caribbean, foreign-flagged fishing vessels have used forced labor in the waters of Jamaica and Trinidad and Tobago.
- Along the coastline of sub-Saharan Africa, forced labor has become more apparent on European and Asian fishing vessels seeking to catch fish in poorly regulated waters. Traffickers have exploited victims in the territorial waters of Mauritius, South Africa, and Senegal, as well as aboard small lake-based boats in Ghana and Kenya.

- In Asia, men from Cambodia, Burma, the Philippines, Indonesia, Vietnam, China, India, and Bangladesh are subjected to forced labor on foreign-flagged (largely Taiwanese, Korean, and Hong Kong) vessels operating in territorial waters of countries in Southeast Asia, the Pacific region, and New Zealand.

## LOGGING

One out of five people in the world relies directly upon forests for food, income, building materials, and medicine. Yet laws to protect forests are often weak and poorly monitored. Illegal logging has led to forest degradation, deforestation, corruption at the highest levels in governments, and human rights abuses against entire communities, including indigenous populations. Human trafficking is included in this list of abuses. While some governments and civil society organizations have voiced strong opposition to illegal logging and made pledges to protect this valuable resource, the international community has given comparably little attention to the workers cutting down the trees, transporting the logs, or working in the intermediate processing centers. At the same time, the serious problem of workers in logging camps sexually exploiting trafficking victims has garnered insufficient attention.



There is a dearth of documented information on working conditions of loggers and the way the logging industry increases the risk of human trafficking in nearby communities.

### Recent reports of trafficking in this sector include:

- In Asia, victims have been subjected to labor trafficking in the logging industry. For example, Solomon Islands authorities reported a Malaysian logging company subjected Malaysians to trafficking-related abuse in 2012. Burmese military-linked logging operations have used villagers for forced labor. North Koreans are forced to work in the Russian logging industry under bilateral agreements. Migrant workers in logging camps in Pacific Island nations have forced children into marriage and the sex trade.
- In Brazil, privately owned logging companies have subjected Brazilian men to forced labor.
- The Government of Belarus has imposed forced labor on Belarusian nationals in its logging industry.



## MINING

Mining—particularly artisanal and small-scale mining—often has a negative impact on the environment, including through deforestation and pollution due to widespread use of mercury. The United Nations Environment Programme estimates that the mining sector is responsible for 37 percent of global mercury emissions, which harm ecosystems and have serious health impacts on humans and animals. In addition to degrading the environment, mining often occurs in remote or rural areas with limited government presence, leaving individuals in mining communities in Latin America, Africa, and Asia more vulnerable to forced labor and sex trafficking.

### Examples of human trafficking related to the mining industry include:

- In the eastern Democratic Republic of the Congo, a significant number of Congolese men and boys working as artisanal miners are exploited in debt bondage by businesspeople and supply dealers from whom they acquire cash advances, tools, food, and other provisions at inflated prices and to whom they must sell mined minerals at prices below the market value. The miners are forced to continue working to pay off constantly accumulating debts that are virtually impossible to repay.
- In Angola, some Congolese migrants seeking employment in diamond-mining districts are exploited in forced labor in the mines or forced prostitution in mining communities.
- A gold rush in southeastern Senegal has created serious health and environmental challenges for affected communities due to the use of mercury and cyanide in mining operations. The rapid influx of workers has also contributed to the forced labor and sex trafficking of children and women in mining areas.
- In Guyana, traffickers are attracted to the country's interior gold mining communities where there is limited government presence. Here, they exploit Guyanese girls in the sex trade in mining camps.
- In Peru, forced labor in the gold mining industry remains a particular problem. In 2013, a report titled, *Risk Analysis of Indicators of Forced Labor and Human Trafficking in Illegal Gold Mining in Peru*, catalogued the result of interviews with nearly 100 mine workers and individuals involved in related industries (such as cooks, mechanics, and people in prostitution). It traces how gold tainted by human trafficking ends up in products available in the global marketplace, from watches to smart phones.



### NEXT STEPS

Governments, private industry, and civil society have an opportunity to push for greater environmental protections in tandem with greater protections for workers, including those victimized by human trafficking. Additional research is needed to further study the relationship between environmental degradation and human trafficking in these and other industries. It is also essential to strengthen partnerships to better understand this intersection and tackle both forms of exploitation, individually and together.





# THE TIERS

## TIER 1

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

## 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 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

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



# TIER PLACEMENTS

## TIER 1

ARMENIA	FINLAND	LUXEMBOURG	SLOVENIA
AUSTRALIA	FRANCE	MACEDONIA	SPAIN
AUSTRIA	GERMANY	NETHERLANDS	SWEDEN
BELGIUM	ICELAND	NEW ZEALAND	SWITZERLAND
CANADA	IRELAND	NICARAGUA	TAIWAN
CHILE	ISRAEL	NORWAY	UNITED KINGDOM
CZECH REPUBLIC	ITALY	POLAND	UNITED STATES OF AMERICA
DENMARK	KOREA, SOUTH	SLOVAK REPUBLIC	

## TIER 2

AFGHANISTAN	DOMINICAN REPUBLIC	KYRGYZ REPUBLIC	PORTUGAL
ALBANIA	ECUADOR	LATVIA	ROMANIA
ARGENTINA	EGYPT	LIBERIA	ST. LUCIA
ARUBA	EL SALVADOR	LITHUANIA	ST. MAARTEN
AZERBAIJAN	ESTONIA	MACAU	SENEGAL
THE BAHAMAS	ETHIOPIA	MALDIVES	SERBIA
BANGLADESH	FIJI	MALAWI	SEYCHELLES
BARBADOS	GABON	MALTA	SIERRA LEONE
BENIN	GEORGIA	MAURITIUS	SINGAPORE
BHUTAN	GHANA	MEXICO	SOUTH AFRICA
BRAZIL	GREECE	MICRONESIA	SWAZILAND
BRUNEI	GUATEMALA	MOLDOVA	TAJIKISTAN
BULGARIA	HONDURAS	MONGOLIA	TRINIDAD & TOBAGO
BURKINA FASO	HONG KONG	MONTENEGRO	TOGO
CABO VERDE	HUNGARY	MOZAMBIQUE	TONGA
CAMEROON	INDIA	NEPAL	TURKEY
CHAD	INDONESIA	NIGER	UGANDA
COLOMBIA	IRAQ	NIGERIA	UNITED ARAB EMIRATES
CONGO, REPUBLIC OF	JAPAN	OMAN	VIETNAM
COSTA RICA	JORDAN	PALAU	ZAMBIA
COTE D'IVOIRE	KAZAKHSTAN	PARAGUAY	
CROATIA	KIRIBATI	PERU	
CURACAO	KOSOVO	PHILIPPINES	

## TIER 2 WATCH LIST

ANGOLA	CHINA (PRC)	LESOTHO	SOLOMON ISLANDS
ANTIGUA & BARBUDA	COMOROS	MADAGASCAR	SOUTH SUDAN
BAHRAIN	CYPRUS	MALI	SRI LANKA
BELARUS	DJIBOUTI	MARSHALL ISLANDS	SUDAN
BELIZE	GUINEA	MOROCCO	SURINAME
BOLIVIA	GUYANA	NAMIBIA	TANZANIA
BOSNIA & HERZEGOVINA	HAITI	PAKISTAN	TIMOR-LESTE
BOTSWANA	JAMAICA	PANAMA	TUNISIA
BURMA	KENYA	QATAR	TURKMENISTAN
BURUNDI	LAOS	RWANDA	UKRAINE
CAMBODIA	LEBANON	ST. VINCENT & THE GRENADINES	URUGUAY

## TIER 3

ALGERIA	GUINEA-BISSAU	PAPUA NEW GUINEA	VENEZUELA*
CENTRAL AFRICAN REPUBLIC	IRAN	RUSSIA	ZIMBABWE
CONGO, DEMOCRATIC REP. OF	KOREA, NORTH	SAUDI ARABIA	
CUBA	KUWAIT	SYRIA	
EQUATORIAL GUINEA	LIBYA	THAILAND*	
ERITREA	MALAYSIA*	UZBEKISTAN	
THE GAMBIA	MAURITANIA	YEMEN	

## SPECIAL CASE

SOMALIA

\* Auto downgrade from Tier 2 Watch List

# AFRICA



Boundary representation is not authoritative.

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
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	340 (45)	217 (113)	8,900 (5,098)	2
2012	493 (273)	252 (177)	10,043 (6,544)	4
2013	572 (245)	341 (192)	10,096 (2,250)	7

The above statistics are estimates only, given the lack of uniformity in national reporting structures. 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
- Special Case



Boundary representation is not authoritative.

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
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	2,127 (55)	978 (55)	8,454 (3,140)	4
2012	1,682 (115)	1,251 (103)	8,521 (1,804)	4
2013	2,460 (188)	1,271 (39)	7,886 (1,077)	3

The above statistics are estimates only, given the lack of uniformity in national reporting structures. 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

Boundary representation is not authoritative.

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
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	3,188 (298)	1,601 (81)	10,185 (1,796)	2
2012	3,161 (361)	1,818 (112)	11,905 (2,306)	3
2013	3,223 (275)	2,684 (127)	10,374 (1,863)	35

The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified.

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

### TIER PLACEMENTS

- Tier 1
- Tier 2
- Tier 2 Watch List
- Tier 3

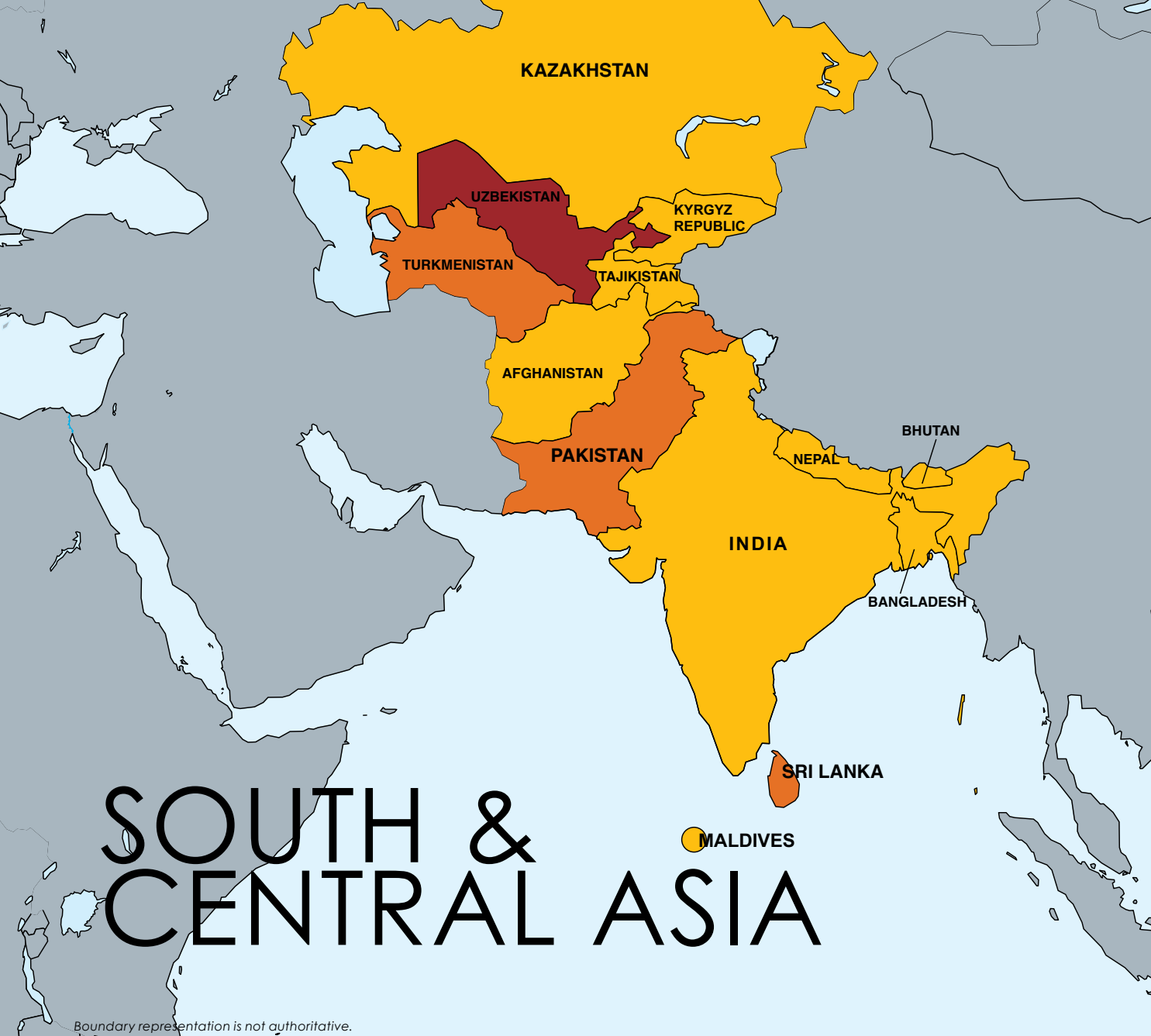


YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2007	415 (181)	361 (179)		1
2008	120 (56)	26 (2)	688	6
2009	80 (9)	57 (8)	1,011	6
2010	323 (63)	68 (10)	1,304	1
2011	209 (17)	60 (5)	1,831 (1,132)	2
2012	249 (29)	149 (15)	4,047 (1,063)	1
2013	119 (25)	60 (4)	1,460 (172)	4

*The above statistics are estimates only, given the lack of uniformity in national reporting structures. 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



YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
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 (1,089)	2
2012	1,043 (6)	874 (4)	4,415 (2,150)	1
2013	1,904 (259)	974 (58)	7,124 (1,290)	5

The above statistics are estimates only, given the lack of uniformity in national reporting structures. 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

# WESTERN HEMISPHERE

Boundary representation is not authoritative.



YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
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	624 (17)	279 (14)	9,014 (2,490)	3
2012	1,077 (369)	402 (107)	7,639 (3,501)	8
2013	1,182 (207)	446 (50)	7,818 (3,951)	4

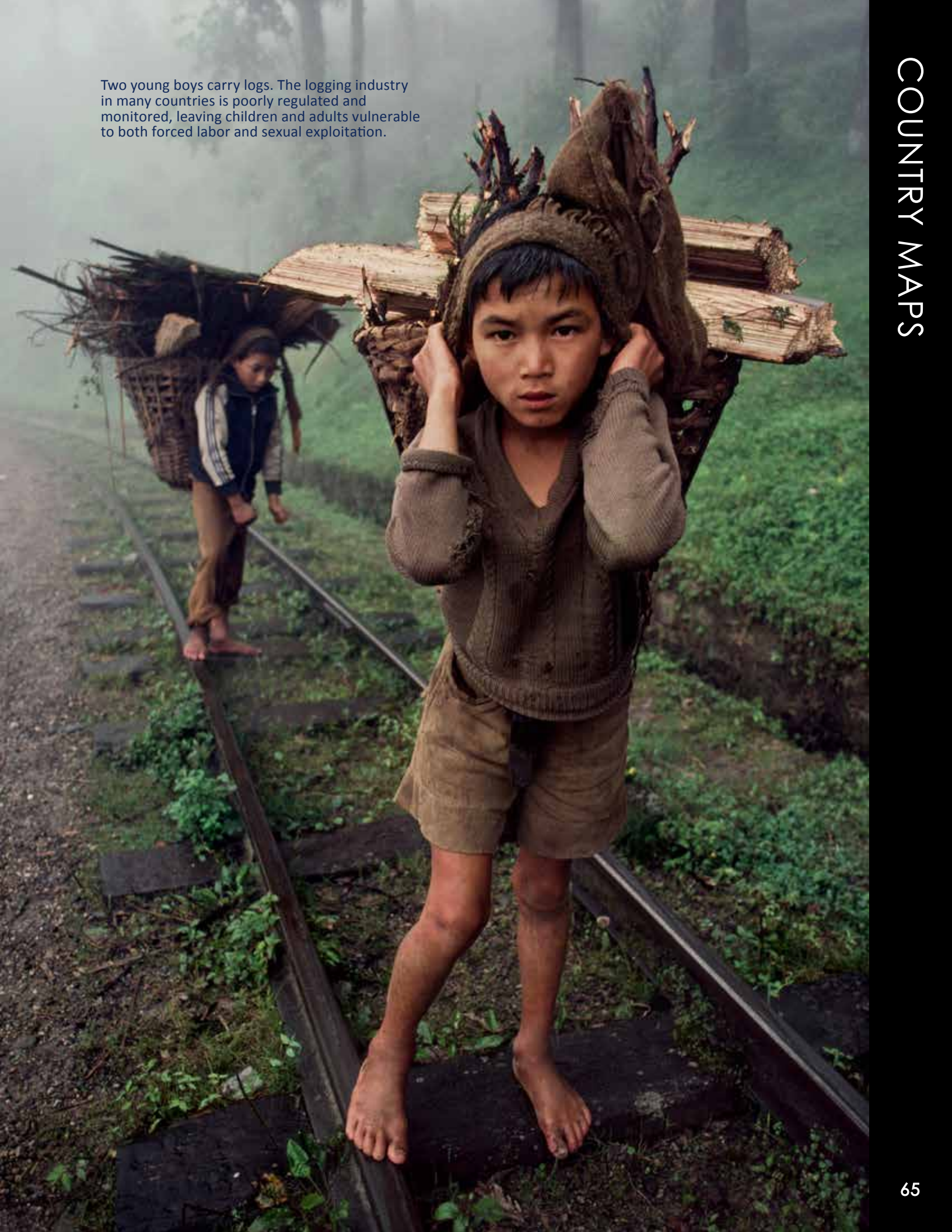
The above statistics are estimates only, given the lack of uniformity in national reporting structures. The numbers in parentheses are those of labor trafficking prosecutions, convictions, and victims identified.

## TIER PLACEMENTS

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



Two young boys carry logs. The logging industry in many countries is poorly regulated and monitored, leaving children and adults vulnerable to both forced labor and sexual exploitation.



# 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 425), 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. The government has not yet enacted 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 trafficking offenses, and convict trafficking offenders; institute and consistently enforce measures to identify victims of trafficking as those arrested for immigration offenses; and collect, 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 health care facilities 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 TH; 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 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(12) – 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.