



**UNODC**

United Nations Office on Drugs and Crime

# FORUM

## **ON CRIME AND SOCIETY**

Volume 6, Numbers 1 and 2, 2007

**Special issue**  
**“The state of the world’s response to  
the crime of human trafficking”**



UNITED NATIONS OFFICE ON DRUGS AND CRIME

# FORUM ON CRIME AND SOCIETY

Volume 6, Numbers 1 and 2, 2007

Editor

SANDEEP CHAWLA

Special issue

“The state of the world’s response to the crime of human trafficking”



UNITED NATIONS  
New York, 2012

UNITED NATIONS PUBLICATION

Sales No. E.12.IV.9

ISBN 978-92-1-130320-9

e-ISBN 978-92-1-055650-7

ISSN 1020-9212

© United Nations, May 2012. All rights reserved.

Views expressed in signed articles published in the *Forum on Crime and Society* are those of the authors and do not necessarily reflect those of the Secretariat of the United Nations.

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers and boundaries.

All references to Kosovo in the present publication should be understood to be in compliance with Security Council resolution 1244 (1999).

Publishing production: English, Publishing and Library Section, United Nations Office at Vienna.

## EDITORIAL POLICY AND GUIDELINES FOR PUBLICATION

The Editorial Board invites scholars and experts from around the world to contribute articles to *Forum* on criminological and socio-legal issues. Articles submitted for publication must be original, that is, they should not have been published elsewhere. The length of manuscripts to be considered for publication as articles should not exceed 6,000 words. Manuscripts should be submitted in electronic format, and preferably also in hard copy, and should be accompanied by the curriculum vitae of the author and an abstract.

The preferred mode of transmission of manuscripts is the Word format (.doc). Each manuscript submitted should consist of an original hard copy and an electronic version in any of the six official languages of the United Nations—Arabic, Chinese, English, French, Russian and Spanish. Excel should be used for charts and tables. The manuscript should be accompanied by an abstract of approximately 200 words and a complete set of references. Tables should be self-explanatory and should supplement, not duplicate, information provided in the text.

Manuscripts, together with brief curricula vitae of their authors, should be addressed to the Editor, *Forum on Crime and Society*, either by mail (Division for Policy Analysis and Public Affairs, United Nations Office on Drugs and Crime, Vienna International Centre, P. O. Box 500, 1400 Vienna, Austria) or by e-mail ([forum@unodc.org](mailto:forum@unodc.org)). A transmittal letter should designate one author as correspondent and include his or her complete address, telephone number and e-mail address. Unpublished manuscripts will be returned to the authors; however, the United Nations cannot be held responsible for loss.

Material published in *Forum* is the property of the United Nations and enjoys copyright protection in accordance with the provisions of Protocol 2 annexed to the Universal Copyright Convention concerning the application of that Convention to the works of certain international organizations.



## PREFACE

*Forum on Crime and Society* is a United Nations sales publication issued by the United Nations Office on Drugs and Crime, based in Vienna. It is published in the six official languages of the United Nations: Arabic, Chinese, English, French, Russian and Spanish.

*Forum* presents policy-oriented articles on crime prevention and criminal justice. It focuses on trends and practices in the field of criminal justice that are of special significance to the international community.

The present issue of *Forum* focuses on legislative and criminal justice responses to human trafficking worldwide, particularly at the country level. It consists of a global overview, followed by country profiles of more than 150 countries.

The United Nations Office on Drugs and Crime wishes to thank Raggie Johansen of the Studies and Threat Analysis Section for editorial assistance in preparing the present issue.

All issues of the *Forum on Crime and Society* are available on the website of the United Nations Office on Drugs and Crime ([www.unodc.org/unodc/en/data-and-analysis/Forum-on-Crime-and-Society.html](http://www.unodc.org/unodc/en/data-and-analysis/Forum-on-Crime-and-Society.html)).





# CONTENTS

|   | <i>Page</i> |
|---|-------------|
| <i>Preface</i> . . . . .  | <i>v</i>    |
| The State of the World's Response to the Crime of Human Trafficking . . . . . |             |
| <i>Fabrizio Sarrica</i> . . . . .   | 1           |

## **Part One. Global overview**

|  |    |
|--|----|
| I. Status of the legislation on trafficking in persons . . . . .                                       | 15 |
| II. The criminal justice response to trafficking in persons . . . . .                                  | 28 |
| III. Trafficking in person patterns . . . . .  | 37 |
| IV. Trafficking in persons flows . . . . .   | 51 |
| V. Inside Europe: human trafficking and organized crime on<br>the European continent . . . . .         | 65 |
| VI. The way forward in international monitoring of<br>trafficking trends, patterns and flows . . . . . | 80 |

## **Part Two. Profiles of countries and areas, by subregion**

|  |     |
|--|-----|
| Methodological note. . . . .                   | 93  |
| I. Middle East and North Africa . . . . .      | 95  |
| II. West and Central Africa. . . . .           | 103 |
| III. East Africa. . . . .                      | 114 |
| IV. Southern Africa. . . . .                   | 120 |
| V. North America . . . . .                     | 128 |
| VI. Central America and the Caribbean. . . . . | 133 |
| VII. South America . . . . .                   | 141 |
| VIII. East Asia and the Pacific . . . . .      | 149 |
| IX. South and South-West Asia . . . . .        | 162 |
| X. Eastern Europe and Central Asia. . . . .    | 169 |
| XI. Western and Central Europe . . . . .       | 180 |

## Tables

|  |    |
|--|----|
| 1. Countries and areas covered in the present study, by region . . . . .   | 7  |
| 2. Data of first introduction of the first specific offence of trafficking in persons, number of countries by region . . . . .                         | 17 |
| 3. Prosecutions for the specific offence of trafficking in persons, number of countries per region. . . . .  | 29 |
| 4. Convictions for the specific offence of trafficking in persons, number of countries by region . . . . .   | 30 |
| 5. Distribution of countries according to the percentage of females among offenders convicted of trafficking in persons by region, 2003-2007 . . . . . | 37 |
| 6. Countries where at least one victim of internal trafficking was detected, by region, 2005-2007 . . . . .  | 52 |

## Figures

|   |    |
|---|----|
| I. Countries and areas covered by the United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking data collection . . . . .         | 9  |
| II. Criminalization of trafficking in persons: status of national legislation, by country as at November 2008 . . . . .                                       | 16 |
| III. Females convicted compared with the number of convictions of both sexes for all offences in Eastern Europe and Central Asia, average 2003-2006 . . . . . | 39 |
| IV. Form of exploitation of victims identified by state authorities in 52 countries, 2006. . . . .  | 42 |
| V. Percentage of victims from other regions, by country, 2005-2007. . . . .   | 54 |
| VI. Country of citizenship of victims trafficked to Western and Central Europe, 2005-2007. . . . .  | 61 |
| VII. Convictions recorded in selected European countries and other regions, 2006 . . . . .  | 66 |
| VIII. Conviction rates per 100,000 people for human trafficking and other selected crimes in selected European countries. . . . .                             | 67 |
| IX. Nationalities of victims of trafficking in persons detected in Western and Central Europe, 2005-2006. . . . .   | 68 |

|        |   |    |
|--------|---|----|
| X.     | Trends in the share of Ukranian victims of trafficking in persons detected in Europe 2000-2008 . . . . .      | 69 |
| XI.    | Trends in the share of Russian victims of trafficking in persons detected in Europe 2000-2008 . . . . .       | 69 |
| XII.   | Trends in the main origin of victims of human trafficking detected in Kosovo, 2001-2005 . . . . .             | 71 |
| XIII.  | Selected nationalities of victims detected in Italy, 1996-2007 . . . . .                                      | 71 |
| XIV.   | Trends in selected nationalities of victims of trafficking in persons detected in Europe, 2000-2008 . . . . . | 72 |
| XV.    | Means of coercion used on victims of trafficking, the Netherlands, 1998-2002 . . . . .                        | 75 |
| XVI.   | Nationality of persons arrested for trafficking in persons in Greece, by gender, 2007 . . . . .               | 77 |
| XVII.  | Gender of persons arrested for trafficking in persons in the Netherlands and Nigeria . . . . .                | 79 |
| XVIII. | Countries making data available to the United Nations Office on Drugs and Crime by topic . . . . .            | 82 |



# THE STATE OF THE WORLD'S RESPONSE TO THE CRIME OF HUMAN TRAFFICKING

By Fabrizio Sarrica\*

## Abstract

Following the ratification of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, in 2003, many countries have introduced new or improved existing legislative provisions to tackle the crime of trafficking in persons more effectively. For example, trafficking in persons is now a specific offence in many countries, at least for its most common purposes, namely sexual exploitation and forced labour. The criminal justice response to these recent improvements is harder to measure, however. This is partly because several defining characteristics of trafficking in persons are difficult to prove in court, but also because countries may prosecute this crime as a range of different offences. International comparisons are also challenging, not only due to large data gaps, but also because existing data are often not comparable across jurisdictions. Nonetheless, the present article provides a broad overview of country-level responses to human trafficking, starting with global and regional overviews, followed by a special focus on Europe—the continent with the most diversity in the origins of detected victims—and finally country profiles of 155 countries and territories worldwide.

## INTRODUCTION AND METHODOLOGICAL NOTE

The present article draws from research work undertaken by the United Nations Office on Drugs and Crime (UNODC) and presented in the following reports: *Global Report on Trafficking in Persons (2009)*; *Trafficking in Persons: Analysis on Europe*; *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*;<sup>1</sup> and *Transnational Trafficking and the Rule of Law in West Africa: A Threat Assessment*.<sup>2</sup>

In March 2007, UNODC was asked by the Global Initiative to Fight Human Trafficking (UN.GIFT) to conduct a study on the state of the world's response to the crime of human trafficking. The research looked beyond the ratification

---

\*Research expert, United Nations Office on Drugs and Crime.

<sup>1</sup>United Nations publication, Sales No. E.10.IV.6.

<sup>2</sup>All reports are available from the UNODC website ([www.unodc.org](http://www.unodc.org)).

of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime,<sup>3</sup> to ask how many countries had drafted national legislation and created supporting institutions, and how many investigations, prosecutions and convictions those efforts had produced. This article presents the information gathered by UNODC researchers from 155 countries and territories. Unless indicated otherwise, the information reported here pertains to the period 2003-2007.

These data show that the efforts of the international community to promote action on human trafficking have resulted in a tremendous amount of national activity, much of it very recent, to combat the trade in human beings and to alleviate its effects. At the same time, the research also revealed two related problems, the first of which is that some countries were not collecting even basic data and many were not collecting data in a way that offered an insight into the national situation, let alone meeting standards of international comparability. The second problem is that the information gathered did not shed light on the most fundamental question: Have all these efforts been successful in reducing human trafficking worldwide?

This article is about the collective global response to human trafficking. Because of the nature of the information collected, it can say much less about the activity itself. Criminal justice data do not accurately represent the nature or the extent of the underlying activity any more than a fisherman's catch represents the state of the fish in the sea. Some countries did not have specific legislation on human trafficking or did not criminalize some elements of the definition set forth in the Protocol. Even countries with the appropriate legislative framework varied tremendously in the resources available for enforcement and the way those resources were targeted. Also, countries with most state activity may be atypical, their data being far from representative of the global scene. Governments may legitimately note that the higher visibility of trafficking in a national criminal justice system may be, in large part, due to the significant importance and priority the State places on responding to trafficking in persons.

Nonetheless, it is of the utmost importance to our collective efforts to combat human trafficking that data be shared over time in an internationally standardized way. A poor indicator is better than no indicator as long as it is not represented as more than it is. Over time, the collection of information from so many different perspectives can, in aggregate, make up for many of the

---

<sup>3</sup>United Nations, *Treaty Series*, vol. 2237, No. 39574, are available from [www.unodc.org/unodc/en/treaties/CTOC/index.html](http://www.unodc.org/unodc/en/treaties/CTOC/index.html).

deficiencies of the data itself. The global data set obtained here, reviewed time and again, can indeed tell us something more about the trends and patterns of the problem. This information is vital so that, in a world of limited resources, efforts can be focused to maximum effect.

This research project has shown that many countries are willing to share data and that many have data to share. In addition to documenting the substantial commitment a wide range of countries have made to stop the trade in persons, some modest insights can be gained into the hidden world of human trafficking. Institutionalizing such information-gathering in an ongoing cooperative programme similar to that undertaken for drugs or to that used to monitor the implementation of the Trafficking in Persons Protocol within the framework of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime is clearly a possibility and potentially an invaluable one.

## **COLLECTING THE DATA**

Collecting global data on any issue is no small undertaking, and the process is more complicated still when the topic is one as controversial and complex as human trafficking. In order to break the picture down into manageable pieces, 10 researchers were assigned geographical regions and were placed in appropriate UNODC field offices around the world.<sup>4</sup> In addition, the European Institute for Crime Prevention and Control, affiliated with the United Nations, was asked to gather data for Europe and North America. Its researchers contacted the relevant national Governments and non-governmental organizations (NGOs) with the purpose of collecting the available data in three areas:

- Information on legislative and administrative frameworks up to the year 2008, including the status of anti-trafficking laws; the creation of government victim protection and support programmes; the establishment of special law enforcement units on trafficking in persons; and the drafting of national action plans to deal with the human trafficking problem
- Criminal justice data, including the number of investigations, arrests, prosecutions and convictions, for the period 2003-2007

---

<sup>4</sup>The researchers were placed in UNODC field offices in Abuja, Bangkok, Brasilia, Cairo, Dakar, Mexico City, Nairobi, New Delhi, Pretoria and Tashkent.

- Information on victim services, including the number of victims identified by public authorities and sheltered by service providers; and the number of foreign victims returned to their home countries during the period 2003-2007

In the end, 155 countries and territories provided responses, some more complete than others. Still, this is a remarkable response rate given the topic, the time frame and the resources available. It is difficult to generalize about the countries that were not covered by this research. In some instances, researchers may not have been persistent enough, focusing their attention on other countries. In other cases, countries formally declined to participate or failed to provide all the available information. A few countries had no information to contribute. In general, however, the researchers were able to gather more data on more countries than has ever been assembled before in one place.

## WHAT THE DATA REPRESENT

The first category of information gathered—legislative and institutional arrangements to combat human trafficking—is at once simple and complex. With regard to national laws, one measure is for countries to be grouped into those with a specific offence that criminalizes at least trafficking in persons for the purposes of sexual exploitation and forced labour and that has no restriction regarding the age or the gender of the victim; those whose specific offence of trafficking in persons is restricted to some forms of exploitation and to some category of victims (for example, trafficking for sexual exploitation or trafficking in children) or without a clear definition of the offence; and those criminalizing trafficking in persons through other offences because of the absence of a specific offence of trafficking in persons. Beyond this basic measure, a more detailed legislative analysis than that made in this article would be necessary to evaluate the compliance of the States' laws with the Trafficking in Persons Protocol. The purpose of gathering this category of information was to establish whether countries criminalized the minimum forms of exploitation included in the Protocol.

The second category of data has the advantage of being quantifiable and is thus more specific. This category captures the application of the laws, which is important because, while international pressure can compel legislative action, it is largely symbolic if the executive arm of government does not follow up. The goal is to provide genuine deterrents to transnational antisocial activity, and this is not accomplished until some offenders are actually



convicted. It is impossible to convict traffickers where there are no traffickers to convict, of course, and since there are no reliable estimates about the scale of human trafficking, it would thus be senseless to prescribe some model level of criminal justice activity. On the other hand, there are many parts of the world where human trafficking is known to exist but where there is little or no law enforcement response.

These data also give us important clues about the activity of human trafficking itself. Each charge laid gives some indication that a particular form of trafficking is present. Both the offenders and their victims have an age, a gender and a nationality, so any given case provides an example of who is trafficking whom. It is of great interest to those involved in law enforcement that people from one corner of the world are becoming victims in another, perhaps brought there by people from another region altogether. Even if the number of cases is small, if they persist across time, this suggests an issue ripe for international cooperation.

What these data fail to demonstrate is the amount of trafficking that is actually taking place. This is because quite a few things need to happen before a human trafficker is ever sentenced to prison. The country concerned must have laws prohibiting the activity, and it must have a law enforcement apparatus capable of—and willing to—detect crimes of this sort. It helps if that apparatus is supported by a public that reports suspicious activity and a legal/social service structure that encourages and supports victims to step forward and testify against their trafficking offenders. Provided that offenders are tried and jailed, there still needs to be some system of data collection that registers the event as a human trafficking conviction. Finally, the Government in question must decide that it is willing to share this information with a body such as the United Nations.

As a result, very little can be concluded from the criminal justice data alone as to where the problem is most acute or whether the response of any given country is proportionate to the challenge it faces. There are a few countries that regularly return large numbers of human trafficking convictions, and it can safely be concluded that those countries both have a problem and are taking action to address it, but equally troubled countries may do little in response and thereby produce no statistics. Others may have relatively small markets for the trafficking and exploitation of human beings but, through diligent investigation, detect a disproportionately large number of incidents compared with other countries. Even within a particular country, it is difficult to say whether a trend towards a greater or lesser number of convictions is a result of true changes in the number of offences occurring or whether the variations are due to changes in the amount of attention given to the issue or

the mechanisms for reporting the data. In the end, the amount of criminal justice activity is a highly ambiguous indicator.

Luckily, criminal justice data are not the only source of information on trafficking. Another set of institutions—those dedicated to providing services to victims—is capable of keeping its own set of figures and observations. Such groups gather detailed information about the people they serve and, while not collected under oath, their information may be more reliable as a result of the use of a victim-centred approach and the non-adversarial context in which it is garnered. Victim information—the topic of the third heading of data collected for this article—can be compared and contrasted with that collected in the criminal justice process.

## **COUNTRIES AND AREAS COVERED**

UNODC accessed information on legislation, criminal justice statistics and data on offenders and victims identified by state authorities and other institutions for 155 countries and areas for the period 2003–2007.

Given the time and budget constraints, some countries and some information could not be covered. For other countries, the information was too difficult to collect, either because it was not accessible to competent authorities or the information could not be supplied because it simply did not exist. Additionally, some countries preferred not to share their information.

The results and analysis presented in this article are based on the information collected from the 155 countries and areas. Table 1 lists the countries and areas covered in this article, grouped by region, and Figure I illustrates their distribution.

**Table 1. Countries and areas covered in the present study, by region**

| <i>A. Africa and the Middle East</i>    |                                |                             |                                  | <i>B. The Americas and the Caribbean</i> |  |                                    |
|---|--------------------------------|-----------------------------|----------------------------------|--|--|------------------------------------|
| <i>North Africa and the Middle East</i> | <i>West and Central Africa</i> | <i>East Africa</i>          | <i>Southern Africa</i>           | <i>North America</i>                     | <i>Central America and the Caribbean</i> | <i>South America</i>               |
| Algeria                                 | Benin                          | Burundi                     | Angola                           | Canada                                   | Barbados                                 | Argentina                          |
| Bahrain                                 | Burkina Faso                   | Djibouti                    | Botswana                         | Mexico                                   | Costa Rica                               | Bolivia (Plurinational State of)   |
| Egypt                                   | Chad                           | Eritrea                     | Democratic Republic of the Congo | United States of America                 | Dominican Republic                       | Brazil                             |
| Iraq                                    | Côte d'Ivoire                  | Ethiopia                    |                                  |  | El Salvador                              | Chile                              |
| Israel                                  |                                | Kenya                       | Lesotho                          |  | Guatemala                                | Colombia                           |
| Morocco                                 | Gabon                          | Mauritius                   | Malawi                           |  | Haiti                                    | Ecuador                            |
| Oman                                    | Gambia                         | Rwanda                      | Mozambique                       |  | Honduras                                 | Paraguay                           |
| Qatar                                   | Ghana                          | Uganda                      | Namibia                          |  | Nicaragua                                | Peru                               |
| Sudan                                   | Guinea                         | United Republic of Tanzania | South Africa                     |  | Panama                                   | Venezuela (Bolivarian Republic of) |
| United Arab Emirates                    | Liberia                        |                             | Swaziland                        |  | Saint Lucia                              |                                    |
|   | Mali                           |                             | Zambia                           |  | Saint Vincent and the Grenadines         |                                    |
|   | Mauritania                     |                             | Zimbabwe                         |  | Trinidad and Tobago                      |                                    |
|   | Niger                          |                             |                                  |  |  |                                    |
|   | Nigeria                        |                             |                                  |  |  |                                    |
|   | Senegal                        |                             |                                  |  |  |                                    |
|   | Sierra Leone                   |                             |                                  |  |  |                                    |
|   | Togo                           |                             |                                  |  |  |                                    |
| <b>10</b>                               | <b>16</b>                      | <b>9</b>                    | <b>11</b>                        | <b>3</b>                                 | <b>12</b>                                | <b>9</b>                           |

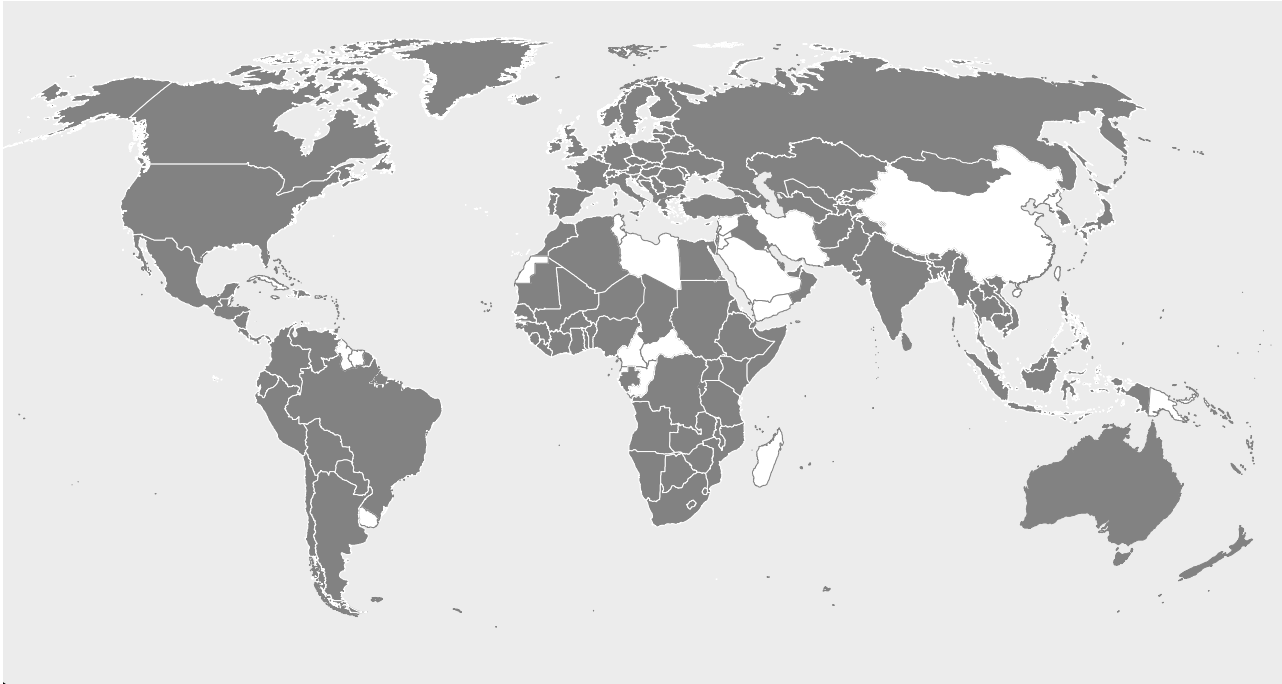
| <i>C. Asia and the Pacific</i>   |                                  | <i>D. Europe and Central Asia</i>      |                        |                                   |
|----------------------------------|----------------------------------|--|------------------------|-----------------------------------|
| <i>East Asia and the Pacific</i> | <i>South and South-West Asia</i> | <i>Eastern Europe and Central Asia</i> |                        | <i>Western and Central Europe</i> |
| Australia                        | Afghanistan                      | Armenia                                | Albania                | Lithuania                         |
| Brunei Darussalam                | Bangladesh                       | Azerbaijan                             | Austria                | Luxembourg                        |
| Cambodia                         | Bhutan                           | Belarus                                | Belgium                | Malta                             |
| Cook Islands                     | India                            | Georgia                                | Bosnia and Herzegovina | Montenegro                        |
| Indonesia                        | Maldives                         | Kazakhstan                             | Bulgaria               | Netherlands                       |
| Japan                            | Nepal                            | Kyrgyzstan                             | Croatia                | Norway                            |
| Kiribati                         | Pakistan                         | Moldova                                | Cyprus                 | Poland                            |
| Lao People's Democratic Republic | Sri Lanka                        | Russian Federation                     | Czech Republic         | Portugal                          |
|                                  |                                  | Tajikistan                             | Denmark                | Romania                           |

**Table 1. (Continued)**

| <i>C. Asia and the Pacific</i>   |                                  | <i>D. Europe and Central Asia</i>      |                                   |  |
|----------------------------------|----------------------------------|--|-----------------------------------|--|
| <i>East Asia and the Pacific</i> | <i>South and South-West Asia</i> | <i>Eastern Europe and Central Asia</i> | <i>Western and Central Europe</i> |  |
| Malaysia                         |                                  | Turkmenistan                           | Estonia                           | Serbia   |
| Micronesia (Federated States of) |                                  | Ukraine                                | Finland                           | Slovakia   |
| Mongolia                         |                                  | Uzbekistan                             | France                            | Slovenia   |
| Myanmar                          |                                  |  | Germany                           | Spain  |
| Nauru                            |                                  |  | Greece                            | Sweden   |
| New Zealand                      |                                  |  | Hungary                           | Switzerland  |
| Niue                             |                                  |  | Iceland                           | The former Yugoslav Republic of Macedonia            |
| Palau                            |                                  |  | Ireland                           |  |
| Philippines                      |                                  |  | Italy                             | Turkey   |
| Republic of Korea                |                                  |  | Latvia                            | United Kingdom of Great Britain and Northern Ireland |
| Singapore                        |                                  |  |                                   | Kosovo <sup>a</sup>                                  |
| Thailand                         |                                  |  |                                   |  |
| Timor-Leste                      |                                  |  |                                   |  |
| Tuvalu                           |                                  |  |                                   |  |
| Viet Nam                         |                                  |  |                                   |  |
| French Polynesia                 |                                  |  |                                   |  |
| New Caledonia                    |                                  |  |                                   |  |
| Solomon Islands                  |                                  |  |                                   |  |
| Western Samoa                    |                                  |  |                                   |  |
| 27                               | 8                                | 12                                     | 38                                |  |

<sup>a</sup>All references to Kosovo in the present publication should be understood to be in compliance with Security Council resolution 1244 (1999).

**Figure I. Countries and areas covered by the United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking data collection**



*Source:* United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

*Note:* The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations.

## THE POTENTIAL FOR PROGRESS

The massive pool of information collected for this article is both profoundly informative and fundamentally unsatisfying. It provides a sound baseline that calls out for sustained supplementation. Many countries have only recently passed specific legislation to combat human trafficking or created supporting institutions. The numbers of human trafficking convictions and victims assisted have increased every year during the period examined. As these numbers grow, so does the depth and accuracy of the data collected.

This article should act as a model for a much-needed barometer of human trafficking activity. It provides a preliminary overview of the situation, but has the potential to become much more. To have real meaning, this undertaking needs to be sustained through inclusion in a regular data collection exercise. The periodical United Nations Survey of Crime Trends and Operations of Criminal Justice Systems and the instruments adopted to monitor the implementation of the United Nations Convention against Transnational Organized Crime<sup>5</sup> within the framework of the Conference of the Parties to the Convention can be used to regularly collect such information on a regular basis.

It is now known that at least 155 countries and areas are willing to contribute information on human trafficking to a common database. Some inputs were more complete than others, but at least Member States have been notified about the kind of information that should be collected. And, as that collection becomes regularized, it may be possible to gather more data. For example, many countries can say how many victims and offenders of any given citizenship passed through their systems, but these two groups of people are not currently cross-linked.

Ultimately, the goal should be to provide a database robust enough that questions of concern to the international community can be answered: What are the specific trafficking trends, and what are the main trafficking patterns and flows? Where is trafficking in persons most acute and how can it be recognized? Without an answer to these questions, appropriation of scarce resources becomes guesswork and measurement of progress very unreliable. Sound information is needed to support decisions on a topic as important as human trafficking. This article shows that this information can be gathered economically and quickly. The international community cannot afford to go without it.

---

<sup>5</sup>United Nations, *Treaty Series*, vol. 2225, No. 39574.

## LIMITATIONS OF THE DATA

For the most part, the information used to compile this article was collected by national institutions, mostly for their own administrative purposes. The data were thus not originally compiled for the purposes of this research.

These data are affected by a number of limitations, as a result of which they do not provide full coverage of the phenomenon and cannot be systematically compared. The first limitation relates to differences in national legislation. National law is the basis for the official registration of the crime and the data are clearly affected by the existence, scope and moment of entry into force of such legislation. In addition, national criminal justice systems differ from country to country, with different procedures implemented in the context of different legal systems. As a consequence, the volume and form of investigations, prosecutions or convictions will also necessarily reflect each country's legal and procedural system.

The second limitation relates to the ability of the criminal justice system to detect criminal activities. For various reasons, not all crimes committed are discovered (hence the so-called "dark number" of undetected crimes). Thus, a large share of human trafficking activities is not detected by national authorities or other institutions. As a result, comparing criminal justice statistics across countries is highly problematic, since it means comparing an unknown and variable mix of phenomena, including the actual prevalence of the crime, the ability of law enforcement agencies to detect it and other factors.

The third limitation comes from the nature and functioning of data recording systems. The level of efficiency of existing systems that record human trafficking cases has a clear impact on the statistics presented in this article. The volume of victims and offenders officially recorded can be strongly influenced by the performance of the recording mechanisms.

For these reasons, it is not possible to interpret the data collected for this article as representing the true extent or magnitude of human trafficking. The figures used cannot be compared across countries, to represent either the severity of human trafficking or the different levels of performance of countries responding to the phenomenon.

Not all the information targeted by this research was available in all the countries covered. Consequently, when information on some relevant aspects of the trafficking situation is not represented for a country, the data can be considered unavailable to UNODC. In addition, some information may be

partial. For instance, information on the number of shelters available for victims of human trafficking, their capacities and the number of victims sheltered may not necessarily include all the shelters existing in a particular country but only those which could be identified during the research. Similarly, court statistics may be partial when the absence of a centralized data depository system caused the team of researchers to seek information from each relevant court separately.

Finally, a margin of uncertainty exists related to the information presented for a limited number of countries where different authoritative sources (for example, police and public prosecutors) provided different figures for the same indicator. In some of these cases, decisions had to be made by UNODC regarding which of the sources should be used.



# PART ONE

---

## Global overview



## **I. Status of the legislation on trafficking in persons**

### **A. The impetus given by the Trafficking in Persons Protocol**

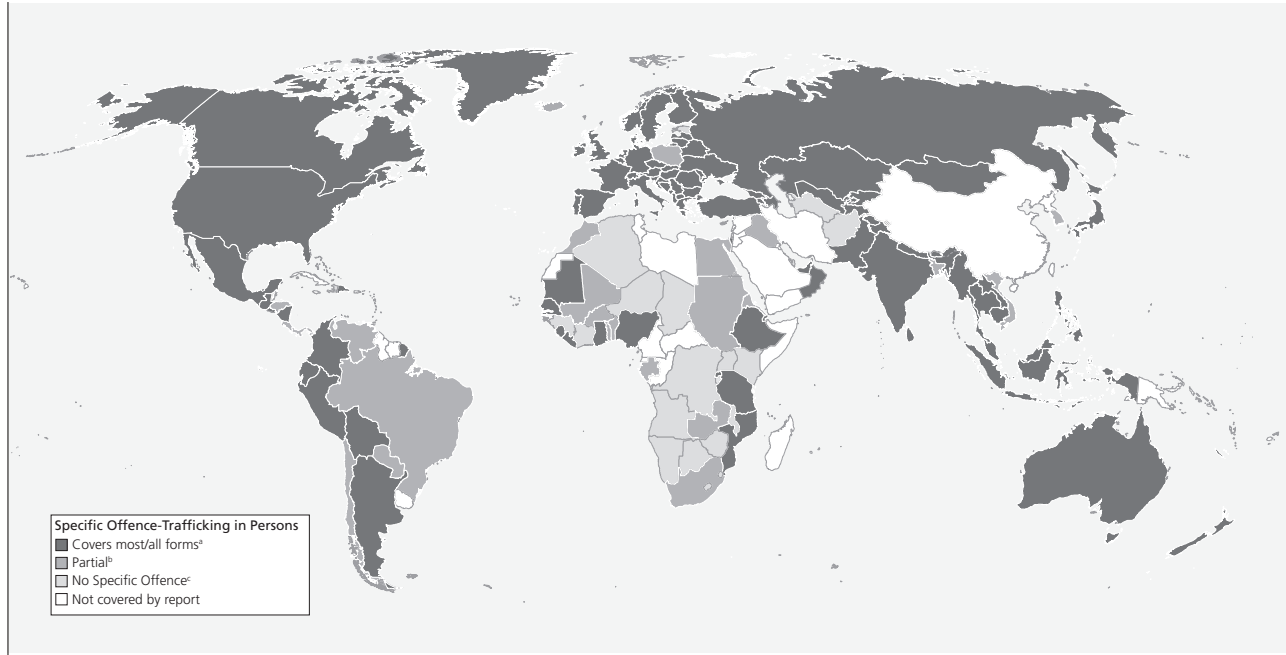
By November 2008, 98 (63 per cent) of the 155 countries and areas covered by this article had adopted a specific offence criminalizing trafficking in persons at least for the purposes of sexual exploitation and forced labour with no restriction regarding the age or the gender of the victim.<sup>6</sup> Twenty-seven (17 per cent) of those countries had a specific offence of trafficking in persons restricted to some forms of exploitation and to some categories of victims (for example, trafficking for sexual exploitation, trafficking in children) or without a clear definition of the offence. Thirty (20 per cent) of the countries covered by this data collection did not have a specific offence of trafficking in persons in their legislation as at November 2008. However, most of those countries reported that they did criminalize forms or aspects of trafficking through other offences, such as sexual exploitation or labour-related offences.

The use of other offences to prosecute trafficking was also quite common among countries that had a specific and comprehensive offence of trafficking in persons. In practice, many criminal justice systems found it difficult to prove some important elements of the definition of trafficking, such as deception, abuse of vulnerability or even exploitation. As a consequence, some systems prosecuted trafficking cases through offences such as pandering or slavery or even by making use of labour laws to punish clear cases of trafficking in persons for forced labour. The data showed that, during 2003–2007, a minimum of 20 per cent (N: 19) of countries having specific offences in their criminal codes had systematically used offences other than trafficking in persons to prosecute trafficking episodes. That number, in fact, is likely to be greater since information on this issue was provided by a limited number of countries.

---

<sup>6</sup>The fact that the offence of trafficking in persons criminalizes at least trafficking in persons for the purposes of sexual exploitation and forced labour and has no restriction regarding the age or gender of the victim does not imply that the legislation is in line with the Protocol. The compliance of each country's legislation with the Trafficking in Persons Protocol can only be assessed by means of an in-depth legal analysis. This type of legal analysis is beyond the scope of the present research.

Figure II. Criminalization of trafficking in persons: status of national legislation, by country as at November 2008



Source: United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

<sup>a</sup>Countries where the specific offence of trafficking in persons was in force, criminalizing at a minimum sexual exploitation and forced labour, with no restrictions concerning the profile of the victim.

<sup>b</sup>Countries where the specific offence of trafficking in persons was in force, but legislation did not criminalize all or most forms listed in article 3 of the Trafficking in Persons Protocol or did not define trafficking in persons.

<sup>c</sup>Countries where forms of trafficking in persons were criminalized under other offences owing to the absence of a specific trafficking in persons offence.

Note: The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations.

It must be stressed that while using trafficking-related offences can provide some recourse to justice for victims, applying legislation that is not specifically in line with the Trafficking in Persons Protocol raises the difficult issue of victim protection, which is normally not considered in the context of trafficking-related offences.

A large part of the world did have a specific offence criminalizing trafficking in persons, at least for sexual exploitation and forced labour (see figure II). There are a few countries, however, that criminalized only part of the phenomenon or did not clearly define trafficking in their legislation. Other countries prosecuted some forms of trafficking in persons through other offences, because the specific crime of trafficking in persons was not included in their national legislation.

One of the elements emerging from the collected data was that most legislative frameworks on trafficking in persons had been developed only in the past few years. The real impact of the Protocol appears through a time-analysis of the dates when countries first introduced trafficking in persons legislation. The Protocol entered into force in December 2003. The data show that the majority of countries did not have any sort of trafficking in persons legislation prior to that year and that most of the current laws criminalizing human trafficking were established after 2003 (see table 2).

**Table 2. Date of first introduction of the specific offence of trafficking in persons, number of countries by region**

**A. Middle East and Africa**

| <i>Date of introduction</i>             | <i>Middle East and North Africa</i> | <i>West and Central Africa</i> | <i>East Africa</i> | <i>Southern Africa</i> |
|---|-------------------------------------|--------------------------------|--------------------|------------------------|
| Before 2003                             | 2                                   | 2                              | 1                  | –                      |
| 2003-2006                               | 2                                   | 9                              | 3                  | 1                      |
| After 2006                              | 4                                   | 1                              | 2                  | 2                      |
| No offence in force as at November 2008 | 2                                   | 4                              | 3                  | 8                      |
| <b>Total</b>                            | <b>10</b>                           | <b>16</b>                      | <b>9</b>           | <b>11</b>              |

**B. The Americas and the Caribbean and Asia and the Pacific**

| <i>Date of introduction</i> | <i>North America</i> | <i>Central America and the Caribbean</i> | <i>South America</i> | <i>South and South-West Asia</i> | <i>East Asia and the Pacific</i> |
|-----------------------------|----------------------|--|----------------------|----------------------------------|----------------------------------|
| Before 2003                 | 2                    | 1  | 4                    | 5                                | 8                                |
| 2003-2006                   | –                    | 6  | 4                    | 1                                | 14                               |

**Table 2. (Continued)**

| <i>Date of introduction</i>             | <i>North America</i> | <i>Central America and the Caribbean</i> | <i>South America</i> | <i>South and South-West Asia</i> | <i>East Asia and the Pacific</i> |
|---|----------------------|--|----------------------|----------------------------------|----------------------------------|
| After 2006                              | 1                    | –  | 1                    | –                                | 1                                |
| No offence in force as at November 2008 | –                    | 5  | –                    | 2                                | 4                                |
| <b>Total</b>                            | <b>3</b>             | <b>12</b>                                | <b>9</b>             | <b>8</b>                         | <b>27</b>                        |

**C. Europe and Central Asia**

| <i>Date of introduction</i>             | <i>Western and Central Europe</i> | <i>Eastern Europe and Central Asia</i> |
|---|-----------------------------------|--|
| Before 2003                             | 24                                | 6                                      |
| 2003-2006                               | 12                                | 4                                      |
| After 2006                              | 1                                 | 1                                      |
| No offence in force as at November 2008 | 1                                 | 1                                      |
| <b>Total</b>                            | <b>38</b>                         | <b>12</b>                              |

About 35 per cent of the countries studied in this article adopted a specific offence of trafficking in persons prior to 2003, but the Trafficking in Persons Protocol generated a wave of amendments to criminal codes introducing the offence. Forty-five per cent of the countries covered here adopted an offence of trafficking in persons for the first time during the period 2003-2008. Those countries were mainly in West Africa, Central America and the Caribbean, and East Asia and the Pacific. While 65 per cent of the countries had no specific anti-trafficking legislation before 2003, this figure was reduced to 20 per cent by November 2008. The adoption of the United Nations Global Plan of Action to Combat Trafficking in Persons by the General Assembly in its resolution 64/293 of 30 July 2010 provided further impetus for countries to introduce or improve legislation in this area.

Additionally, after 2003 many of the 35 per cent of countries with long-standing anti-human trafficking provisions amended their criminal codes to include more forms of trafficking (that is, criminalizing trafficking for forced labour and trafficking in adults).

About 25 per cent of the countries covered (N: 39) either introduced a new anti-trafficking law or amended their existing provisions between 2006 and November 2008.

The relatively new development of comprehensive legislation addressing trafficking in persons may be a key explanation for the low level of conviction rates in some parts of the world.

The data collected during the reporting period showed an increased political commitment to combat trafficking in persons. About 52 per cent (N: 81) of the countries established a special anti-human-trafficking police unit or a similar body that was actively functioning in November 2008. A few more countries had specialized police dealing with organized crime matters in general or with human rights or child protection issues that dealt directly or indirectly with the crime of trafficking in persons. Similarly, about 76 countries had adopted a specific national plan of action on trafficking in persons prior to November 2008 and other countries had adopted plans of action for related matters, such as child protection. A country without a national action plan to combat trafficking in persons might, however, not necessarily be less efficient than those with one in place. Nevertheless, the adoption of a national action plan can generally be seen as a sign of the importance that trafficking in persons has in a country's political agenda.

## **B. Regional overviews**

### ***Middle East and North Africa***

Among the Middle Eastern and North African countries covered by this article, during the reporting period only Bahrain, Israel, Oman and the United Arab Emirates (all from the Middle East subregion) had included a specific offence of trafficking in persons in their criminal codes and had criminalized, at a minimum, sexual exploitation and forced labour, with no restrictions concerning the age of the victim.

Egypt specifically criminalized trafficking in children in June 2008. The legislation of Morocco included the offence of trafficking in persons in its criminal code, but did not include a definition. Similarly, the Sudan reported the adoption of an offence of trafficking in persons as part of its 2007 cyber-crime legislation, but the law did not specifically define trafficking in persons. The Iraqi legislation criminalized trafficking in women and children. The United Arab Emirates introduced legislation in 2006, as did Bahrain in 2008, and Israel added a forced labour component to its existing anti-trafficking law in 2006.

As a result of the general absence of national legislation on trafficking in persons during the reporting period, criminal justice systems within the region tended to rely on other laws to prosecute trafficking cases. This situation, however, was also common in countries such as Israel where specific anti-trafficking legislation did exist. Most of the countries of the region

covered here had legislation on related crimes or partial aspects of the crime, such as sexual exploitation, pandering or segregation.

### ***West and Central Africa***

The legislative situation in West and Central Africa was slightly different compared with that in the other three African regions, and the 16 countries in this region considered here can be grouped by the type of trafficking in persons legislation they had adopted during the reporting period. The first group included the five Anglophone countries<sup>7</sup> plus Senegal and Mauritania, all of which had adopted a specific provision criminalizing at least trafficking for sexual exploitation and for forced labour, with no restrictions regarding the age or gender of the victim. The second group was made up of Benin, Burkina Faso, Gabon, Mali and Togo, which, up to 2008, had adopted provisions that only criminalize child trafficking. The third group included the remaining four countries, Chad, Côte d'Ivoire, Guinea and the Niger, which did not have a specific offence addressing any form of trafficking in persons during the period under review.

The introduction of an offence of trafficking in persons—or trafficking in children—in national legislation was recent in most of the region. Mauritania and Nigeria had had a specific offence of trafficking in persons in place since 2003, and Mali had had a child trafficking provision in its criminal code since 2001, but the other nine countries had only adopted a provision on child or human trafficking in 2005 or later. Authorities in Chad, Côte d'Ivoire and the Niger were currently considering draft anti-trafficking laws.

At the regional level, the Member States of West and Central Africa were parties either to the 2001 Plan of Action to Combat Trafficking in Persons, Especially Women and Children of the Economic Community of West African States (ECOWAS) (extended until 2011) or to the Joint ECOWAS/Economic Community of Central African States Plan of Action to Combat Trafficking in Persons, Especially Women and Children, and to the 2006 Multilateral Cooperation Agreement to Combat Trafficking in Persons, Especially Women and Children, in West and Central Africa.

### ***East Africa***

Some of the countries of East Africa (Djibouti, Eritrea, Ethiopia, Rwanda and the United Republic of Tanzania) had enacted trafficking in persons legislation

---

<sup>7</sup>The Gambia, Ghana, Liberia, Nigeria and Sierra Leone.



by November 2008. Other countries were in the process of adopting such legislation in 2008, either having presented draft legislation to their legislative bodies or being in an advanced stage of the drafting process.

In the absence of any comprehensive legislation during the reporting period, all the countries had other laws that could be used to prosecute offenders for crimes commonly associated with human trafficking, especially related to child trafficking offences such as “child stealing” and “child abduction”, or sexual offences, labour laws, “offences against morals and the family”, and many others.

### ***Southern Africa***

Mozambique’s Law against Human Trafficking was signed into law in 2008, making it the first country in the region with dedicated anti-trafficking legislation. Few other countries in the region had a national policy or comprehensive legislation in place to address this crime, and there was no regional instrument in Southern Africa during the reporting period concerning the prevention, suppression or punishment of trafficking. The Zambian Criminal Procedure Code Act contained a provision criminalizing trafficking in persons, but it did not include a definition of the crime. The South African Children’s Act of 2005 contained specific child trafficking provisions (for sexual exploitation only) and Malawi had included useful provisions prohibiting child exploitation and had trafficking legislation in the drafting stage.

With the exception of Mozambique’s Anti-Human Trafficking Act of 2008, none of the criminal laws in place in the region during the reporting period adequately addressed all the essential elements of human trafficking as listed in article 3 of the Trafficking in Persons Protocol. In the absence of comprehensive legislation, all the countries in Southern Africa had laws in place that could be used to prosecute offenders for crimes commonly associated with human trafficking.

### ***North America***

Canada’s first law that specifically criminalized trafficking in persons was enacted in 2002. Additional amendments were made to the Criminal Code in 2005 that created three additional specific offences to cover all forms of trafficking. Together with a specific trafficking in persons offence, non-trafficking-specific offences were used for prosecuting some forms of trafficking activity during the reporting period. Mexico implemented reforms in its penal code in 2007. Anti-trafficking efforts in Mexico fell partly under

the competency of the country's 31 states and one federal district. In 2008, 19 of the Mexican states adopted anti-trafficking provisions as part of their criminal codes.

The United States of America adopted its Victims of Trafficking and Violence Protection Act in 2000 and subsequently amended it in 2003 and 2005. During the reporting period, non-trafficking-specific offences were used together with a specific trafficking in persons offence for prosecuting some forms of trafficking activities.

Anti-trafficking legislation in these three countries criminalized at least trafficking in persons for sexual exploitation and forced labour, with no restrictions on the age or gender of the victim.

### ***Central America and the Caribbean***

Of the 12 countries of the region covered by this article, the Dominican Republic, El Salvador, Guatemala and Nicaragua had implemented reforms in their penal codes criminalizing at least trafficking in persons for sexual exploitation and forced labour, with no restrictions on the age or gender of the victim. The other countries in the region either had no anti-trafficking provisions in place during the reporting period (Barbados, Haiti, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago) or criminalized only trafficking in persons for the purpose of sexual exploitation (Honduras and Panama). Costa Rica criminalized only international trafficking in women and children for the purpose of sexual exploitation and trafficking in minors.

Countries that did not have the legal instruments to prosecute offenders through specific provisions on human trafficking applied other offences to prosecute some forms of trafficking, including sexual exploitation, forced labour, slavery, servitude, illegal adoption and corruption of minors. Some countries of the region revised their legal provisions on human trafficking during the reporting period (for example, Nicaragua in 2008), while others were considering the adoption of new provisions or were revising existing legal provisions (for example, Costa Rica, Guatemala, Haiti and Panama).

### ***South America***

Almost all South American countries covered here had adopted specific provisions in their legislation to combat trafficking in persons. Between 2005 and 2008, several countries introduced new anti-trafficking laws or modified

provisions that previously had covered only international trafficking for sexual exploitation.

By mid-2008, a specific offence of trafficking in persons covering all or most forms of exploitation had been adopted by Argentina, Bolivia (Plurinational State of), Colombia and Peru. In Brazil, the specific offence of trafficking in persons covered only sexual exploitation, though trafficking for forced labour was criminalized under other offences.

During the period under review, the laws in Chile and Paraguay did not include a specific offence of trafficking in persons, but both countries criminalized illegal entry into the country for the purpose of prostitution, implying that they criminalized only international trafficking for the purpose of sexual exploitation. In 2008, both Chile and Peru were in the process of introducing new and comprehensive trafficking in persons offences into their criminal codes. The law in force in Ecuador in 2008 did not include removal of organs as a possible purpose for trafficking in persons. In Colombia, Ecuador and Peru, forced begging was included in legislation as one of the forms of exploitation of trafficking in persons and specific programmes and protocols existed for victim assistance.

It is important to note that, during the reporting period, most forms of human trafficking for the purposes of labour exploitation, slavery and servitude were covered by other offences in penal codes or by labour laws, and not always fell under the offence of trafficking in persons. Such laws were often used in lieu of anti-trafficking legislation, for example in slavery cases in Brazil. While this provided a quick way out of slavery and offered limited compensation to victims, it raised the difficult issue of specific victim support and protection and precluded a forceful criminal justice response.

In the region, all the States covered by this overview had had a working group or national focal point in place since 2005 to coordinate anti-trafficking policy and assistance to victims. Bolivia (Plurinational State of), Brazil, Colombia, Ecuador, Paraguay and Peru had all adopted national plans of action in 2005. Several federal states and some municipalities in Brazil had drafted their own local plans of action.

### ***East Asia and the Pacific***

Most of the 27 countries in East Asia and the Pacific included in the study had adopted specific legislative provisions to combat trafficking in persons or at least some of its aspects. The exceptions are the four Pacific States of

Micronesia (Federated States of), Samoa, Solomon Islands and Tuvalu, where the specific offence of trafficking in persons was not part of their criminal codes.

Between 2005 and 2008, eight countries in the region and two of the Pacific Islands introduced new anti-trafficking laws or modified previous provisions on trafficking in persons, so most of the legislation in the region was recent. New Zealand's 2002 legislation was the oldest anti-trafficking legislation in force in the region that criminalized all aspects of trafficking.

Trafficking for sexual exploitation was a prominent focus of legislation. As at November 2008, the Republic of Korea, Singapore and Viet Nam had specific provisions on trafficking in persons solely addressing sexual exploitation (or trafficking in women and children). Many of the countries that had legislation criminalizing all or most forms of trafficking in persons in 2008 only criminalized trafficking for sexual exploitation prior to 2006.

### ***South and South-West Asia***

Except for Maldives, all the South Asian countries covered here included the specific offence of trafficking in persons in their criminal codes during the reporting period.

Trafficking in persons was not a new legislative concept for most of the countries in the region. The offence of human trafficking, even if limited in scope, existed in most national legislations before it did in other parts of the world. The most recent anti-trafficking legislation was adopted in Sri Lanka in 2006. Five countries of the region criminalized at least trafficking in persons for sexual exploitation and forced labour, with no restrictions on the age or gender of the victim, while Bangladesh criminalized only trafficking for sexual exploitation.

Afghanistan's criminal justice system, in the absence of specific trafficking in persons legislation, applied the law on kidnapping to prosecute cases that would likely be considered trafficking in persons under the Trafficking in Persons Protocol.

### ***Eastern Europe and Central Asia***

During the period under review, most of the countries of this region had legislation in force defining and criminalizing trafficking in persons, the only exception being Turkmenistan, which adopted some provisions in 2007, but

did not establish a specific offence of trafficking in persons in its criminal code in the years considered here.

Legislation on trafficking in persons was not new in Eastern Europe and Central Asia. Most of the countries had legislation on related crimes or on partial aspects of the crime even before signing the Trafficking in Persons Protocol. Belarus, Moldova and Ukraine adopted laws on trafficking in persons before 2003 that were still in force in 2008. However, most of the countries adopted new legislation between 2003 and 2008. Where legislation already existed, it criminalized at least trafficking in persons for sexual exploitation and forced labour, with no restrictions concerning the age or gender of the victim.

The criminal justice systems in the region tended to apply specific trafficking in persons legislation where available, but laws on various non-trafficking-specific offences also were frequently used. In several countries of the region, the offences of “recruitment for exploitation”, “pandering”, “sexual exploitation” or similar charges were used to prosecute traffickers as a predicate offence of trafficking in persons or even as the only offence when some elements of the trafficking process were difficult to prove.

At the regional level, the member States of the Commonwealth of Independent States (CIS) had established a plan of cooperation in 2005 combating trafficking in persons and trafficking in human organs and tissues. Similarly, the programme for cooperation among CIS countries to combat trafficking in persons for the period 2007-2010 was approved by the Council of Heads of State of CIS on 28 November 2006.

### ***Western and Central Europe***

Most of the 38 countries and territories of the European region covered here had specific provisions in their criminal codes to combat trafficking in persons or at least some of its aspects. Estonia did not have a specific offence of trafficking in persons but criminalized aspects of it under related offences. The Polish Penal Code considered specifically the offence of “trafficking in persons” and, even though it was not defined there, the jurisprudence referred to the definition found in article 3 of the Trafficking in Persons Protocol for applying this article of the Penal Code.

Trafficking in persons was not a new legal concept for most of these countries. Between 2005 and 2008, more than 10 countries reshaped their anti-trafficking legal frameworks, mainly by modifying their criminal codes to

include the forms of trafficking that had not previously been criminalized. Most of the countries in South-Eastern Europe had adopted legislation on trafficking between 2001 and 2004; Greece, Italy and Turkey did so between 2002 and 2003; most of the Northern European countries between 2002 and 2004; and Central European countries between 1998 and 2004; and most of Western Europe had had legislation dealing with trafficking for sexual exploitation in place since the late 1990s.

Most of the countries in this region that had a specific offence of trafficking in persons criminalized at least trafficking for sexual exploitation and forced labour, with no restrictions concerning the age and the gender of the victim. Nevertheless, it appeared that many of the European criminal justice systems still employed other offences to prosecute some trafficking cases. For instance, the offences of “sexual exploitation”, “pimping” or “pandering” were often used to prosecute cases of trafficking for sexual exploitation, while the offences of “slavery” or “trade in slaves” were often are used to prosecute trafficking for forced labour.

#### **Criminalization of the offence of trafficking in persons**

The lack of specific and/or adequate legislation on trafficking in persons at the national level is one of the major obstacles in the fight against trafficking. There is an urgent need to harmonize legal definitions, procedures and cooperation at the national and regional levels in accordance with international standards. The development of an appropriate legal framework that is consistent with the relevant international instruments and standards will also play an important role in the prevention of trafficking and related exploitation. The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, requires the criminalization of trafficking in persons. Article 5 of the Trafficking in Persons Protocol also requires the criminalization of the full range of conducts related to trafficking in persons as defined in article 3. In other words, it is not sufficient to criminalize some underlying offences of human trafficking, but human trafficking in its entirety needs to be criminalized. Additionally, the Trafficking in Persons Protocol requires the criminalization of the attempt to commit trafficking, participation as an accomplice, and organizing or directing others to commit trafficking.

*Source: Toolkit to Combat Trafficking in Persons (United Nations publication, Sales No. E.08.V.14).*

#### **Core results: global baseline data on legislation**

- Before 2003, 35 per cent of the countries studied had legislation and 65 per cent did not.

- By November 2008, 80 per cent of the countries had legislation and 20 per cent did not.
- By November 2008, 17 per cent of the countries had a specific offence criminalizing only some forms of trafficking.
- At least 20 per cent of the countries with a specific offence of trafficking in persons also used other offences to prosecute trafficking cases.

## **II. The criminal justice response to trafficking in persons**

### **A. A large area of impunity**

As more countries introduce the specific offence of trafficking in persons and show an increased political commitment, more prosecutions and convictions are expected to be recorded.

About 21 per cent<sup>8</sup> of countries registered an increase in convictions during 2003-2007, while 8 per cent recorded a decrease in the absolute number of persons convicted. In the other countries where a trend analysis was carried out, the level of convictions remained stable during that period.

Western and Central Europe was the region where the most countries had decreasing trends in the number of criminal proceedings for trafficking in persons during the period under review. Conversely, in Eastern Europe and Central Asia a larger share of countries registered increasing trends in the number of convictions.

Overall, the number of prosecutions and convictions recorded in a large part of the world was very limited. This was probably due to the absence of legislation or the fairly recent status of most of the legislation addressing trafficking in persons in many countries.

Many of the countries covered here did not record a single conviction under the specific offence of trafficking in persons up until mid-2008, as shown in table 3. Prosecutions conducted under non-specific offences of trafficking in persons are not considered.

---

<sup>8</sup>A time-series analysis of the absolute number of convictions was possible when countries registered convictions for at least three years during the period considered. Time-series statistics were supplied by 141 countries.



**Table 3. Prosecutions for the specific offence of trafficking in persons, number of countries by region**

| Region                            | <i>Countries with no recorded prosecutions for the specific offence of trafficking in persons</i> |  | <i>Countries with at least one recorded prosecution of trafficking in persons</i> | <i>Countries where information on prosecutions was unavailable</i> |
|-----------------------------------|---|--|---|--|
|                                   | <i>Countries with no trafficking in persons offence</i>   | <i>Countries with a trafficking in persons offence</i> |   |  |
| Middle East and North Africa      | 2   | 2  | 3   | 3  |
| West and Central Africa           | 4   | 2  | 8   | 2  |
| East Africa                       | 3   | 2  | 2   | 2  |
| Southern Africa                   | 8   | 1  | 1   | 1  |
| North America                     | –   | –  | 3   | –  |
| Central America and the Caribbean | 5   | 1  | 6   | –  |
| South America                     | –   | 1  | 7   | 1  |
| East Asia and the Pacific         | 4   | 7  | 13  | 3  |
| South and South-West Asia         | 2   | 1  | 5   | –  |
| Eastern Europe and Central Asia   | 1   | –  | 11  | –  |
| Western and Central Europe        | 1   | 3  | 32  | 2  |
| <b>Total</b>                      | <b>30</b>   | <b>20</b>  | <b>91</b>   | <b>14<sup>a</sup></b>  |

<sup>a</sup>Nine per cent of all countries.

During the reporting period, 50 countries recorded no prosecutions for the specific offence of trafficking in persons—the equivalent of about 32 per cent of the countries covered by this article.<sup>9</sup> This ratio is lower in the regions of Western and Central Europe, Eastern Europe and Central Asia, and North America and South Asia. In Southern and East Africa and in the Middle East and North Africa, a majority of countries recorded no prosecutions.

Nineteen of the countries with a specific offence of trafficking in persons in their criminal codes had not recorded any prosecutions as at November 2008.

<sup>9</sup>About 10 of these 50 countries and territories were among the small Pacific islands and the East Caribbean. The percentage of countries where no prosecutions were recorded would have been about 28 per cent if those countries and territories had not been taken into consideration.

This lack of prosecutions was due mainly to the recent introduction of the offence in the criminal code.

Less information was available concerning convictions. No information was collected at all on the number of convictions for trafficking in persons for 11 per cent of the countries included in the study. Convictions conducted under non-specific trafficking in persons offences are not considered in table 4.

**Table 4. Convictions for the specific offence of trafficking in persons, number of countries by region**

| Region                            | <i>Countries with no recorded convictions for trafficking in person</i> |  | <i>Countries with at least one recorded conviction for trafficking in persons</i> | <i>Countries where information on convictions was unavailable</i> |
|-----------------------------------|---|--|---|---|
|                                   | <i>Countries with no trafficking in persons offence</i>                 | <i>Countries with a trafficking in persons offence</i> |   |   |
| Middle East and North Africa      | 2   | 2  | 3   | 3   |
| West and Central Africa           | 4   | 5  | 5   | 2   |
| East Africa                       | 3   | 3  | 1   | 2   |
| Southern Africa                   | 8   | 2  | –   | 1   |
| North America                     | –   | 2  | 1   | –   |
| Central America and the Caribbean | 5   | 2  | 4   | 1   |
| South America                     | –   | 1  | 7   | 1   |
| East Asia and the Pacific         | 5   | 8  | 11  | 3   |
| South and South-West Asia         | 2   | 2  | 4   | –   |
| Eastern Europe and Central Asia   | 1   | –  | 11  | –   |
| Western and Central Europe        | 1   | 3  | 26  | 8   |
| <b>Total</b>                      | 31  | 30   | 73  | 21 <sup>a</sup>   |

<sup>a</sup>Fourteen per cent of all countries.

About 40 per cent of the countries covered recorded no convictions during the reporting period.<sup>10</sup> This ratio was lower in Western and Central Europe,

<sup>10</sup>About 10 of these 61 countries and territories were among the small Pacific islands and the East Caribbean. The percentage of countries where no convictions were recorded would have been 33 per cent if those countries and territories had not been taken into consideration.

Eastern Europe and Central Asia, and South America. Very few convictions were recorded between 2003 and 2007 in East and Southern Africa.

It is clear that the existence and the date of introduction of specific anti-trafficking legislation played an important role in understanding the absolute levels and trends in recorded prosecutions and convictions. Without a specific offence of trafficking in persons there was no basis for such action, so that regions such as Southern and East Africa where legislation was lacking had fewer convictions to report. At the same time, 30 countries among those with legislation specifically criminalizing trafficking in persons recorded no convictions during the reporting period.

The situation did not improve when the absolute number of convictions was examined in countries where there was at least one conviction recorded during the reporting period. About 30 per cent of the countries considered in the study recorded 10 or more convictions per year (for at least one year). Overall, about 58 per cent of countries recorded between no and 10 convictions per year. In the entire African continent, only very few countries exceeded 10 convictions in at least one of the years of the reporting period.

## **B. Regional overviews**

### ***Middle East and North Africa***

There was a scarcity of criminal justice statistics in this region. Only Israel and Morocco had had the specific offence of trafficking in persons in their criminal codes long enough to analyse trends in their criminal justice responses. Trafficking trends were fairly stable in both countries during the reporting period.

Egypt and Oman, as well as other countries in the region, had adopted offences related to trafficking to prosecute some forms of trafficking in persons. The number of persons investigated in those countries decreased during the reporting period. Bahrain and the United Arab Emirates adopted comprehensive legislation on trafficking in persons after 2006 and convictions were recorded in both countries, but criminal justice trends could not be identified during the period considered.

### ***West and Central Africa***

Criminal justice statistics were generally scarce in this region owing mainly to the recent nature of the legislation. No clear regional trends emerged from the available data, although some countries had seen an increase in investigations, while others had shown stable or decreasing trends.

Countries where information on investigations, prosecutions and convictions was available indicated that convictions were low compared with the number of persons investigated. During the period under consideration, Ghana and Nigeria were the only countries to record convictions among those criminalizing all forms of trafficking in persons. Of the countries that only criminalized child trafficking, Benin, Burkina Faso and Togo reported convictions. Available criminal justice statistics on the number of traffickers and victims were generally low compared with the numbers identified by national authorities or sheltered by NGOs.

### ***East Africa***

The combined absence of a specific trafficking in persons offence and the low criminal justice response in the region did not allow for the identification of specific regional trafficking patterns or trends during the reporting period.

Ethiopia is the only East African country covered here that recorded trafficking in persons convictions between 2003 and 2007. The statistics did not improve even when related offences were considered, because few convictions were recorded for offences such as “child stealing” or “child labour” that could be used to prosecute child traffickers.

### ***Southern Africa***

As with East Africa, the combined absence of a specific trafficking in persons offence, the lack of credible data and the low criminal justice response did not allow for the identification of specific regional trends.

The only statistic that can be highlighted was that not a single conviction was recorded for trafficking in persons in the entire Southern Africa region, and very few cases involving traffickers had been prosecuted during the reporting period. In the exceptional cases where traffickers were caught and prosecuted, they were usually charged with kidnapping, abduction, immigration or sexual offences or were deported rather than prosecuted. As a result, very few

convictions were recorded even when trafficking-related offences were considered.

### ***North America***

Canada, Mexico and the United States recorded different patterns in terms of criminal justice responses to trafficking in persons.

The available information concerning Canada reflected only the minimum number of trafficking cases charged and prosecuted during the reporting period, because many court decisions went unreported. Official criminal justice data for March 2007 to February 2008 from the police and the courts was unavailable at the time of preparation of this article.

In Mexico, the number of investigations and prosecutions rose following the adoption of legislation on trafficking in persons in 2007.

Data for the United States showed a rising trend in investigations, prosecutions, convictions and in the absolute number of criminal justice proceedings.

### ***Central America and the Caribbean***

Criminal justice statistics for this region were scarce, but the absolute number of investigations and prosecutions generally rose during the period under consideration. This was the case for Costa Rica, the Dominican Republic, El Salvador, Guatemala, Nicaragua and Panama up to 2007. Of these investigations, some 30 prosecutions resulted in convictions. The first convictions for trafficking in persons offences in the region were registered only from 2005 onwards, with the Dominican Republic accounting for the largest number.

### ***South America***

Given the multitude of legal codes that could be applied in cases of exploitation and human trafficking, statistical information on the specific criminal justice responses to trafficking in persons was scarce and hard to put into context. Data on investigations, prosecutions and convictions referred mostly to trafficking for the purpose of sexual exploitation. This may be due to the fact that the domestic legislation of some countries only defines trafficking in terms of sexual exploitation.

Where data on suspected trafficking cases and investigations were available, numbers rose (Bolivia (Plurinational State of), Brazil and Peru) or remained stable (Colombia) for the period 2003–2007. Venezuela (Bolivarian Republic of) recorded a decreasing trend in convictions during the period. Over the same time frame, however, only some 30 cases of trafficking in persons were prosecuted in the entire South American region, resulting in even fewer convictions in the region, although with a rising trend after 2005.

### ***East Asia and the Pacific***

East Asia was a rich source of criminal justice statistics for the reporting period. By contrast, a very limited number of cases of trafficking in persons and related offences were detected in the Pacific area.

Trends indicating an increase in the number of cases of trafficking and related offences were detected in Cambodia, Indonesia, Mongolia, Thailand, Timor-Leste and Viet Nam. Somewhat stable to decreasing trends in human trafficking cases were recorded in other countries in the region during 2003–2007.

Overall, some countries of the Mekong subregion reported numbers of criminal proceedings that were higher than the regional average.

### ***South and South-West Asia***

The level of criminal proceedings recorded during the reporting period in the South Asian region was very high. India, especially, recorded a large number of investigations, though proportionate to the population of the country. Similarly, Nepal and Pakistan recorded very high numbers of prosecutions and convictions.

Where information was available for 2003–2005, trends showed a general increase in prosecutions for trafficking in persons. Those trends applied to India, Nepal, Pakistan and Sri Lanka, but there were no human trafficking prosecutions recorded for Bhutan and Maldives.

### ***Eastern Europe and Central Asia***

Statistics on criminal justice responses were relatively abundant for most of the countries in Eastern Europe and Central Asia during the reporting period.

The only exception was Turkmenistan, where the absence of legislation was the clear cause of the lack of related statistics.

The number of investigations, prosecutions and convictions indicated no unique trends. However, many countries experienced a rise in prosecutions and convictions immediately after the adoption of relevant legislation, which was then followed by a slight reduction in later years. For instance, some countries in the western part of the region (Belarus, Georgia and Ukraine) saw moderately growing trends in prosecutions and convictions in the first half of the decade followed by a decrease in prosecutions and convictions after 2005, and Kyrgyzstan and Tajikistan in Central Asia experienced similar trends. In Moldova and the Russian Federation, increasing numbers of investigations and prosecutions indicated a consistent rise in the detection of traffickers. Uzbekistan showed the same pattern based on prosecutions recorded under the offence of “recruitment for exploitation”.

At the regional level during the period under consideration, joint operations were frequently conducted by law enforcement agencies of the CIS countries to suppress the activities of criminal syndicates engaged in trafficking in persons.

### ***Western and Central Europe***

There was an abundance of criminal justice information on trafficking in persons for the countries in this region. However, as could be seen in other regions, the statistics for some countries did not clearly refer to the specific offence of trafficking in persons, because national authorities aggregated the figures for trafficking in persons together with those for other offences. An additional complication was that some countries had more than one authority or institution providing official data on different aspects of trafficking.

Some subregional trends could be clearly identified. With the exception of Albania and Montenegro, all of the other South-Eastern European countries<sup>11</sup> recorded a rise in the number of persons investigated, prosecuted or convicted of human trafficking during the reporting period. Conversely, Albania, Montenegro and almost all of the Central European countries<sup>12</sup> showed a decreasing trend in the number of persons investigated or

---

<sup>11</sup>The former Yugoslav Republic of Macedonia recorded a decreasing trend in the number of prosecutions for trafficking in persons but an increasing trend in the number of persons prosecuted under the offence of “organization of a group and encouragement to commit trafficking in persons”.

<sup>12</sup>During the reporting period, Estonia, Latvia and Lithuania recorded a mixed trend in the number of criminal proceedings under way for trafficking in persons.

prosecuted for human trafficking between 2003 and 2007. Germany, Greece and Italy also recorded a decrease in investigations and prosecutions over the last two to three years under review, whereas Denmark, France and the United Kingdom of Great Britain and Northern Ireland showed a general increase in the number of criminal proceedings under way involving suspected cases of trafficking.

**Comparing the conviction rate for trafficking in persons with that for other offences**

As at 2007, about 40 per cent of the world had not recorded a single conviction for trafficking in persons. Not only were traffickers not convicted in many countries, but when convictions were recorded, the numbers seemed low compared with the estimated number of victims. The bulk of convictions were recorded in a few regions, mainly Western and Central Europe, Eastern Europe and Central Asia, and South Asia. A relatively large number of convictions were also recorded in East Asia. Nevertheless, the conviction rate recorded in those areas was rarely above 1.5 per 100,000 people. Most countries' conviction rates remained far below that rate. In comparison, 1.5 convictions per 100,000 people was the level normally recorded for rare crimes, such as kidnapping, in Western European countries.

**C. Core results: global baseline data on the criminal justice response**

- Thirty-two per cent of the countries surveyed recorded no prosecutions from 2003 to 2007.
- Forty per cent of countries recorded no convictions from 2003 to 2007.
- Nineteen per cent of the countries that had a specific offence of trafficking in persons recorded no convictions from 2003 to 2007.



### III. Trafficking in persons patterns

#### A. Offenders: a new gender perspective

Based on the data collected, it was possible to identify only general patterns of trafficking in persons. The data only reflected some of the reported cases of trafficking in persons (and related offences) and thus represented only a part of the total number of trafficking cases that actually occurred.

Enough data were provided during the reporting period to analyse the profile of trafficking offenders. For each country studied, UNODC inquired about the gender, age and citizenship of the persons investigated, prosecuted and convicted. When information on the nationalities of those convicted was available, it showed overwhelmingly that offenders were nationals of the countries where the trafficking occurred. A slightly different pattern emerged from the data recorded in Western and Central Europe and the Middle East, where the role of foreign offenders appeared to be more significant than in other regions of the world.

Interesting results concerning the gender of offenders emerged from the data collected for the study. Males represented the vast majority of offenders for many crimes, but females appeared to play a prominent role in trafficking in persons cases (see table 5).

**Table 5. Distribution of countries according to the percentage of females among offenders convicted of trafficking in persons, by region, 2003-2007**

#### A. Middle East and Africa

| <i>Percentage of females among offenders</i> | <i>Middle East and North Africa</i> | <i>West and Central Africa</i> | <i>East Africa</i> | <i>Southern Africa</i> |
|--|-------------------------------------|--------------------------------|--------------------|------------------------|
| Below 10                                     | –                                   | 2                              | –                  | –                      |
| 10-35  | 1                                   | 2                              | –                  | –                      |
| 35-50  | 1                                   | –                              | –                  | –                      |

**Table 5. (Continued)**

| <i>Percentage of females among offenders</i> | <i>Middle East and North Africa</i> | <i>West and Central Africa</i> | <i>East Africa</i> | <i>Southern Africa</i> |
|--|-------------------------------------|--------------------------------|--------------------|------------------------|
| Above 50                                     | –                                   | 2                              | –                  | –                      |
| No or little information available           | 8                                   | 10                             | 9                  | 11                     |
| <b>Total of countries</b>                    | <b>10</b>                           | <b>16</b>                      | <b>9</b>           | <b>11</b>              |

**B. The Americas and Asia and the Pacific**

| <i>Percentage of females among offenders</i> | <i>North America</i> | <i>Central America and the Caribbean</i> | <i>South America</i> | <i>South and South-West Asia</i> | <i>East Asia and the Pacific</i> |
|--|----------------------|--|----------------------|----------------------------------|----------------------------------|
| Below 10                                     | –                    | –  | –                    | –                                | –                                |
| 10-35  | –                    | 1  | –                    | –                                | –                                |
| 35-50  | –                    | 1  | 1                    | –                                | 3                                |
| Above 50                                     | –                    | 2  | 2                    | –                                | 2                                |
| No or little information available           | 3                    | 8  | 6                    | 8                                | 22                               |
| <b>Total of countries</b>                    | <b>3</b>             | <b>12</b>                                | <b>9</b>             | <b>8</b>                         | <b>27</b>                        |

**C. Europe and Central Asia**

| <i>Percentage of females among offenders</i> | <i>Western and Central Europe</i> | <i>Eastern Europe and Central Asia</i> |
|--|-----------------------------------|--|
| Below 10                                     | 2                                 | –                                      |
| 10-35  | 16                                | –                                      |
| 35-50  | –                                 | 2                                      |
| Above 50                                     | 1                                 | 5                                      |
| No or little information available           | 19                                | 5                                      |
| <b>Total of countries</b>                    | <b>38</b>                         | <b>12</b>                              |

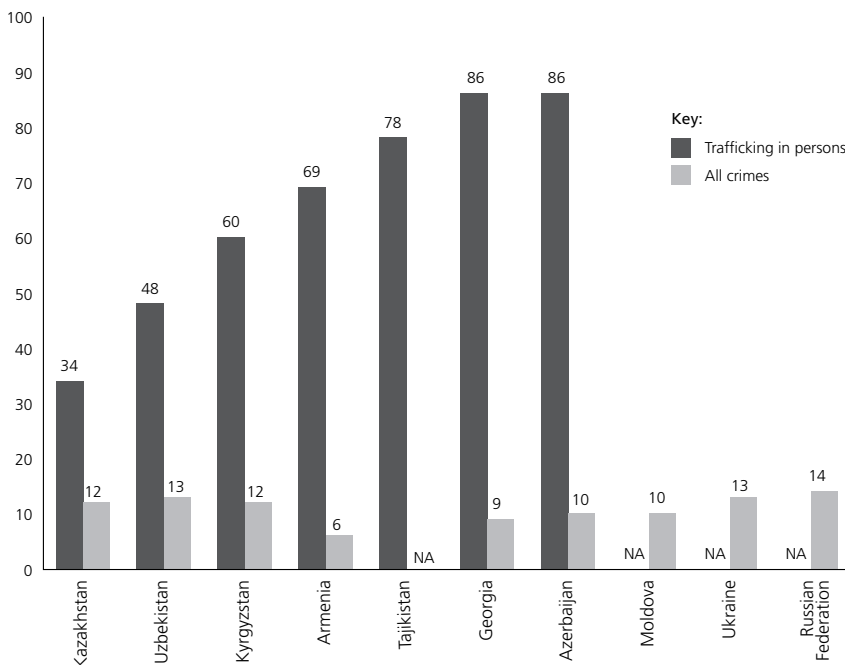
Table 5 indicates the general lack of information on the profile of offenders. For 109 of the countries and specially administered territories among the 155 surveyed, information was either not available or the number of proceedings were too few to conduct an adequate analysis.

During the reporting period, in 30 per cent (N:14) of the countries where the gender of the offender was known, more women were convicted (or

investigated/prosecuted). In 28 countries, the percentage of women convicted ranged from 10 to 50 per cent. The number of women convicted was under 10 per cent of convictions in four countries. The role of female offenders appeared to be predominant in the Eastern Europe and Central Asia region and very significant in other regions of the world, such as East Asia and the Pacific, and Central America and the Caribbean. Most of the countries in Western and Central Europe reported female offenders making up between 10 and 35 per cent of the total number of persons convicted (or investigated/prosecuted).

These figures were even more impressive when compared with the overall conviction rate of females for other crimes. Figure III shows the ratio of convictions for females compared with that for both sexes for all crimes in Eastern Europe and Central Asia. The data showed that the percentage of women convicted of all crimes did not rise above 15 per cent during the reporting period, whereas the percentage of women convicted of the crime of trafficking in persons was often above 50 per cent in the same region.

**Figure III. Females convicted compared with the number of convictions of both sexes for all offences in Eastern Europe and Central Asia, average 2003-2006 (Percentage)**



Source: Economic Commission for Europe/United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

Similar patterns, but with a smaller divergence, were found for Western and Central Europe during the reporting period.

## **B. The victims: “trafficking in persons, especially women and children”**

The introduction of specific trafficking in persons offences in countries where they had not previously existed and the increased commitment of the international community to combat trafficking in persons probably explains the overall increase in the number of victims identified by state authorities. Although the number of victims identified decreased in some regions, the overall global trend increased during the reporting period.

Identifying global trends in the number of victims detected is a hard task. Countries had different legislations and different definitions of “trafficking in persons”, and few were able to supply UNODC with the sort of statistics that would allow for the identification of clear trends for the entire reporting period from 2003 to 2007. About 111 countries provided data on the number of victims officially identified in 2006,<sup>13</sup> which totalled about 21,400. It was possible to carry out a complete time-series analysis on the number of victims identified for the period 2003-2006 on a smaller sample of 71 countries.

The aggregate number of victims identified in those 71 selected countries grew from about 11,700 in 2003 to about 14,900 in 2006, indicating an increase of 27 per cent during the reporting period, although it must be made clear that the figures concealed wide variations among national and regional trends. In fact, many of the 71 countries actually noted a reduced number of identified victims. Further details can be found in the regional sections and in the country profiles in this study.

Even fewer countries were able to provide a profile of the victims. When available, the collected data indicated that women and children were the most frequently detected victims of trafficking in persons. In particular, most of the countries identified females (either adults or minors) as the main victims of trafficking.

---

<sup>13</sup>Fewer countries provided statistics concerning identified victims for 2007.

Trafficking in males—adult men and boys—was rarely recorded in official national statistics.<sup>14</sup>

Although adult women were the most frequent victims of trafficking as reported by state authorities, child victims—or victims under 18 years old—were also often identified. Child trafficking had been detected in all regions of the world. The aggregated numbers hid considerable differences in the dimensions of child trafficking found around the world. In some regions, child trafficking was the only form of trafficking detected.

Looking at the percentage of victims below 18 years old compared with the total number of victims of trafficking in persons officially identified by state authorities,<sup>15</sup> for 92 of the countries studied, data concerning the age of victims were either unavailable or the number of identified victims was too small to draw valid conclusions. In 30 per cent (N: 19) of the countries with available information, more child victims were detected than adults. For 42 per cent (N: 26) of the countries where information was available, children made up less than 10 per cent of the total population of victims, whereas for the remaining 28 per cent of countries, children constituted between 10 and 50 per cent of the total identified victims. In regional terms, child trafficking was more prevalent during the reporting period in West and Central Africa, the Mekong subregion and some countries in Central and South America.

### **C. Patterns of exploitation: old and new forms of trafficking**

Trafficking for sexual exploitation was the most commonly identified form of human trafficking, but, as the data showed, it was not the only type (see figure IV). Forced labour and other forms of exploitation were also detected by state authorities and non-governmental and international organizations.

The aggregate figures hid considerable regional and national differences. Trafficking for forced labour accounted for a significant portion of the cases reported in West Africa, where, in some countries, this was the only form of trafficking identified by authorities.

---

<sup>14</sup>The issue of trafficking in adult males was related to the issue of trafficking for labour exploitation, which appeared to be the major form of exploitation of adult men (although not the only form). Many argue that trafficking in adult men and trafficking for forced labour are extremely underreported.

<sup>15</sup>In the case of South Africa, the data concerned victims identified by the International Organization for Migration. In Togo, the victims were those sheltered by two NGOs.

**Figure IV. Form of exploitation of victims identified by state authorities in 52 countries, 2006 (Percentage)**



*Source:* United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

In some countries in Western and Central Europe and in East and Central Asia, trafficking for forced labour accounted for about 35 per cent of the total number of victims identified during the reporting period. Some South American countries recorded more victims of trafficking for labour exploitation than for sexual exploitation and in India some states reported forced labour as a major form of trafficking.

The very scarce data collected in East Asia and Central America and the Caribbean indicated that trafficking for purposes other than sexual exploitation was relatively rarely recorded by authorities, which could be a result of the focus of the legislation in those countries on that form of trafficking.

Some new forms of trafficking were also detected. Detailed accounts of trafficking for domestic servitude, child begging, forced marriage, organ removal and ritual killings were reported by different state authorities. Such cases were recorded only occasionally, but they remained alarming since they represented only reported cases and actual numbers could be higher.

Trafficking for begging was recorded in Western and Central Europe, and countries in West and Southern Africa identified cases of trafficking for ritual

killings or mystic practices. Cases of trafficking for organ removal were detected in Europe, the Middle East and South Asia, and trafficking for forced marriage was another form of trafficking reported in a number of Asian countries.

#### **Why trafficking for forced labour is less easily detected than trafficking for sexual exploitation**

There is a general concern that trafficking for forced labour is less frequently detected and reported than trafficking for sexual exploitation, and at least three considerations support that concern. The first regards legislation. In 2008, most of the countries considered here had a trafficking in persons offence in place that included the criminalization of trafficking for forced labour, but this was a recent development. For instance, about 10 European countries expanded their definition of trafficking to include forced labour during the years 2005-2008. For many years, a large number of East Asian countries only considered trafficking for sexual exploitation, which remained the case in many countries in the region. A similar situation existed in Latin America.

The second issue relates to the first in that law enforcement agencies, as well as the general public, often viewed trafficking in persons only in the context of sexual exploitation. For many years and in many countries, the two concepts were almost concomitant. Hence, a case of trafficking for forced labour, when detected, could still be treated and recorded under another charge even when a specific offence of trafficking for forced labour existed in a country's criminal code.

Finally, the "visibility bias" is the idea that trafficking for forced prostitution is more likely to be detected than trafficking for forced labour. Prostitution (whether forced or voluntary) involves the general public because it must be visible—taking place in streets, bars or public spaces in urban areas—to attract potential clients. Conversely, most victims of forced labour work in hidden locations, such as agricultural facilities in rural areas, mining camps and garment factories, or within the closed environment of a house in the case of domestic servitude. As a consequence, the detection of victims of trafficking for forced labour is less probable than the identification of victims of trafficking for forced prostitution.

## **D. Regional overviews**

### ***Middle East and North Africa***

A large proportion of traffickers detected in the region during the reporting period were males and a significant number of persons convicted of trafficking or trafficking-related offences were nationals of the countries where the

trafficking occurred. However, offenders from South and East Asia also were investigated, prosecuted or convicted in Middle Eastern destination countries.

Information concerning victims of trafficking in persons and related crimes was scarce, making it impossible to discern patterns and trends. Based on available data, the number of victims identified or sheltered decreased in some countries in the region, while it remained stable in others.

Most of the victims identified were adult females, with adult men and child victims identified or assisted in just a few countries. Information on the type of exploitation showed victims trafficked for forced labour in Israel and Qatar, while victims of sexual exploitation were reported throughout the region. Victims of trafficking for organ removal were recorded in Egypt and Israel.

### ***West and Central Africa***

Perpetrators of trafficking were frequently men, but women were also often the focus of investigations for trafficking in persons or child trafficking. Women investigated for trafficking outnumbered men in Liberia and Nigeria. Traffickers were usually nationals or from other countries in the region.

Many of the countries in the region reported hundreds or even thousands of victims of trafficking per year during the reporting period. The great difference between the number of victims and the low number of traffickers was a specific pattern in this region.

Available information on victim profiles indicated that most were children. To a great degree, this could be explained by the fact that the legislative provisions in many countries only covered child trafficking, but child victims were still predominant even in countries where the law addressed forms of trafficking that targeted adults. In Nigeria, the incidence of adult women identified as trafficking victims was slightly less than that of child victims. Although both boys and girls were frequent victims, boys were identified more often in some countries, such as Mali and Mauritania, while girls were detected more frequently in other countries.

Information about the type of exploitation suffered by victims was not always reported. When information was available, forced labour emerged as a prominent form of trafficking in a large part of the region. Victims—mostly children—trafficked for forced labour might have been involved in activities such as slavery, domestic servitude, begging and camel jockeying (often



Mauritanian victims trafficked to the Middle East). Sexual exploitation was also detected in many countries of the region and trafficking for organ removal, ritual killings and mystic practices was detected in Chad and Liberia.

### ***East Africa***

No information was collected during the reporting period on the profile of offenders and data about victims were also scarce. In most of the countries of the region, the number of victims identified by authorities was zero or unknown during the reporting period. Where the numbers were unknown, victims of trafficking could not be distinguished from other persons in need of assistance or of victims of related forms of crime. Between 2003 and 2007, women and children were generally the victims of trafficking and related crimes.

### ***Southern Africa***

No information was collected concerning the profile of offenders during the reporting period. As a result of the lack of legislation, no countries have established policies or mechanisms to identify, refer or assist victims of trafficking, and very few victims were identified by state authorities in the entire region. Data retrieved from information collected by shelters and by the International Organization for Migration (IOM) were the only reliable numbers regarding victims of trafficking in persons. However, very few shelters existed that dealt exclusively with trafficked persons. Trafficking victims, when identified, were dealt with on an ad hoc basis and were generally not recorded as a separate group.

The limited information available concerning victims receiving shelter indicated that most were adult women and children of both sexes. Sexual exploitation, forced labour, slavery and servitude were the main forms of exploitation experienced by sheltered victims. The recruitment of children as soldiers was identified in the Democratic Republic of the Congo, while cases of organ removal for rituals were detected and prosecuted in Malawi.

### ***North America***

Information on the profile of trafficking offenders and victims was very limited for North America. In Canada and Mexico, a small number of criminal proceedings were prosecuted during the reporting period, involving both adult and child victims.

During the period under review, authorities in the United States reported that men, women and children were trafficked into the country largely from East Asia, Mexico and Central America for purposes of sexual exploitation and forced labour. Responsibility for identifying and providing services to victims was spread among multiple agencies. Both adult and under age victims were identified, with the number of minors increasing during the reporting period. However, the proportion of victims who were minors was unknown. Cases of trafficking for forced labour accounted for at least 63 per cent of the victims detected in 2007.

### ***Central America and the Caribbean***

The limited data collected on the profile of offenders in this region indicated that females played a prominent role. In Costa Rica and Nicaragua, female offenders outnumbered males, while female and male offenders were equal in number in El Salvador.

Data on victims identified by state authorities between 2003 and 2007 clearly indicated a rising trend in trafficking in all countries of the region, including El Salvador, even though identified victims began decreasing in 2007. Honduras and Panama only reported victims for 2007.

During the reporting period, trafficking victims in the region were frequently children, predominantly girls. Adult women were the main victims identified in Guatemala and they were also a significant group in the Dominican Republic. An increasing number of boys were detected as victims in Nicaragua over the last two years studied and a number of adult male victims were identified in El Salvador and Guatemala, but both boys and men were less frequently reported as victims in other countries of the region.

During the reporting period, most of the victims identified or assisted were trafficked for the purpose of sexual exploitation, but victims of trafficking for forced labour were also detected in the Dominican Republic, El Salvador, Nicaragua and the East Caribbean. In those cases, forced labour took the form of domestic servitude.

### ***South America***

Convicted offenders were mostly domestic traffickers and were citizens of the countries that sentenced them. However, some offenders engaged in cross-border trafficking and were from other countries in the region. Also, Southern

European traffickers were found in Brazil and Chile. In countries where information on the gender of offenders was available to UNODC, the data showed that women were just as involved as men.

During the reporting period, adult women made up the largest group of trafficking victims recorded in Argentina, Brazil, Chile and Paraguay, while under-age girls were the main victims in Bolivia (Plurinational State of) and Peru. Adult men made up a significant number of victims in the Bolivarian Republic of Venezuela, boys were frequently detected in Colombia and almost all of the victims of slave labour reported in Brazil were men. In Argentina, as well, increasing numbers of men and boys were recorded as victims.

Trafficking for the purpose of sexual exploitation was the primary form of trafficking in many countries (Bolivia (Plurinational State of), Brazil, Chile, Paraguay and Peru). This finding, however, may be a reflection of the fact that in the period under review anti-trafficking laws in the region were limited primarily to human trafficking for sexual exploitation. Forced labour was a major form of trafficking in Argentina and Colombia and extremely large numbers of victims of trafficking for forced and slave labour were identified in Brazil and, occasionally, in the Plurinational State of Bolivia.

### ***East Asia and the Pacific***

The profile of offenders was rarely available in this region during the reporting period. When information was known, detected offenders were more frequently men, although the number of female offenders was not far behind. Additionally, most offenders were nationals of the country where the case was reported.

Based on profiles of victims identified by state authorities or who were assisted by other institutions, women and girls were the primary victims of trafficking in the region. It must be stressed, however, that during 2003-2007 most countries only had legislation criminalizing trafficking for sexual exploitation or trafficking in women. As a consequence, trafficking in men and boys may have gone largely undetected and unreported.

In Indonesia, Japan, Mongolia, Myanmar and the Pacific subregion, adult women were more commonly reported as victims than were minors. However, trafficking in minors was a more significant issue in the other Mekong countries (Cambodia, Lao People's Democratic Republic and Thailand) and in the Philippines. With the exception of the Pacific subregion, where no cases of child trafficking were reported, the proportion of minors trafficked relative

to the total number of trafficking victims rose in 2003–2007 in all countries of the region. Trafficking in men and boys was reported in the Mekong countries (Cambodia, Lao People's Democratic Republic, Myanmar and Thailand), Indonesia and Mongolia.

Victims were predominantly trafficked for the purpose of sexual exploitation throughout the region. Again, however, it must be stressed that until very recently the legislation in many countries only included provisions criminalizing trafficking for sexual exploitation.

Victims of trafficking for forced labour were identified among those returned to Indonesia, Mongolia, the Mekong subregion (Cambodia, Lao People's Democratic Republic and Thailand—no information was available for Myanmar) and, occasionally, in the Pacific subregion. Forced labour in the form of domestic servitude and, to a lesser extent, forced begging was detected among victims trafficked to Thailand from other countries and in victims assisted by IOM in Indonesia.

### ***South and South-West Asia***

No information was collected on the profile of trafficking offenders. Additionally, data on age and gender were rarely collected for victims identified or sheltered, making it very difficult to create or analyse victim profiles. In countries where information was available (Bangladesh, Nepal and Pakistan) during the reporting period, adult women and children of both sexes were most frequently identified as victims. Adult male trafficking victims were reported in Bangladesh.

Among countries that collected information, sexual exploitation was frequently reported. It was the main form of trafficking detected in Nepal, with large numbers also reported in India and other countries. Trafficking for forced labour appeared to be equally prominent in the region. From 2003 to 2006, a significant number of forced labour cases were reported in India, where trafficking for forced labour was more frequently detected than for sexual exploitation. In Nepal and Pakistan, some child victims were returned from the Middle East where they had been trafficked into forced labour as camel jockeys. A few Indian states reported victims of trafficking in persons for the purposes of organ removal and forced marriage.

During the period under review, in Afghanistan the number of children (of both sexes equally) and adult males identified or sheltered as victims of trafficking-related offences was higher than the number of adult females.

## ***Eastern Europe and Central Asia***

The clear pattern that emerged from criminal justice data from this region was that females not only made up a large proportion of the traffickers that were investigated, prosecuted and convicted, but even outnumbered males in most of the countries of the region.

The vast majority of convicted offenders were nationals of the country in which they were detected. When foreigners were convicted or prosecuted, they most often came from another country in the region.

Information available on victim profiles indicated that the majority were adult women. Only a limited number of child victims were reported, but their numbers increased throughout the region during the reporting period.

Trafficking for forced labour was a frequently reported form of exploitation in countries where information was available. However, most victims identified by state authorities were trafficked for sexual exploitation. A few cases of trafficking for the purpose of forced marriage were detected by authorities in Central Asia and cases of trafficking for organ removal were identified and prosecuted in Moldova.

## ***Western and Central Europe***

Male traffickers were clearly more numerous than females, according to available information on the profile of offenders in this region. The number of women investigated, prosecuted or convicted was, proportionally, rarely more than one third of the total number of suspected offenders. Although infrequently recorded, alarmingly, minors were also detected as suspected offenders in some Western European countries.

Overall, nationals trafficking within their own countries tended to represent the majority of the offenders suspected or convicted. However, in some countries of the region, the registration of foreign traffickers (suspected or convicted) was substantially higher than in other regions.

When information was available on victim profiles, females were clearly the majority of victims detected throughout the region and adult women were more frequently reported as victims than were girls. Overall, child victims were less common than adults in most countries. However, in South-Eastern Europe the number of child victims identified or sheltered was generally

higher when compared with the rest of Europe and in some countries of this subregion, children made up the largest category of identified victims.

Male victims were episodically reported in many countries in the region. Adult male victims were detected in Southern and Western Europe, and both men and boys were reported as trafficking victims in South-Eastern Europe.

Available information identified trafficking for the purpose of sexual exploitation as the most common type of exploitation, but there was also a significant number of cases of trafficking for forced labour. During the period studied, victims of trafficking for forced labour were identified in Belgium, France, Romania and Spain, and forced labour was detected occasionally in Croatia, the Czech Republic, Finland, the United Kingdom and other countries. This suggests that trafficking for forced labour probably existed in other countries of the region as well but went undetected. Trafficking for begging was less frequently reported and was found mainly in South-Eastern Europe and in some Western European countries.

## **E. Core results: global baseline data on trafficking patterns**

- Victims of trafficking for sexual exploitation accounted for about 79 per cent of the victims detected in 2006 and victims of forced labour for about 18 per cent (in 52 selected countries).
- Female offenders played a more prominent role in trafficking in persons than in other crimes.
- The capacity to detect victims of trafficking increased during the reporting period: the number of victims detected increased by 27 per cent between 2003 and 2006 (in 71 selected countries).
- Female victims represented, on average, between 65 and 75 per cent of all victims detected between 2003 and 2006, child victims between 15 and 25 per cent, and male victims around 15 per cent.

## **IV. Trafficking in persons flows**

The data collected allowed for the identification of three dimensions in the flow of trafficking in persons: transregional trafficking, intraregional trafficking and domestic trafficking. Domestic trafficking affects victims who are citizens of the country in which they are exploited. Intraregional trafficking occurs between different countries within the same region; it includes cross-border trafficking and trafficking between countries geographically close to one another. In transregional trafficking, victims are trafficked from one of the regions considered here to another. This could be transcontinental trafficking, but it also involves trafficking flows to neighbouring regions on the same continent, such as between Eastern Europe and Western and Central Europe, or between Central and North America.

### **A. Domestic trafficking: largely undetected?**

The data collected showed that domestic trafficking had been detected in at least 32 countries among those where information was available and, in some countries, it was a major issue (see table 6). For instance, in four major Indian states, most of the victims identified during the reporting period had been trafficked from other Indian states (or from neighbouring countries).

Interestingly, evidence indicated that domestic trafficking did not occur only in large transitional countries, such as Brazil and India, where the dimensions of the country could explain the existence of trafficking internally between poor and rich areas. Domestic trafficking also existed in relatively small and wealthy countries, such as those in Europe.

In the period under review, in Germany and the Netherlands domestic trafficking accounted for about one quarter of the total number of victims and when victims were ranked by citizenship, citizens of those countries were the most trafficked within their own countries. In Italy, the number of Italian victims identified ranked second among trafficking victims.

The number of victims of domestic trafficking was not always clear, so it was not always possible to estimate the proportion of domestic victims. While domestic trafficking appeared to be more limited than international trafficking, it was likely that this form of trafficking was reported most of the time under

**Table 6. Countries where at least one victim of internal trafficking was detected, by region, 2005-2007****A. Middle East and Africa**

|   | <i>Middle East and<br/>North Africa</i> | <i>West and<br/>Central Africa</i> | <i>East Africa</i> | <i>Southern Africa</i> |
|---|---|------------------------------------|--------------------|------------------------|
| At least one victim of domestic trafficking | 1                                       | 4                                  | –                  | –                      |
| International trafficking only              | 3                                       | 1                                  | –                  | 2                      |
| Few, missing or unclear data                | 5                                       | 11                                 | 9                  | 9                      |
| <b>Total</b>                                | <b>9</b>                                | <b>16</b>                          | <b>9</b>           | <b>11</b>              |

**B. The Americas and Asia and the Pacific**

|   | <i>North America</i> | <i>Central<br/>America and<br/>the Caribbean</i> | <i>South America</i> | <i>South and<br/>South-West<br/>Asia</i> | <i>East Asia and<br/>the Pacific</i> |
|---|----------------------|--|----------------------|--|--------------------------------------|
| At least one victim of domestic trafficking | 1                    | 1  | 3                    | 2  | 5                                    |
| International trafficking only              | –                    | –  | 2                    | –  | 2                                    |
| Few, missing or unclear data                | 2                    | 11   | 4                    | 6  | 20                                   |
| <b>Total</b>                                | <b>3</b>             | <b>12</b>  | <b>9</b>             | <b>8</b>                                 | <b>27</b>                            |

**C. Europe and Central Asia**

|   | <i>Western and Central Europe</i> | <i>Eastern Europe and Central Asia</i> |
|---|-----------------------------------|--|
| At least one victim of domestic trafficking | 11                                | 4                                      |
| International trafficking only              | 8                                 | 3                                      |
| Few, missing or unclear data                | 19                                | 5                                      |
| <b>Total</b>                                | <b>38</b>                         | <b>12</b>                              |

other offences, such as pandering or slavery. The concept of domestic trafficking was often not clear for criminal justice system or law enforcement personnel, who were used to identifying foreign victims of trafficking.

The criminal justice systems of Germany, Italy and the Netherlands recorded their own nationals among the victims of trafficking in persons, whereas other criminal



justice systems considered national victims of trafficking as victims under other legal categories. The difference in how the data was categorized may thus have masked similarities in the domestic trafficking situations in other countries.

## **B. The relevance of geographical proximity**

The data on detected cases showed that intraregional trafficking (within the region) was predominant in most countries and that transregional trafficking (across regions), though still significant, was relatively less frequent.

Figure V shows the severity of transregional trafficking in terms of the share of victims trafficked between regions in relation to the total number of victims. Transregional trafficking appeared predominant for about 12 countries during the reporting period. In reality, the dimensions of transcontinental trafficking could be even more limited. For instance, in the Czech Republic, Poland and Turkey, most victims were from neighbouring Eastern European countries. All victims found in Afghanistan were nationals from neighbouring countries, such as China and Pakistan. What analysis clearly suggested was that long-distance trafficking in persons was probably the major form of trafficking in only a few parts of the world.

Conversely, intraregional trafficking was detected more frequently in a large number of destination countries. In most of the countries where information was available, most victims came from other countries within the same region. Additionally, most trafficking appeared to be cross-border in South and Central America, as well as in West Africa.

## **C. Long-distance trafficking flows: East Asia<sup>16</sup> and the other regions**

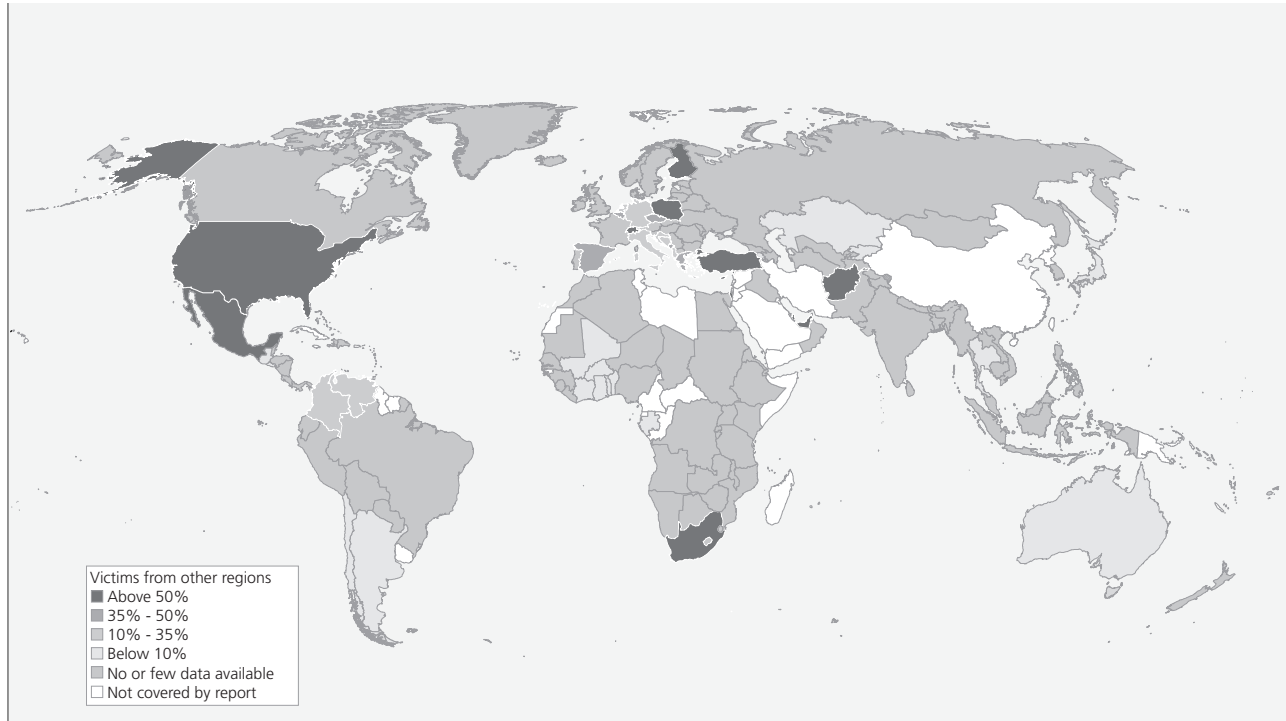
Although the reported data showed that the incidence of transregional trafficking was relatively low compared with intraregional trafficking, transregional trafficking was nevertheless still very significant.

In 2005-2006, the region of Western and Central Europe recorded victims of trafficking from the widest range of origins, while East Asia was the region of

---

<sup>16</sup>In this part of the analysis, the subgroup East Asia also includes China because although China was not covered by the data collection for this study, Chinese victims were identified in other countries.

**Figure V. Percentage of victims from other regions, by country, 2005-2007<sup>a</sup>**



*Source:* United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

<sup>a</sup>The citizenship of victims identified by state authorities was reported mainly for 2005-2006 (2007 was included when possible). When such information was unavailable, statistics were used for victims sheltered by non-governmental organizations. Italian data referred to 2003-2007, Polish data to 1995-2005.

*Note:* The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations.

origin of victims trafficked to the widest range of destinations. The range of origins or destinations did not necessarily correlate with the intensity of trafficking flows, however. For instance, victims from West Africa might frequently be detected in a few specific countries but were not found elsewhere, as opposed to East Asian victims, who might be detected less frequently but were found in more countries.

The trafficking flows out of East Asia appeared particularly complex. During the reporting period, East Asian victims were detected in many countries and regions, including Afghanistan, Western and Central Europe, North America, the Middle East, Southern Africa and, of course, East Asia and the Pacific. East Asian victims were sometimes also detected in Central America (El Salvador), South America (Venezuela (Bolivarian Republic of)) and Central Africa (Gabon).

In this context, the number of East Asian victims found in these regions was not as relevant as the breadth of regions in which they were identified. Outside of Asia, East Asians represented a significant proportion of the victims detected in South Africa (Thai victims), the United States (41 per cent of the victims detected in 2007 were East Asians) and in a few European countries (i.e. Chinese victims in Belgium). The trafficking routes coming out of East Asia appeared to be the most diverse.

East Asia was not the only region affected by transregional trafficking. Victims from all the other regions were also identified in faraway destinations. For instance, West African victims were detected in Europe and in Southern Africa. However, compared with East Asians, West African victims were found in a more limited number of countries, although victims from Africa were also identified in North America.

Three other transregional trafficking flows also appeared significant in the data collected:

- From Latin America (South America and Central America and the Caribbean) mainly to North America, Europe and, at times, the Middle East.
- From South Asia to the Middle East and occasionally to Europe and Southern Africa.
- From Europe and Central Asia to Western and Central Europe, the Middle East and North America. Victims from South-Eastern Europe also were sometimes detected in Australia, Japan and Central America.

## **D. Regional overviews**

### ***Middle East and North Africa***

Information on the nationalities of identified victims or the countries from which victims were repatriated was collected from just four countries of this region during 2003–2007: Israel, Morocco, Qatar and the United Arab Emirates.

Moroccan authorities detected internal as well as intraregional trafficking and some Moroccan victims were identified in, or returned from, the Middle East. Unfortunately, the absence of this sort of information for the other North African countries leaves questions open as to whether this was a common pattern for all of the region.

The data for the reporting period indicated that Israel, Qatar and the United Arab Emirates were mainly destination countries. Victims from Eastern Europe and Central Asia were found in Israel and the United Arab Emirates, and this pattern was clearly mirrored by information included in this article from the countries of Eastern Europe and Central Asia. Victims from South and East Asia as well as from Africa were also detected in the Middle East.

### ***West and Central Africa***

Information gathered on the nationality of victims suggests that significant intraregional trafficking took place during the reporting period. Most of the victims originating from West African countries were repatriated from other countries in West and Central Africa. Most of the foreign victims detected in West African countries were nationals of other countries in the region.

During the reporting period, a number of countries—Benin, Côte d’Ivoire, Ghana, Liberia, Nigeria and Togo—were countries of both origin and destination for trafficking victims. Others, such as Burkina Faso, Mali, Mauritania and Sierra Leone, appeared to be only countries of origin, while Gabon was only a destination country. No information was available concerning the other countries, so it was not possible to determine trafficking flows with any certainty.

During the period 2003–2007, victims from West Africa were identified in other regions of the world, especially Europe. West African victims also were detected in, or repatriated from, North Africa and the Middle East, Southern Africa and occasionally Eastern Europe.

In those years, the data available also indicated the existence of domestic trafficking in many countries, especially Côte d'Ivoire, Ghana, Mali, Nigeria and Togo. Too little data were available from other countries to verify if they were similarly affected by this form of trafficking.

### ***East Africa***

The general lack of information did not allow for an analysis of trafficking patterns, flows or trends. However, the small amount of information available did suggest that countries were affected by domestic as well as intraregional trafficking. A few victims were recorded as having been repatriated from Europe and the Middle East between 2003 and 2007.

### ***Southern Africa***

The general lack of information did not allow for an analysis of trafficking patterns, flows or trends. For most countries in this region, it was more appropriate to refer to “trafficking episodes”.

Recorded episodes suggested that intraregional trafficking was common. Some countries, such as Zambia and Zimbabwe, were countries of origin and destination, while the Democratic Republic of the Congo, Malawi and Mozambique appeared to be primarily countries of origin. South Africa was mainly a trafficking destination for victims from countries within and outside the region.

Victims who were detected had mostly been trafficked from or to neighbouring countries. Transregional trafficking appeared to involve mainly neighbouring regions, based on the records of East and West African victims who were sheltered in some countries of the region. Asian victims (from East Asia, South-East Asia and South Asia), however, were also identified in a few Southern African countries.

### ***North America***

Of the victims who were detected, many were nationals of Latin American countries and the Caribbean (41 per cent of the victims detected in the United States during 2007), especially from Central America. During the years under review, African, Asian and European victims were also found in Canada and the United States. A limited number of South and Central American victims were identified or sheltered in Mexico.

## ***Central America and the Caribbean***

It was possible to draw some generic conclusions on the main geographical flows of human trafficking affecting countries of this region based on an overview of the nationalities of victims identified by state authorities and other institutions, as well as from an analysis of the countries from which victims had been repatriated.

Almost all the countries from which information on the nationalities of victims was available appeared to be countries of both origin and destination. However, the Dominican Republic and Nicaragua were mainly countries of origin, while Guatemala was primarily a destination for trafficking victims. Additionally, in the countries of the East Caribbean, the few cases of trafficking or trafficking-like offences recorded suggested that, for the most part, these were countries of destination.

The trafficking flows detected during the reporting period were mainly intra-regional, which was clearly the case for El Salvador, Guatemala and Nicaragua. When transregional cases of trafficking were detected, they mostly involved countries close to South America and in only a few instances more distant regions.

During the period under review, a limited number of South American victims were identified or sheltered in a few Central American countries. Dominican victims were also detected and repatriated from Europe and South America. Similarly, victims from other Central American and Caribbean countries were identified in South America and there were incidences of victims from South Asia and Eastern Europe being detected in the East Caribbean.

## ***South America***

Domestic trafficking, intraregional trafficking and transregional trafficking flows were identified in the region.

During the reporting period, the available data pointed to the existence of domestic trafficking in Argentina, Brazil, Colombia, Peru and Venezuela (Bolivarian Republic of). The numbers of registered victims of domestic trafficking were relatively low, but this was probably due to the fact that many countries in the region had only recently adopted related legislation.

Data on the citizenship of identified victims indicated a relative preponderance of intraregional trafficking. Bolivia (Plurinational State of), Ecuador and

Paraguay appeared to be primarily countries of origin for victims of trafficking at the regional level. Bolivian and Paraguayan victims were detected in Argentina, with Bolivians usually trafficked for the purpose of labour exploitation and Paraguayans for sexual exploitation. Victims from Ecuador were found in Colombia and Peru.

Argentina, Brazil and Peru were countries of both origin and destination for trafficking victims. Argentinian and Peruvian victims were found in Chile, and Brazilian and Peruvian victims were identified in Argentina. Victims from Bolivia (Plurinational State of), Ecuador, Paraguay and Peru were found in Brazil, although comprehensive statistics were not available on those victims. Chile is mainly a destination country, while Colombian victims were detected in other regions and in Venezuela (Bolivarian Republic of). The available information indicates that intraregional trafficking often occurred between neighbouring countries in the region.

Transregional trafficking from Central America and the Caribbean was identified, with Dominican victims detected in Argentina and Honduran victims found in Colombia. South American victims also were detected in Europe and North America and, to a lesser extent, in East Asia and the Middle East. Chinese victims were identified in Venezuela (Bolivarian Republic of).

### ***East Asia and the Pacific***

It was possible to draw some generic conclusions on the main geographical flows of human trafficking affecting countries in the region based on an overview of the nationalities of victims identified by state authorities and other institutions, as well as on an analysis of the countries from which victims had been repatriated.

The data collected indicated that East Asian countries were affected by complex trafficking flows. During the reporting period, many East Asian countries were countries of origin for trafficking in persons within and outside the region.

Some areas, such as the countries of the Mekong subregion, were destinations for cross-border trafficking within the subregion and, at the same time, origin countries for transregional trafficking. Thai victims, for instance, were identified and repatriated from countries within the region and from at least three other regions, including Southern Africa, Europe and the Middle East. Similarly, Vietnamese and nationals from other countries of the Mekong

subregion were detected in different regions of the world, as well as within East Asia and the Pacific.

The Middle East was also a destination for Indonesian victims assisted by IOM, while Central Asian countries were destinations for Mongolian victims assisted by local NGOs.

Additionally, it should be noted that victims from East Asian countries not covered here were found in destination countries in other regions of the world. For instance, Chinese victims were detected in more than four regions—Europe, the Middle East, the Americas, parts of the African continent and Asia.

This region recorded the widest transregional trafficking scope for countries of origin for trafficking victims. However, East Asia and the Pacific were mainly subject to intraregional trafficking related to countries of destination for the victims. For example, mainly East Asian victims and, occasionally, victims from other regions were detected in Australia, Japan and Malaysia.

Domestic trafficking was clearly evident in three countries of the Mekong subregion, (Cambodia, the Lao People's Democratic Republic and Myanmar) and in Indonesia and Mongolia. Information on internal trafficking was unavailable for the other countries of the Mekong subregion, but this did not necessarily mean that internal trafficking did not occur in those countries as well.

### ***South and South-West Asia***

The lack of detailed information available limited the possibility of analysing trafficking flows into and out of the region. Domestic trafficking appeared to be a problem, with victims identified in Bangladesh, India and occasionally in Pakistan.

Intraregional trafficking was also an issue appearing to affect Bangladesh and Nepal as countries of origin and India as a country of destination, especially in the rich area of the Maharashtra.

Transregional trafficking in persons affected the region as well, and South Asian victims were identified in Europe and the Middle East. On the other hand, victims trafficked from other regions of the world were not found in South Asia.



**Figure VI. Country of citizenship of victims trafficked to Western and Central Europe, 2005-2007<sup>a</sup>**



*Source:* United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

<sup>a</sup>The map is not exhaustive. In some countries, the nationality of the victims identified was not always reported and often nationalities less frequently recorded may have been aggregated into an “other nationalities” category. As a consequence, this map should be considered in terms of the minimum scope of nationalities detected in Western and Central Europe.

*Note:* The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations.

Afghanistan appeared to be a destination for victims trafficked from neighbouring countries. Over the years considered, IOM identified and sheltered Chinese and Pakistani victims. The scarcity of information did not allow for a more detailed analysis of trafficking flows out of the country.

### ***Eastern Europe and Central Asia***

It was possible to draw some generic conclusions on the main geographical flows of human trafficking affecting countries in this region based on an overview of the nationalities of the victims identified by state authorities and other institutions, as well as from an analysis of the countries from which victims were repatriated.

Victims of domestic trafficking were recorded in Azerbaijan, Georgia, Kazakhstan and Moldova. The limited data did not allow for conclusions as to whether domestic trafficking occurred in other countries in the region as well.

During the reporting period, intraregional trafficking in persons was a major issue in Eastern Europe and Central Asia. A significant number of the victims identified in the region were nationals of countries within the region. The data showed that almost all the countries were both origins and destinations for intraregional trafficking. However, available information from Tajikistan and Turkmenistan suggested that they were exclusively countries of origin for trafficking within Eastern Europe and Central Asia.

The data also suggested that the region of Eastern Europe and Central Asia was a source of transregional trafficking. Nationals from throughout the region were repatriated from, or identified in, a few specific hot spots, in particular in Southern Europe and the Middle East. Geographical proximity also seemed to play an important role in determining destination countries. Victims originating from Eastern Europe were detected in Western and Central Europe, and victims from the region were identified in neighbouring Asian countries. Eastern Europe and Central Asia is not a major transregional destination, with very few victims trafficked from other regions detected within the region.

### ***Western and Central Europe***

Although geographically small, Europe appears to be a diverse region in terms of trafficking flows (see figure VI).

During the reporting period, some subregions were mainly destinations for trafficking victims. Western, Southern and Northern Europe appeared to be mostly trafficking destinations, while Central and South-Eastern Europe were both origins and destinations for trafficking. Information on Bulgaria and Romania was not complete, but indications were that these were mainly countries of origin.

In terms of trafficking flows, it appears that geographical proximity and language linkages played a key role in the relation between countries of origin and destination of trafficking victims.

Intraregional trafficking flows were relatively intense within Europe during the reporting period. Countries in Central and South-Eastern Europe were destinations for victims trafficked from other South-Eastern European countries and from Eastern Europe. Western and Southern Europe were destinations for victims trafficked from Central, South-Eastern and Eastern Europe.

As regards transregional trafficking, apart from the reported role played by Eastern Europe and Central Asia as a region of origin, the data collected showed Europe as a trafficking destination for a broad and diverse list of countries. The number of victims trafficked from East Asia was substantial, as was the number of recorded victims from West Africa, South America and, to a lesser extent, North Africa.

East Asian victims (in particular from China, but also from the Philippines, Thailand and Viet Nam) were detected in all the European subregions. West and North African and South American victims were found in some countries in Western and Southern Europe.

During the reporting period, domestic trafficking was detected frequently in many European countries. Surprisingly, some of the wealthiest countries were also affected by internal trafficking. France, Germany, Italy, the Netherlands, Portugal and Spain all detected domestic trafficking. This type of trafficking was also found in many South-Eastern European countries and in a few countries in Central Europe. This suggested that domestic trafficking likely occurred in other countries in the region as well, but was either undetected or registered under other offences.

## **E. Core results: global baseline data on trafficking flows**

- Intraregional trafficking (origin and destination in the same region) was detected more frequently than transregional trafficking during the period 2003-2007.

- Domestic trafficking represented a significant share of recorded trafficking cases during the reporting period, though it still appeared to go largely undetected.
- Victims from East Asia were found in the widest range of destinations, including Africa, the Americas, Asia, Europe and the Middle East.
- Victims detected in Western and Central Europe came from the widest range of origins, including Europe, as well as Africa, Latin America, East Asia, Eastern Europe and Central Asia, and South Asia.

## **V. Inside Europe: human trafficking and organized crime on the European continent**

The previous chapter identified Europe as one of the most prominent destinations for trafficking victims at the global level, as the widest range of origins of victims was recorded there. As in other parts of the world, most of the European trafficking was intraregional, with Eastern and Central Europe playing a major role as origin of the flows. The present chapter provides a detailed quantitative and qualitative analysis of this trafficking flow, as well as the others destined for Europe.

### **A. The criminal justice response: on the forefront of the global fight**

One of the reasons why so many victims and nationalities were detected in Europe was the high number of criminal proceedings compared with other parts of the world (see figure VII).

European countries detected, prosecuted and convicted human traffickers more than others. At the same time, even the European convictions were too few. Most European countries had conviction rates for human trafficking below 1 per 100,000 people (see figure VIII).<sup>17</sup> In Europe, there were more convictions for rare crimes such as kidnapping in Denmark (3 per 100,000 people), homicide in Finland (4 per 100,000 people) or robbery in Norway (5.8 per 100,000 people) than for human trafficking.

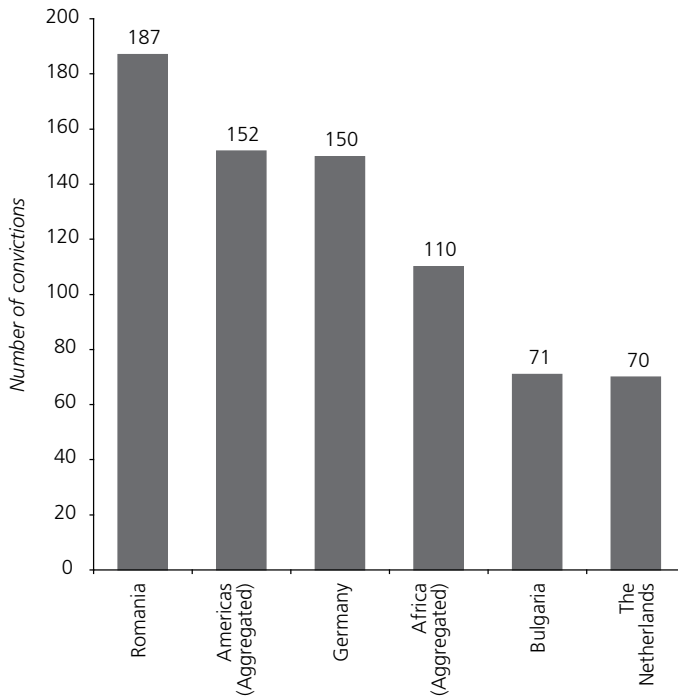
This had two possible explanations: either trafficking in persons was a crime much discussed but small in dimension (less than kidnappings in Denmark or homicides in Finland) or it was less frequently prosecuted than other crimes.

While it is true that estimates of the extent of trafficking in persons often lacked a solid methodological base, knowing that exploitative practices such as child begging, work under irregular labour conditions, exploitation of the prostitution of others and domestic servitude existed in Europe led to the

---

<sup>17</sup>Exceptions were recorded in the Czech Republic (1.9 per 100,000 people in 2005), Albania (1.5 per 100,000 people in 2006) and Bulgaria (1.17 per 100,000 people in 2007).

**Figure VII. Convictions recorded in selected European countries and other regions, 2006**



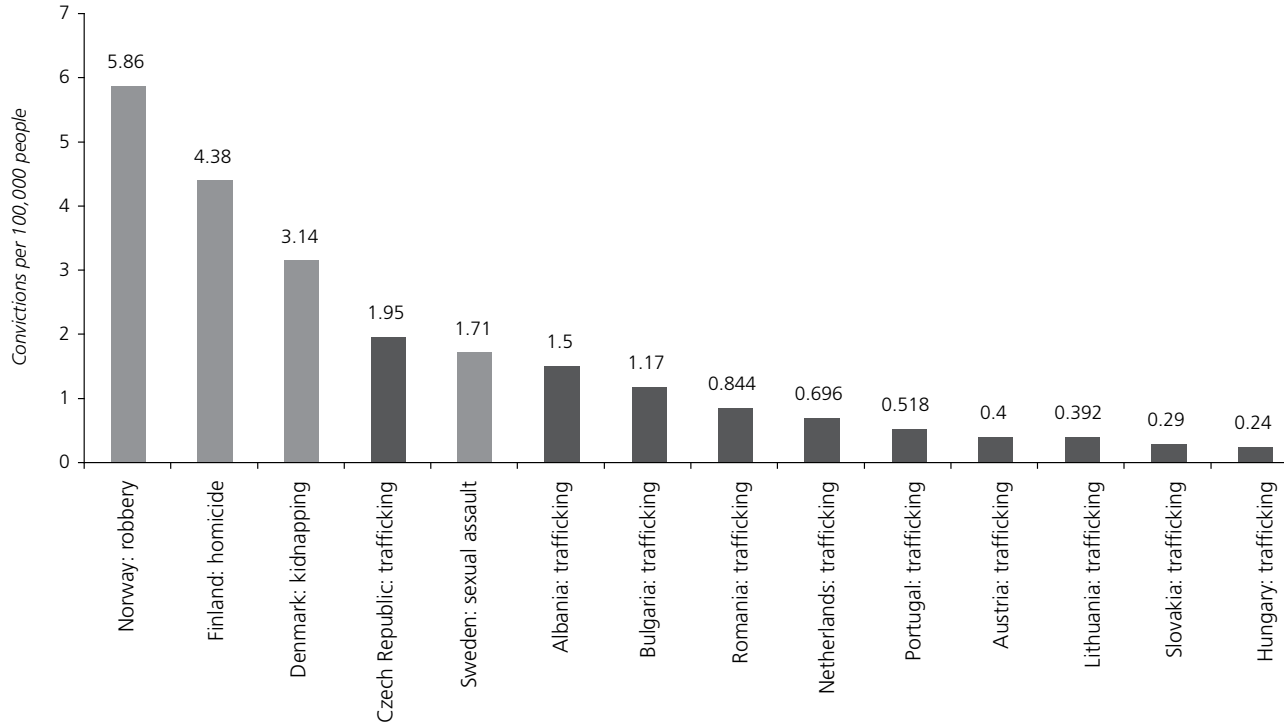
*Source:* United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

conclusion that the trafficking segments of these phenomena were large compared with the few cases detected.

Solid estimates of the severity of the phenomenon have been produced with a specific focus on trafficking for sexual exploitation. IOM estimated in 2001 that about 120,000 women and children were trafficked every year through the Balkans alone. The International Labour Organization estimated in 2005 that, at a minimum, 270,000 victims were under exploitation at any given moment as a result of trafficking in the industrialized countries (Europe and North America), while the Joint Research Centre on Transnational Crime (Transcrime) in Milan and Trento, Italy, estimated that, in Italy alone, about 40,000 persons were trafficked for sexual exploitation.

It can be concluded that authorities in Europe repressed human trafficking more than those in other regions, but even so much less than they did other crimes.

**Figure VIII. Conviction rates per 100,000 people for human trafficking and other selected crimes in selected European countries**

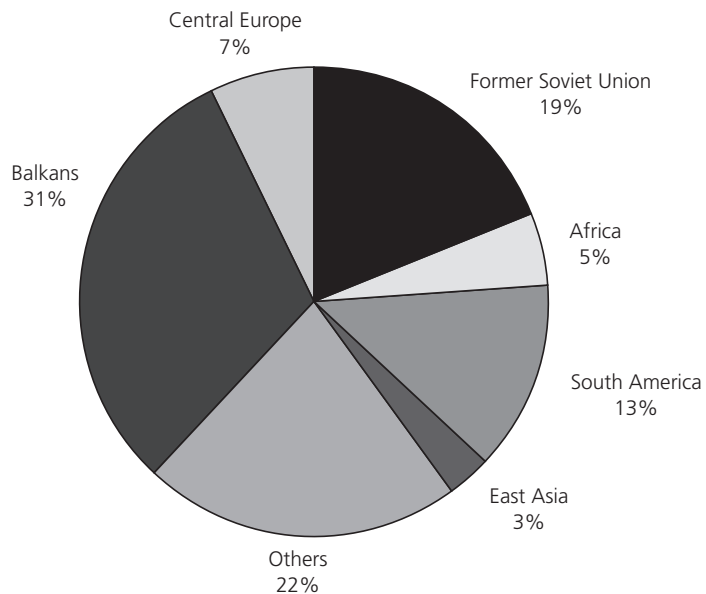


Source: United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking and United Nations Survey of Crime Trends and Operations of Criminal Justice Systems.

## B. Identifying the flows: the dynamics of the trafficking

In recent years, the majority of human trafficking victims detected in Europe came from the Balkans and the countries of the former Soviet Union, in particular Bulgaria, Moldova, Romania, the Russian Federation and Ukraine. Victims from at least some of these five countries were also located in all parts of Europe, but the dominance of these groups appeared to be changing as new source countries emerged on the European scene (see figure IX).

**Figure IX. Nationalities of victims of trafficking in persons detected in Western and Central Europe, 2005-2006 (Percentage)**



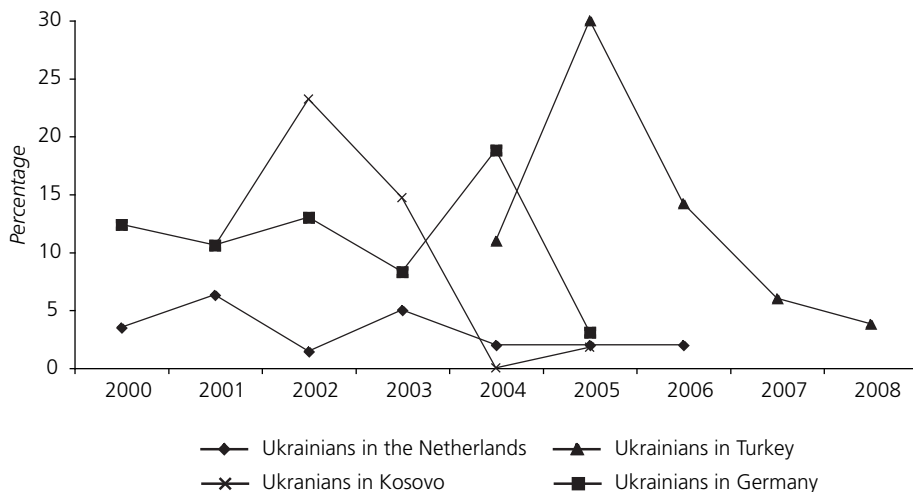
*Source:* United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

An analysis of the trends raised new questions on the dynamics of human trafficking flows. Trafficking had clearly been decreasing in some countries, such as Albania. Similarly, although still prominent, the number of Russian and Ukrainian victims had decreased substantially (see figures X and XI).

In Germany, victims from Belarus, the Russian Federation and Ukraine constituted a large share of the victims of trafficking detected in 2003-2004. The presence of these victims has decreased drastically since then, as has the share of Lithuanian victims. In the Netherlands, the identification of Russian and Ukrainian victims registered a peak at the beginning of the decade, to decrease later basically to zero.

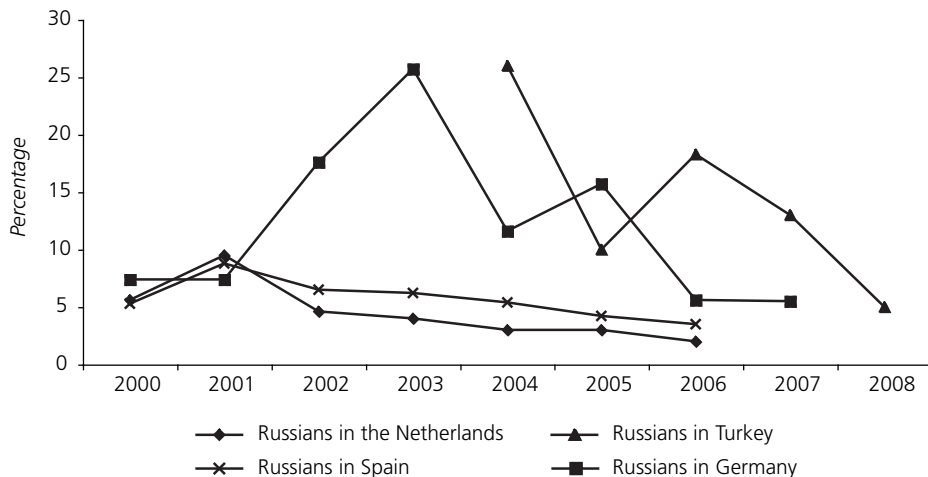


**Figure X. Trends in the share of Ukrainian victims of trafficking in persons detected in Europe, 2000-2008 (Percentage)**



Source: Multiple sources.

**Figure XI. Trends in the share of Russian victims of trafficking in persons detected in Europe, 2000-2008 (Percentage)**



Source: Multiple sources.

Similarly, in Turkey, a peak in the number of Russian and Ukrainian victims of trafficking was registered in 2004-2005, decreasing then to 4-5 per cent. In Kosovo,<sup>18</sup> there was also a decrease in the number of Ukrainian victims; in addition, there was a sharp decrease in victims from Albania and Moldova (see figure XII). Similar trends have also been recorded in Greece and Italy (see figure XIII).

Spain has different trafficking patterns from other European countries. Normally dominated by victims from South America, Spain also saw the share of Russian victims detected peak in 2001 (9 per cent), decreasing to 3.5 per cent in 2006. While Colombian victims decreased consistently in later years, Brazilians and Paraguayans increased. Romanian victims were increasingly detected in Spain during the period under review.

The share of Nigerian victims detected in Europe during the entire period remained constant, with a recent increase in those in the Scandinavian countries. Trafficking in Chinese nationals increased in the Netherlands, where, in 2008, Chinese victims were the largest group of foreign victims recorded. Germany and the Netherlands registered a peak in the identification of Hungarian victims in 2007 and 2008, respectively.

New nationalities of victims appeared on the European scene: while generally small, the share of Chinese, Paraguayan, Turkmen and Uzbek victims increased over time. This showed a diversification in the sources of women trafficked for sexual exploitation. In addition, an increase of domestic trafficking was recorded in all of West and Central Europe.

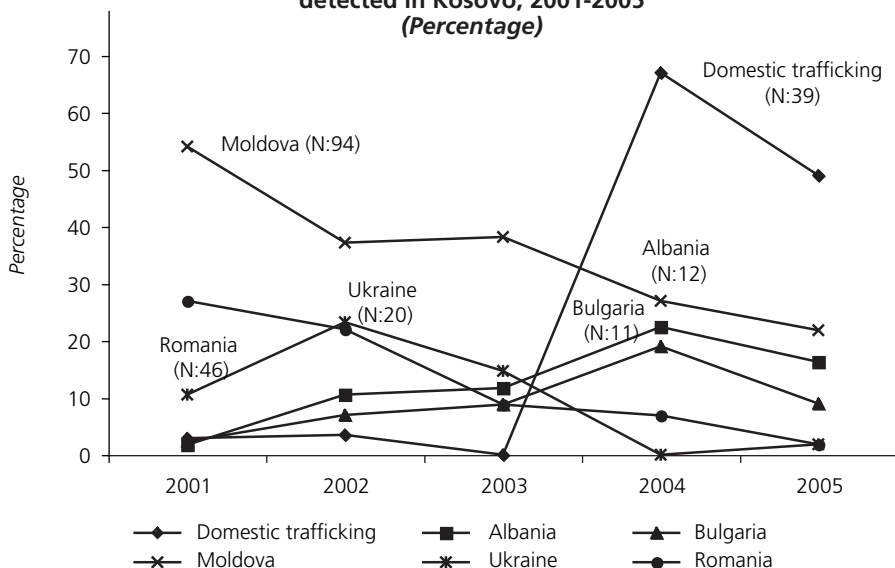
To conclude, the available data indicated that Europe was facing a rapid diversification of the origins of its human trafficking victims. Traditional human trafficking flows to Europe, such as those originating from Lithuania, the Russian Federation and Ukraine had decreased sharply (see figure XIV).

The data presented in figure XIV suggest that human trafficking rings may have been reacting to changes taking place in traditional countries of origin, such as increased awareness among potential victims, stringent law enforcement action or improved livelihoods.

---

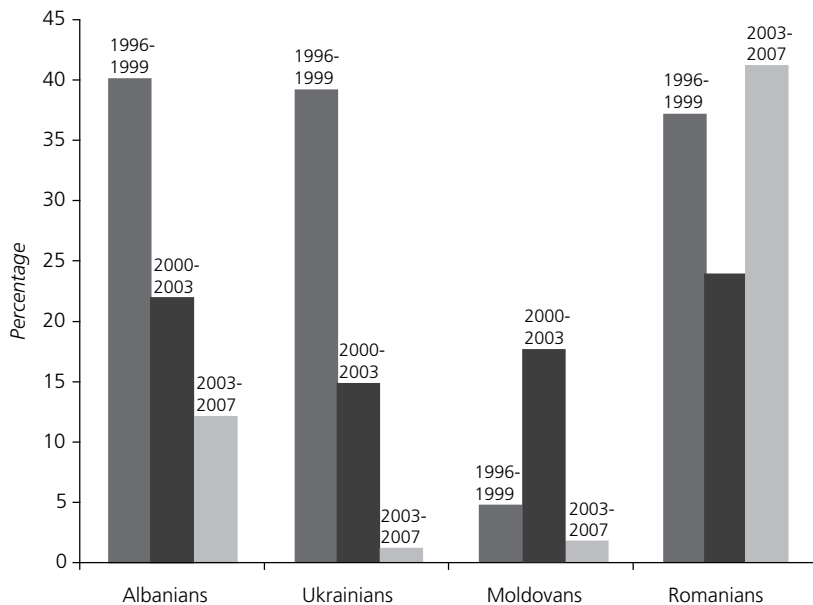
<sup>18</sup>All references to Kosovo in the present article should be understood to be in compliance with Security Council resolution 1244 (1999).

**Figure XII. Trends in the main origin of victims of human trafficking detected in Kosovo, 2001-2005 (Percentage)**



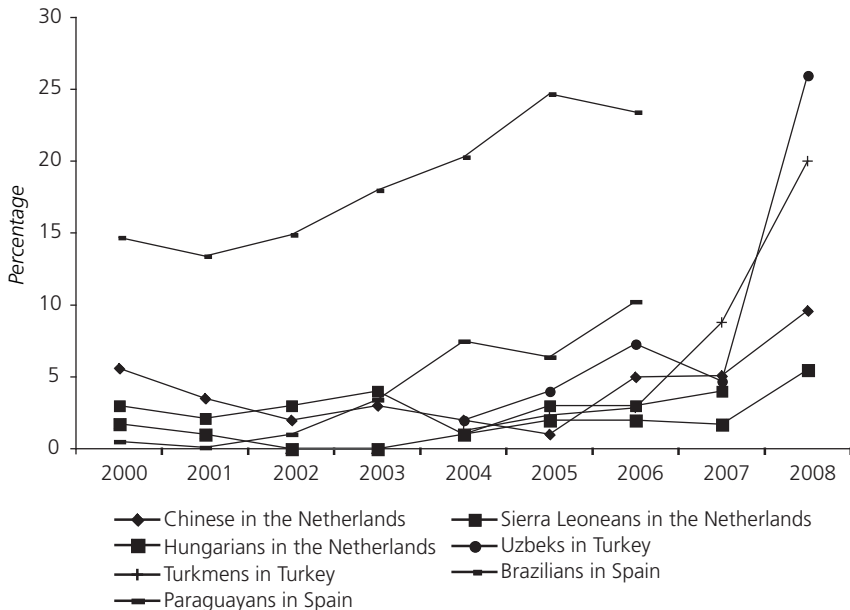
Source: Trafficking in Human Beings Investigations Section, Kosovo Police Service.

**Figure XIII. Selected nationalities of victims detected in Italy, 1996-2007 (Percentage)**



Source: Direzione Nazionale Antimafia, Italy and project WEST.

**Figure XIV. Trends in selected nationalities of victims of trafficking in persons detected in Europe, 2000-2008 (Percentage)**



Source: Multiple sources.

### C. Organized criminal groups and their modus operandi

As a rule, groups engaging in trafficking for sexual exploitation are small.<sup>19</sup> The Russian Federation is a case in point, where many of the criminal groups comprise just two or three people,<sup>20</sup> but there are exceptions. Azerbaijani authorities detained over 40 members of a trafficking group with cells in five countries. The network covered a huge area, extending from Central Asia to Turkey, and was engaged in human trafficking and the issuance of fake documents, which they used to import victims.<sup>21</sup>

<sup>19</sup>Andrea Di Nicola, ed., *A Study for Monitoring the International Trafficking of Human Beings for the Purpose of Sexual Exploitation in the EU Member States*, Transcrime Report No. 9 (Transcrime, European Institute for Crime Prevention and Control, affiliated with the United Nations and Research Centre on Criminology, University of Castilla-La Mancha, 2004).

<sup>20</sup>E. V. Tiurukanova, *Human Trafficking in the Russian Federation: Inventory and Analysis of the Current Situation and Responses*, prepared with the Institute for Urban Economics for the UN/IOM Working Group on Trafficking in Human Beings (Moscow, United Nations Children's Fund, International Labour Organization and Canadian International Development Agency, 2006).

<sup>21</sup>Azad Azarbaycan TV, Baku, 9 February 2006.

In Romania, based on a sample of 30 cases, the United Nations Interregional Crime and Justice Research Institute found 23 involved groups of three or more people, while seven cases were conducted by individuals operating alone. Most of the groups sampled in this study were very small, however, usually made up of a recruiter, a transporter and an exploiter. Within the larger networks there was usually a structured division of labour and often additional accomplices who performed support tasks on an irregular basis.<sup>22</sup>

European groups may have been involved in recruiting in source countries in Latin America. This was the case for the Brazilian flow, which appeared to be in the hands of Asian and European organizations. The involvement of Asian organized criminal groups in Brazil has been documented.<sup>23</sup> About one third of the recruiters in one research sample (52 of 161) were Asian or European.<sup>24</sup> Other studies report that trafficking in Brazilian women to Portugal and Spain was conducted with the cooperation of different groups, in which Russian groups were said to play a dominant role.<sup>25</sup>

Every trafficking group had its own modus operandi for the recruitment, transportation and exploitation of victims. The most common recruiting method used by Balkan-based groups consisted of promises of employment.<sup>26</sup> In Ukraine, traffickers enticed 70 per cent of their victims through promises of work, participation in beauty contests, modelling opportunities, affordable vacations, study programmes abroad or marriage services.<sup>27</sup>

Trafficking originating in the Balkans, the former Soviet Union and Central Europe was characterized by recruitment conducted by victims' acquaintances. According to studies conducted in the Czech Republic,<sup>28</sup> Poland<sup>29</sup> and

---

<sup>22</sup>United Nations Interregional Crime and Justice Research Institute, *Trafficking in Women from Romania into Germany: Comprehensive Report* (Deutsche Gesellschaft für Technische Zusammenarbeit, 2005).

<sup>23</sup>International Human Rights Law Institute, *In Modern Bondage: Sex Trafficking in the Americas—Central America, the Caribbean, and Brazil*, 2nd ed. (Chicago, 2005).

<sup>24</sup>Maria Lúcia Leal and Maria de Fátima Leal, eds., *Study on Trafficking in Women, Children and Adolescents for Commercial Sexual Exploitation in Brazil: National Report* (Brasília, CECRIA, 2003).

<sup>25</sup>*In Modern Bondage: Sex Trafficking in the Americas*.

<sup>26</sup>Rebecca Surtees, "Traffickers and trafficking in Southern and Eastern Europe", *European Journal of Criminology*, vol. 5, No. 1 (2008).

<sup>27</sup>Tatiana A. Denisova, "Trafficking in women and children for purposes of sexual exploitation", Zaporizhiv State University, 2004.

<sup>28</sup>Ivana Trávníčková, *Trafficking in Women: The Czech Republic Perspective* (Prague, Institute of Criminology and Social Prevention and United Nations Interregional Crime and Justice Research Institute, 2004).

<sup>29</sup>Zbigniew Izdebski and Joanna Dec, *Criminal Justice Responses to Trafficking in Human Beings in Poland* (Zielona Góra, University of Zielona Góra, Institute of Social Pedagogy and United Nations Interregional Crime and Justice Research Institute, n.d.).

Romania,<sup>30</sup> most victims were recruited through acquaintances, friends or relatives. Similar patterns were reported in the South Caucasus.<sup>31</sup> Studies from Ukraine indicate that 11 per cent of victims had been trafficked with the active cooperation of their husbands.<sup>32</sup>

While some of the victims were recruited knowingly into prostitution, they may nonetheless have ended up in exploitative situations as a result of deception, coercion or violence.<sup>33</sup> According to one Ukrainian study, nearly 20 per cent of the victims were promised work as exotic dancers, masseuses and the like. While most of the women understood that they would have to render sexual services, they were unaware of the actual conditions under which they would work.<sup>34</sup> Figure XV lists the means of coercing used on victims of trafficking in the Netherlands over several years.

Violence was frequently used to control victims. Trafficking by Balkan-based groups was described as very violent.<sup>35</sup> Similarly, Russian organized criminal gangs engaged in human trafficking were reported to adopt particularly harsh methods of control. Often, before being presented to clients, women were raped by the traffickers themselves, in order to initiate the cycle of abuse and degradation. Some women were drugged to prevent them from escaping.<sup>36</sup> Studies conducted in the Czech Republic, Poland and Romania showed that violence towards the victims normally occurred only at the destination site.<sup>37</sup>

Because of the short distances, most women trafficked from Central Europe and the Balkans were transported by bus or car.<sup>38</sup> Victims coming from the former Soviet Union were trafficked by making use of counterfeit passports, false visas and/or false marriages. In some cases, trafficking victims were highly visible and engaged in street-level prostitution, but in most cases sex trafficking occurred in underground venues, such as private homes or brothels. Often,

<sup>30</sup>*Trafficking in Women from Romania into Germany.*

<sup>31</sup>According to a country profile of Azerbaijan compiled by the Protection Project, most Azeri women and girls are trafficked by friends, acquaintances, neighbours or relatives. See International Organization for Migration, *Shattered Dreams: Report on Trafficking in Persons in Azerbaijan* (Geneva, 2002).

<sup>32</sup>Denisova, "Trafficking in women and children".

<sup>33</sup>Trávníčková, *Trafficking in Women: The Czech Republic Perspective.*

<sup>34</sup> Izdebski and Dec, *Criminal Justice Responses to Trafficking.*

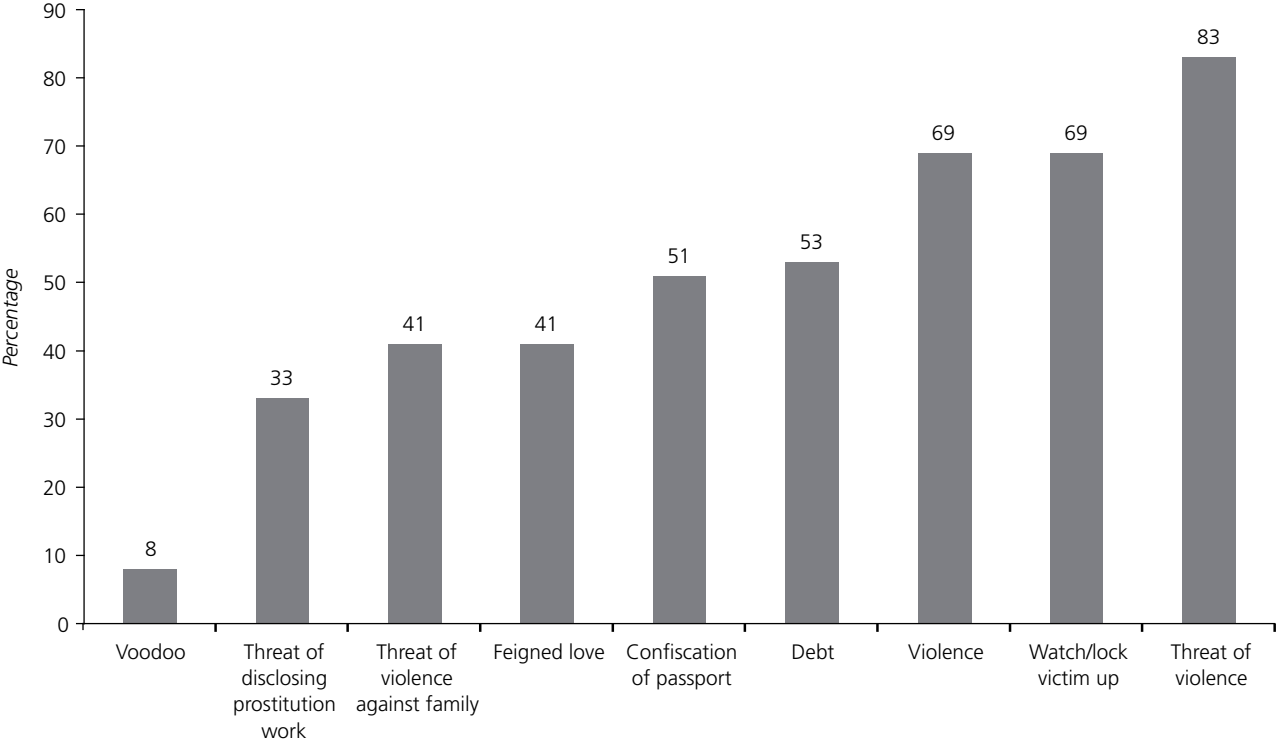
<sup>35</sup> Enzo Ciconte, *The Trafficking Flows and Routes of Eastern Europe*, Project WEST (Women East Smuggling Trafficking) No. 2A071 (Fusignano, Ravenna, Morandi, 2005); and Francesco Carchedi and Vittoria Tola, *All'Aperto e al Chiuso: Prostituzione e Tratta—I Nuovi Dati del Fenomeno, i Servizi Sociali, le Normative di Riferimento* (Rome, Ediesse, 2008).

<sup>36</sup>Denisova, "Trafficking in women and children".

<sup>37</sup>Izdebski and Dec, *Criminal Justice Responses to Trafficking*; Trávníčková, *Trafficking in Women: The Czech Republic Perspective*; *Trafficking in Women from Romania into Germany.*

<sup>38</sup>*Ibid.*

Figure XV. Means of coercion<sup>a</sup> used on victims of trafficking, the Netherlands,<sup>b</sup> 1998-2002



Source: Bureau of the National Rapporteur on Trafficking in Human Beings of the Netherlands.

<sup>a</sup>More than one means of coercion may be used on any one victim.

<sup>b</sup>Some 155 victims were sampled.

public and legal locations such as massage parlours, spas and strip clubs acted as fronts for illegal prostitution and trafficking.

In the context of the Latin American human trafficking flow, cases were registered where victims were forced to “recruit” friends and/or family members.<sup>39</sup> Traffickers in Latin America may also have made use of entertainment networks, fashion agencies, employment agencies, marriage and tourism agencies and newspaper advertisements to recruit victims.<sup>40</sup> Because of the long distances involved, Latin American women trafficked to Europe were normally transported by air to major European airports. Regular three-month tourist visas were probably used to cross the borders.<sup>41</sup> Trafficking victims travelling from Brazil to Europe may have passed through European-administrated territories in the Caribbean or South America to reduce the risk of being intercepted in Europe. Suriname was also a transit country to Europe.<sup>42</sup> Once in Europe, women and transgender individuals could be exploited in the streets or indoors, depending on the destination.

Studies of Nigerian victims have reported that acquaintances, close friends or family members played a major role in the recruitment of victims. Recruitment frequently occurred in the victim’s own home.<sup>43</sup> Nigerian trafficking was characterized by a debt bondage scheme. Victims trafficked into Europe (Belgium, Italy, Netherlands, Spain and so on) were forced to pay back inflated smuggling fees.<sup>44</sup> Victims mainly travel to Europe by plane from Lagos or other international airports in West Africa.<sup>45</sup> Victims may also have been transported by land and sea across the Mediterranean. The vast majority of West African women and girls were exploited in street prostitution.

The Nigerian networks had loose structures and operated mainly in and from Nigeria, although they had bases in Europe through which the women transited before arriving at their final destination. The exploitation in Europe was handled by resident Nigerian women, referred to as “madams”.<sup>46</sup> A large part

---

<sup>39</sup>In *Modern Bondage: Sex Trafficking in the Americas*.

<sup>40</sup>Leal and Leal, *Study on Trafficking in Women, Children and Adolescents*.

<sup>41</sup>F. Carchedi and I. Orfano, eds., *La Tratta di Persone in Italia*, vol. 1, *Evoluzione del Fenomeno ed Ambienti di Sfruttamento*, On the road. Sezione Osservatorio Tratta (Milan, FrancoAngeli, 2007).

<sup>42</sup>In *Modern Bondage: Sex Trafficking in the Americas*.

<sup>43</sup>United Nations Interregional Crime and Justice Research Institute, *Trafficking of Nigerian Girls to Italy: Report of Field Survey in Edo State, Nigeria* (Turin, 2003).

<sup>44</sup>F. Carchedi and others, *I Colori della Notte: Migrazioni, Sfruttamento Sessuale, Esperienze di Intervento Sociale* (Milan, FrancoAngeli, 2000); and C. Magnabosco and others, *Da Uomo a Uomo... Da Cliente a Cliente: Storie Italiane di Clienti Anonimi e Clienti Anomali* (Aosta, Italy, Progetto La Ragazza di Benin City, n.d.).

<sup>45</sup>Jørgen Carling, *Migration, Human Smuggling and Trafficking from Nigeria to Europe*, IOM Migration Research Series, No. 23 (Geneva, International Organization for Migration, 2006); and Carchedi and Orfano, *La Tratta di Persone in Italia; Trafficking of Nigerian Girls to Italy*.

<sup>46</sup>*Ibid.*

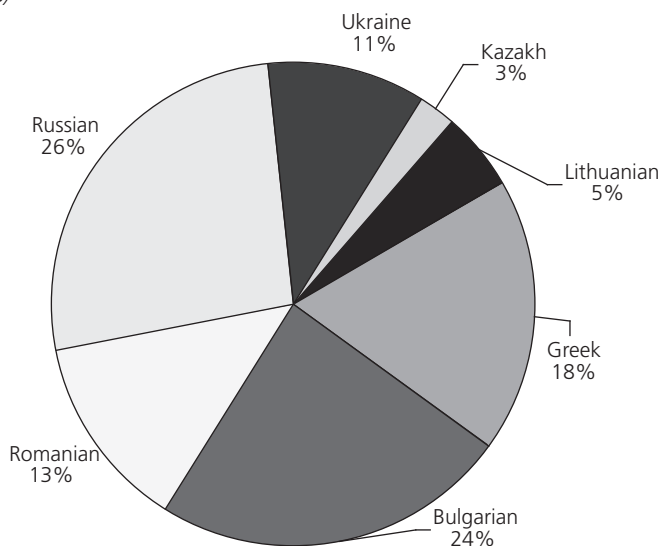


of the West African trafficking into Europe originated from, or passed through, the Nigerian state of Edo and its capital Benin City. It was mainly conducted by Edo traffickers, the Bini.<sup>46</sup>

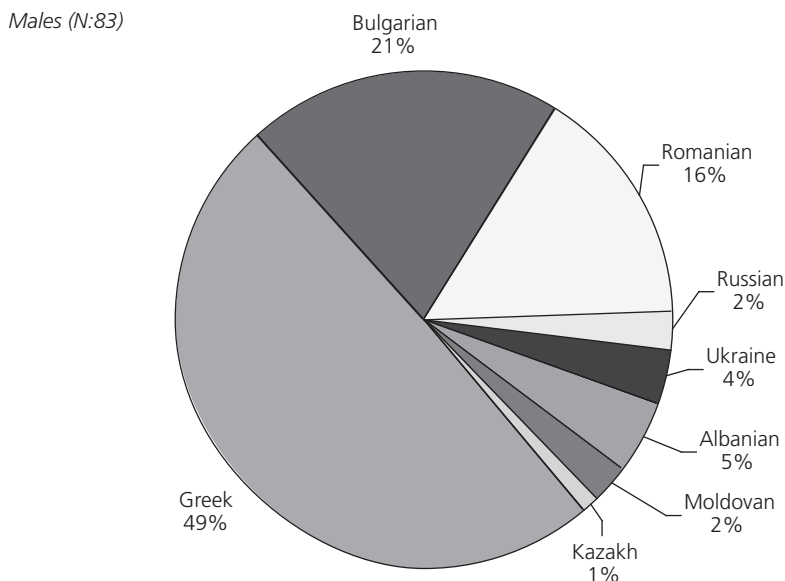
A large body of literature has discussed the role of women in human trafficking. For instance, many qualitative studies have shown that women play an important role in Eastern European and Central Asian trafficking.<sup>47</sup> Not only are female conviction rates in these countries of origin higher than in other regions, but the significant presence of Eastern European women among traffickers is also confirmed in destination countries. In 2007, 121 persons were arrested for human trafficking in Greece (see figure XVI). Among them, 38 were women. More than 40 per cent of these women were Eastern European (Kazakh, Russian or Ukrainian), whereas the same nationalities accounted for only 7 per cent of the males arrested.

**Figure XVI. Nationality of persons arrested for trafficking in persons in Greece, by gender, 2007 (Percentage)**

Females (N:38)



<sup>47</sup>*Deceived Migrants from Tajikistan: A Study of Trafficking in Women and Children* (Dushanbe, International Organization for Migration, 2001); Denisova, "Trafficking in women and children"; and *An Assessment of Referral Practices to Assist and Protect the Rights of Trafficked Persons in Moldova* (Chisinau, United Nations Office on Drugs and Crime, 2007).

**Figure XVI. (Continued)**

Source: Ministry of the Interior and Public Order, Greece.

Similarly, Nigerian trafficking networks tended to be dominated by women.<sup>48</sup> Both in Europe and Africa, the Nigerian traffickers were more likely to be women than men (see figure XVII). Men were often involved in supervising the travel,<sup>49</sup> but, increasingly, also as exploiters or recruiters. The growing involvement of men appeared to be associated with increasing levels of violence in the business.<sup>50</sup>

The criminological reasons behind this have yet to be comprehensively explained. In the case of Nigerian trafficking, however, many scholars have reported the passage from victim to exploiter as a possible pattern in this form of trafficking.<sup>51</sup> Some women were used by male-dominated organized criminal networks to recruit and harbour other women. Thus, these women may constitute the lower echelon of trafficking networks, with greater exposure to the risk of being arrested and thus represented in official statistics.

<sup>48</sup>Carling, *Migration, Human Smuggling and Trafficking*; and Carchedi and Orfano, *La Tratta di Persone in Italia; Trafficking of Nigerian Girls to Italy*.

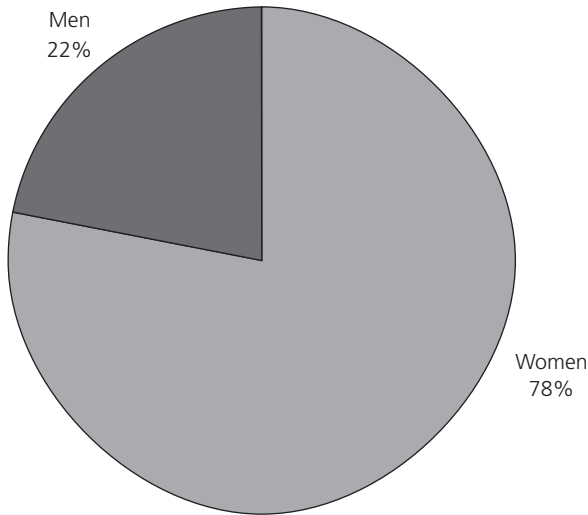
<sup>49</sup>Ibid.

<sup>50</sup>Carchedi and Tola, *All'Aperto e al Chiuso*.

<sup>51</sup>Carling, *Migration, Human Smuggling and Trafficking*.

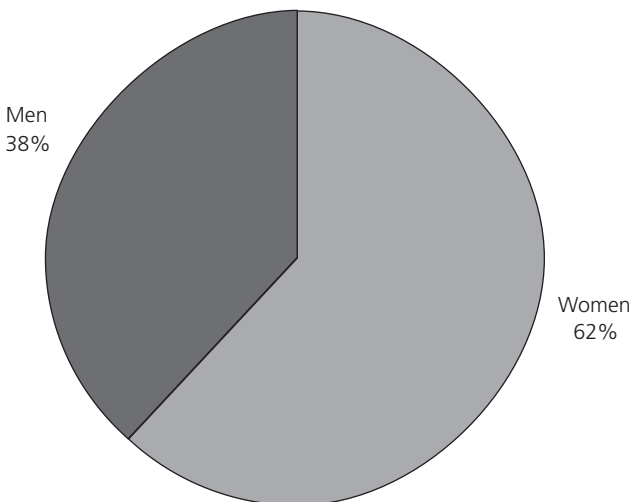
**Figure XVII. Gender of persons arrested for trafficking in persons in the Netherlands and Nigeria (Percentage)**

**A. Netherlands, 2002-2005<sup>a</sup>**



Source: Bureau of the National Rapporteur on Trafficking in Human Beings of the Netherlands.  
<sup>a</sup>Total of 18 suspects.

**B. Nigeria, 2004-2006<sup>b</sup>**



Source: National Agency for the Prohibition of Traffic in Persons and Other Related Matters, Nigeria.  
<sup>b</sup>Total of 23 persons prosecuted.

## **VI. The way forward in international monitoring of trafficking trends, patterns and flows**

The statistics collected and presented here, covering the period 2003-2008, have shown that countries responded positively to the comprehensive data collection effort undertaken under the UN.GIFT initiative. The quantity of information collected is the largest ever. It includes information concerning more than 50,000 offenders and victims of trafficking in persons officially identified by the state authorities of 155 countries and territories. It is essential that this momentum not be lost and that measures be taken to improve information-sharing on human trafficking. Without such an effort, the international community will be fighting the problem blindfolded.

The first step in tackling a transnational issue must be information-sharing. At present, Member States lack the ability to say with any precision how many victims of human trafficking there are, where they come from or where they are going. The various estimates that have been made have been highly controversial. Since the magnitude of the problem or where it is most acute is not known, changes cannot be tracked over time and interventions cannot be evaluated for their impact. Tackling transnational trafficking in persons requires an ongoing exchange of data. The States parties recognized that need when they agreed upon the language in article 28, paragraph 2, of the United Nations Convention against Transnational Organized Crime, which states:

States Parties shall consider developing and sharing analytical expertise concerning organized criminal activities with each other and through international and regional organizations. For that purpose, common definitions, standards and methodologies should be developed and applied as appropriate.

The present survey represents a significant step in that direction, and the data collected so far are impressive (see figure XVIII). A good deal can be learned from this collective experience, as this article has shown, but far more could be done with a system of sustained information-gathering. In many countries, it appears that very few data are collected and no comprehensive analysis of those data is conducted. All Member States would benefit if more were approaching the knowledge problem systematically and the insights to be gained in pooling experience and sharing information would be invaluable in designing targeted interventions to combat this international problem.

Creating the mechanisms for capturing these data need not be sophisticated and expensive, and basically it is largely a matter of political will and cooperation. As this article has shown, some very poor countries are at the vanguard of criminal justice action against human trafficking and wealth is no guarantor that the issue has been approached systematically. In 2005, a report by the Office of the United Nations High Commissioner for Refugees (UNHCR) noted:<sup>52</sup>

“Presently, there are no reliable and conclusive statistics on the number of trafficking victims in the European region ... Regrettably, available data do not record key indicators, including information on age, gender, number of victims as well [as] country of origin”.

Data have improved since that time, fortunately, largely as a result of regional cooperation. Though capacity to produce the needed information may already have been available domestically, international coordination provided the necessary impetus to start a more efficient system of data collection.

While not necessarily expensive, the task of generating data is not easy, even on a national level. In some countries, the data will need to be collected across governmental sectors or from a large number of subnational entities, so the administrative workload involved should not be underestimated. Furthermore, the mechanism of international reporting may place an extra burden on individual countries. However, the mere presence of such reporting may prompt more countries to collect relevant information, thus promoting strategic thinking at the national level as well. Working on the problem collectively will support countries working on the problem individually.

The fact that 155 countries and territories were covered by this proactive data collection exercise demonstrates the interest of Member States in cooperating to tackle the issue. It now remains for the United Nations to provide the support needed to help Member States monitor trafficking in human beings.

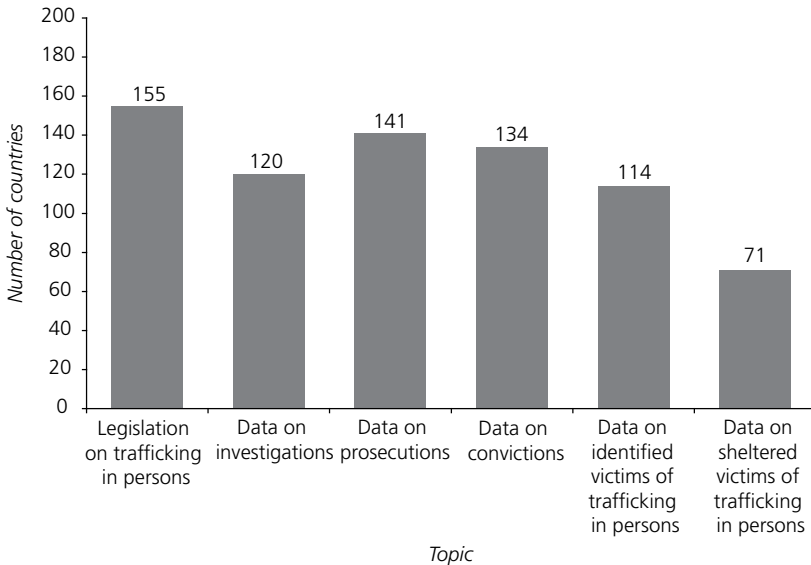
Developing such a monitoring capacity could draw on the experience UNODC has gained in conducting the present research. Based on that experience, it would be important to determine which types of information could be collected at the international level for statistical purposes. In principle, four headings are relevant for gathering information on trafficking in persons:

- The legislative and administrative framework
- The criminal justice response

---

<sup>52</sup>Office of the United Nations High Commissioner for Refugees, *Combating Human Trafficking: Overview of UNHCR Anti-Trafficking Activities in Europe* (Bureau for Europe, Policy Unit, 2005), p. 6.

**Figure XVIII. Countries making data available to the United Nations Office on Drugs and Crime by topic**



Source: United Nations Office on Drugs and Crime/Global Initiative to Fight Human Trafficking.

- Victim services
- The markets that absorb victims of human trafficking and the populations at risk in the countries of origin

Each of these is discussed in turn below.

## **A. The legislative and administrative framework**

Detailed information on the laws and institutions established to address human trafficking is needed in order to interpret the criminal justice data. Countries without legislation criminalizing trafficking in persons cannot be expected to return any convictions in this area. Where other laws are used to deal with trafficking-related matters, the degree of overlap between these offences and those covered under the Protocol needs to be assessed. Small variations in statutory language and legal traditions make it very difficult to compare offences across countries and, while these problems can never be

completely eliminated, they can be alleviated considerably by understanding the legal context. Changes in the legal regime or the resources dedicated to combating trafficking can also aid in interpreting trends within countries.

To that end, successful monitoring and information exchange at the international level would have to include consideration of the following questions:

- Does the specific offence of “trafficking in persons” exist in the legislation of the country?
- If so, is the definition of “trafficking in persons” consistent with article 3 of the Trafficking in Persons Protocol? If not, how does it differ?
- If no specific offence of “trafficking in persons” exists in the legislation of the country or if its legislation is not consistent with the Protocol, what other offences exist that can be used to investigate human trafficking (i.e. sexual exploitation, forced labour, slavery, servitude or removal of organs)?

The third question is important and is one that many countries may not have previously considered. Analysis based on the data collected for the present study found that many judicial systems did actually prefer to prosecute incidents under the offence of “pandering” that actually fits the definition of trafficking in persons under the Protocol. The question of “related offences” is discussed further below.

## **B. The criminal justice response**

Once it is clear how a given country understands human trafficking, its criminal justice statistics can be more safely analysed. This information remains subject to misinterpretation, of course, and any accounting must be qualified with strong warnings about its basic cross-national incomparability. These are not figures that can be taken at face value but require careful analysis and expert interpretation.

For instance, some of the authorities contacted for this global data collection tended to provide criminal justice statistics concerning trafficking in persons aggregated with figures concerning other offences, such as sexual exploitation. In the context of criminal justice statistics, this practice is quite unique to trafficking in persons.

The data provided for the present research have been cross-checked and questioned by local experts in a constant interaction with the authorities

providing the information. The goal of this exercise was to provide the reader with information that is as clear as possible.

As noted above, one key side effect of international data collection is to prompt national actors to re-think the way they collect information. Many will find that the information they need is generated by multiple agencies, is segmented and scattered, and that even actors within the same country may apply different methods, counting rules and processes. For example, in most States, units of accounting vary across the criminal justice sectors. While the police often count the number of investigations into human trafficking, the prosecutor's offices and the court systems are more likely to report on the number of persons prosecuted and convicted. Harmonizing these differences for the purposes of national statistics may be a useful exercise in domestic stocktaking and may contribute to international understanding.

The following criminal justice indicators may be particularly relevant for cross-national data collection and exchange:

- The number of offences of “trafficking in persons” recorded by the police or the criminal justice system by year
- The number of persons arrested for or suspected of “trafficking in persons” by the police or the criminal justice system by gender and year
- The number of persons against whom prosecution was commenced for “trafficking in persons” by gender and year
- The number of persons convicted at first instance of “trafficking in persons” by gender, citizenship, type of exploitation committed and year

### **C. Victim services**

Some States keep track of the number of suspected victims of trafficking, whether or not the victims decide to cooperate with the criminal investigation. In addition, however, those organizations—often state-or-donor sponsored—which provide services to victims of trafficking can prove a rich source of information. These may be specialized organizations or they may be multi-purpose social service providers, but their contact with victims is far greater and less adversarial than that of the criminal justice system. In some countries, these service providers are the only source of indicators on human trafficking available for the country.

Even in countries where criminal justice and social service agencies cooperate closely on the issue of trafficking, they may have different accounting rules,



and so it is important to include both perspectives. For example, as regards counting victims of trafficking, NGOs in Austria record child victims of forced begging as trafficking victims, while the police do not. Definitions differ because the goals of the two systems are different. Not all service providers distinguish clearly between possible and confirmed victims,<sup>53</sup> as the primary criterion for the assistance they provide is the need, not the legal category, of the victim.

With due respect for the privacy of the individuals involved, standard intake questionnaires for residential care facilities could capture a wealth of information, which could be standardized for national and international use. The qualitative insights of counsellors and other experts who work with victims could also be garnered and coded. This need not require any actor to become more intrusive. Rather, there simply needs to be a system for collecting and recording information already gathered in the process of assisting victims so that more people can be helped. Studies in many countries have documented the phenomenon of “re-trafficking”, where the same victim receives services on multiple occasions over the years. The rate at which this phenomenon occurs could provide valuable insights into the state of trafficking markets in any given country.

In addition, many foreign victims of trafficking will eventually be repatriated in a civil process that is not necessarily captured by criminal justice statistics. Some countries keep records of the number of their own nationals returned in this way. The information gathered in this process also could be compiled and standardized.

The following indicators related to trafficking victims may be particularly relevant for cross-national data collection and exchange:

- The number of persons identified by state authorities as victims of trafficking in persons by age, gender, citizenship, type of exploitation suffered and year
- The number of persons identified by state authorities as victims of trafficking in persons who were officially returned from other countries, by returning country and year

---

<sup>53</sup>*An Assessment of Referral Practices.*

- The number of victims of trafficking in persons sheltered by all relevant facilities over the course of the year by age, gender, citizenship, type of exploitation suffered and year
- The number of victims of trafficking in persons sheltered by all relevant facilities over the course of the year who were returned from other countries, by returning country and year

Such data could also assist in linking information on victims and perpetrators. At present, for example, many countries can list the top-ranking countries of origin of both victims and perpetrators in their country. However, without linkages, it is difficult to generate a picture of who is trafficking whom and for what purpose.

Another way of addressing this deficiency would be to request a case-by-case accounting of certain key indicators, which could be supplied from the side of either the victim or the perpetrator. In other words, each incident in which a victim or offender is detected could be recorded with details of all the parties concerned, the location where the detection was made and related matters. Data on the location of the detection could be plotted using geographical information systems, which have proved useful in describing other forms of transnational trafficking. Such “incident-based” accounting may seem burdensome, but given that few countries return more than 100 convictions in any one year, it need not be.

#### **D. Data on the illegal market and on vulnerable populations**

Data of the type described above have been successfully collected for the present study, which gives a good sense of the state of the world’s response to human trafficking. However, by its nature, the information collected is less informative about the crime itself. The next steps in our understanding of the phenomenon may involve moving beyond response into information on the illegal market for trafficking in human beings.

In the end, the data described above are limited to the number of incidents brought to the attention of the authorities. To understand the “dark figure”—the proportion of victims and perpetrators who go undetected—more data on the economics of the crime are needed. Trafficking victims are typically funnelled into one of several forms of forced labour, especially forced prostitution, work in certain labour-intensive sectors (agricultural, factory or service sectors), begging and domestic work. More information can be

gathered about these sectors as a whole, and more research can be conducted to determine what share of the labour is coerced.

For example, it is known that those who traffic women for purposes of sexual exploitation often make use of exotic dancer visas or similar fraudulent claims to bring women into the countries of destination. Keeping track of applications and permits issued in the adult entertainment industry could provide important indicators for understanding the darker side of this market. The Protocol also criminalizes trafficking for removal of organs. This practice, too, represents a sector of an otherwise licit market whose legitimate side can be quantified with precision.

More generally, the demand side of the market for human beings is little understood and this gap undermines attempts to put numbers to trafficking flows. Traffickers will sell persons only when certain market conditions make it profitable. Understanding more about how and why this occurs would require price data. This information is regularly gathered for the illegal drug market and for trafficking in firearms. A similar process could be encouraged for human trafficking.

At the same time, the supply side of the market for human beings should be better investigated by collecting data among the population at risk of trafficking. Awareness of the phenomenon, specific knowledge of the risks related to the migratory process and the propensity to take risks to overcome a situation of need are a few examples of indicators of vulnerability to trafficking in persons. A regular assessment of these very basic indicators could provide a better understanding of the supply side of human trafficking.

This category of questions has not yet been piloted, so it would be premature to suggest a detailed list of indicators. However, this sort of information could be introduced incrementally as the monitoring mechanism grows and evolves. Questions that produce useful and robust responses could be retained, while those which prove too sensitive or not comparable could be discarded in an evolutionary process over time.

## **E. International monitoring of patterns and trends in trafficking in persons**

In drafting and signing the Protocol, States parties commit themselves to cooperate in the global struggle against trafficking in persons. This cooperation requires information-sharing on patterns and trends in transnational

organized crime, as stated in articles 28 and 32 of the United Nations Convention against Transnational Organized Crime. Engaging in multilateral collaboration to ensure more intensive gathering and analysis of primary data is an important step towards full implementation of the Protocol.

Such collaboration may benefit from the wealth of national and regional models. One long-standing coordinating mechanism that is accepted as a good practice model for centralized data collection is that of the National Rapporteur on Trafficking in Human Beings of the Netherlands, whose office issues a regular report with comprehensive official data on the national response to trafficking in persons in the Netherlands.<sup>54</sup> Another example is provided by the German Federal Criminal Police Office, which collects and publishes annual statistics on the criminal justice response to such trafficking. These reports focus on identified cases of human trafficking, criminal intelligence information, the profiles of offenders and victims, and resulting recommendations for law enforcement and policymakers.<sup>55</sup>

Following these examples, data availability on human trafficking has improved significantly in many countries and regions of the world. A growing number of States have established national focal points that coordinate data-gathering and maintain a central database. The establishment of such focal points and national rapporteurs has been promoted by regional organizations such as the European Union,<sup>56</sup> the Organization for Security and Cooperation in Europe and many others.

In many States, the availability of data on trafficking in persons has been linked to the establishment of special criminal justice structures to fight human trafficking. In Peru, for example, an electronic online registration system was established at the end of 2005 that allows the police to enter data on trafficking in persons into a web-based platform run from a central server. This system, the Sistema de Registro y Estadística del Delito de Trata de Personas y Afines (RETA), is used to classify investigations on human trafficking and to follow cases through the criminal justice process.

---

<sup>54</sup>C. E. Dettmeijer-Vermeulen and others, *Trafficking in Human Beings: Fifth Report of the Dutch National Rapporteur* (The Hague, Bureau Nationaal Rapporteur Mensenhandel, 2007).

<sup>55</sup>Germany, Federal Criminal Police Office, "2006 Federal situation report on trafficking in human beings", Press Release Summary (Wiesbaden, Serious and Organised Crime Division, June 2007).

<sup>56</sup>For example, a resolution adopted on 17 January 2006 by the European Parliament calls for Member States to appoint national rapporteurs on anti-human trafficking activities, and stresses the importance of gathering gender-based and comparable data. European Parliament, Committee on Women's Rights and Gender Equality, "Draft report on strategies to prevent the trafficking of women and children who are vulnerable to sexual exploitation" (September 2005).

Similarly, a regional initiative for data collection on trafficking in persons is currently in place within the Economic Community of West African States. A Trafficking in Persons Unit with a mandate for policy development, coordination and monitoring was established within the Commission of the Community with technical assistance from UNODC. The Unit also collects and disseminates data on anti-trafficking activities to national Governments and international organizations.

Unfortunately, the countries and regions instituting these remarkable efforts are not in the majority. Of the 155 countries covered here, there were fewer than 30 with a central database on national responses to trafficking in persons, and most of these were in Europe and Central Asia. This underscores still further the need for a comprehensive data collection system at the international level.



## PART TWO

---

### Profiles of countries and areas, by subregion





## Methodological note

The information presented in the present study refers to the period 2003–2008. For the most part, that information was collected by national institutions, mostly for administrative purposes and not originally for this research. A number of factors have led to the data being partial and not comparable between countries.

The first of those factors was the differences in national legislation. Because the basis for the official registration of trafficking in persons is national legislation, the data are clearly affected by the existence, scope and moment of entry into force of such legislation. In addition, each national criminal justice system is different, follows different procedures and implements legislation in the context of a different legal system. The terms “investigation”, “prosecution” and “conviction” involve distinct procedural steps from one country to another, according to their individual criminal procedural laws and legal systems. As a consequence, the volume of investigations, prosecutions or convictions will necessarily reflect those variations between countries.

The second factor affecting the data was the “dark number”. For a number of reasons, not all human trafficking activities are detected by national authorities or other institutions. Thus, comparing criminal justice statistics across countries is not possible, since it would mean comparing a mix of many different phenomena, such as the extent of the crime and the ability of law enforcement to detect it.

The third factor was the nature and functioning of data-recording systems for human trafficking cases. The efficiency of existing systems had a clear impact on the statistics available for this report. Thus, the volume of victims and offenders that were officially registered may have been heavily influenced by the quality of recording mechanisms.

Because of these factors, interpreting the data used as the basis for this report to indicate the extent or magnitude of human trafficking would be inaccurate. The information used here cannot be compared across countries, whether to represent the extent of human trafficking or to measure the different levels of performance of countries responding to it.

The information collected and presented in the following country profiles was provided to UNODC by authoritative sources, including governmental

institutions, law enforcement agencies and the judiciary. The sources are clearly identified in the text and the validity of the information included here depends on the validity of the information provided by those sources.

Most countries report that various local NGOs and/or international organizations are involved in caring for victims of trafficking in persons, typically through the provision of medical and psychosocial support, and of housing and shelter. This is not necessarily specified in the country profiles.

Any missing information concerning any region was either unavailable or not accessed by UNODC.

## **I. Middle East and North Africa**

The following countries are covered in this section: Algeria, Bahrain, Egypt, Iraq, Israel, Morocco, Oman, Qatar, Sudan and United Arab Emirates.

### **Algeria**

#### ***Institutional framework***

During the period under review, the specific offence of trafficking in persons did not exist in the legislation of Algeria. According to Algerian authorities, the offences of “hiding and trade in children”, “abuse of professional position to sexually exploit others”, “forced prostitution” and others were used to prosecute some forms of trafficking in persons. A national action plan on trafficking in persons was adopted in 2006 and renewed in 2007.

### **Bahrain**

#### ***Institutional framework***

The specific offence of trafficking in persons was established in Bahrain in January 2008. A national plan of action on trafficking in persons was adopted in 2004.

#### ***Criminal justice response***

A specialized unit of the Anti-Human Trafficking Police, under the jurisdiction of the Ministry of the Interior, was established after the adoption of the legislation on trafficking in persons.

Because the legislation was adopted only in 2008, the statistics used here refer to cases of human trafficking prosecuted under other offences, such as sexual assault, sequestration and sexual exploitation. Twelve persons were prosecuted and seven were convicted in 2007. Those convicted were citizens of Bahrain and other Middle Eastern and North African countries and South Asians.

### ***Services provided to victims***

State authorities provide legal assistance, medical and psychosocial support, housing and shelter, and temporary residence permits for victims.

Four men and four women were identified as victims of trafficking in 2007 by state authorities.

### ***Additional information***

Two residential facilities, with a capacity of 120 beds, were available to victims of human trafficking in 2007. In that same year, four women trafficked for sexual exploitation were given shelter in those facilities.

## **Egypt**

### ***Institutional framework***

The specific offence of child trafficking was established in Egypt in June 2008. The amendments to the Child Protection Law of 1996 approved by Parliament recognized trafficking in children as a distinct and exclusive crime. Authorities reported that other offences in the criminal code, as well as the Child Protection Law of 1996, the Anti-Prostitution Law of 1960, the Labour Law, and the Anti-Money-Laundering Law of 2002, were used to criminalize forms of trafficking in persons. Furthermore, draft legislation on the transfer of human organs was in its final stage.

In July 2007, the Prime Minister issued a decree establishing the National Coordinating Committee on Preventing and Combating Human Trafficking under the Ministry of Foreign Affairs. The members of the Committee included representatives of all relevant government authorities. One of the responsibilities of the Committee was to draft a national action plan, as well as comprehensive anti-trafficking legislation in line with the Trafficking in Persons Protocol.

### ***Criminal justice response***

A special unit for combating trafficking in children was established within the National Council for Childhood and Motherhood in December 2007.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

### ***Services provided to the victims***

State authorities provided legal protection, medical and psychosocial support, and housing and shelter for victims. Assistance was provided through social welfare institutions that were either affiliated with the Ministry of Social Solidarity or certified by the Ministry in accordance with the Child Protection Law and its executive statute.

### ***Additional information***

State authorities identified 11 victims of trafficking in 2006—five girls, three women and three men.

In 2005 and 2006, seven persons were convicted of removal of organs.

## **Iraq**

### ***Institutional framework***

In the years under review, there was no specific law in Iraqi national legislation that criminalized trafficking in persons, established it as a separate offence or defined it in line with the Trafficking in Persons Protocol. The Constitution of Iraq criminalized trafficking in women and children, as well as forced labour, slavery and the slave trade (article 35, chap. II, “Liberties”). Those offences were introduced between 2003 and 2007.

### ***Criminal justice response***

During the reporting period, there were no criminal justice statistics available on trafficking in persons in Iraq, owing primarily to the absence of specific anti-trafficking legislation on which to base the collection of such information.

## **Israel**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Israel in 2000. The criminal code was amended in October 2006 to include labour exploitation within the existing definition of human trafficking. That legislation had a wider application because it did not require the identification of the means of trafficking, as was called for in the Trafficking in Persons Protocol. A national plan of action was approved by the Government in December 2007.

### ***Criminal justice response***

The Crime Unit of the Immigration Administration was a specialized police agency targeting the exploitation of foreign workers, including trafficking victims. According to authorities, trafficking in persons was often investigated under other offences, such as pandering, causing a person to engage in prostitution, soliciting prostitution and kidnapping. Statistics on such cases were reported separately and the extent of trafficking cases investigated under those other offences was not known.

In 2005, 31 people were convicted of trafficking in persons in Israel, whereas in 2006 the figure was 29.

### ***Services provided to victims***

State authorities and local NGOs provided legal protection, temporary visas, medical and psychosocial support, housing and shelter, empowering programmes and job training for victims.

### ***Additional information***

All offenders convicted in 2005 and 2006 were involved in trafficking for sexual exploitation. In 2007, five victims of trafficking for the purpose of organ removal were identified by police and two offenders were convicted on the same charge. Also in 2007, seven victims of trafficking for forced labour or slavery were provided with shelter. Those victims were all adult women from China, Nepal, Sri Lanka and Ukraine.

## **Morocco**

### ***Institutional framework***

During the period under review, trafficking in persons was criminalized in Morocco through article 2-274 of the criminal code, which provided no clear definition of the crime. Sexual exploitation and forced labour were criminalized under other offences included in the criminal code. A national plan of action was adopted in 2007.

### ***Criminal justice response***

The Division to Combat Family and Public Norms-related Crimes and the Public Morals Group of the Judicial Police Department had jurisdiction over cases of trafficking in persons, sexual exploitation and forced labour.

### ***Services provided to victims***

State authorities provided legal protection, temporary visas, medical and psychosocial support, and housing and shelter.

### ***Additional information***

State authorities identified 37 victims of human trafficking in 2006, all of whom were Moroccan. Just five victims a year were repatriated in 2005 and 2006, indicating that the rest were internally trafficked. Those 10 victims were repatriated from the Middle East.

## **Oman**

### ***Institutional framework***

The specific offence of trafficking in persons was introduced in Oman in November 2008. According to competent authorities, the offences of exploiting prostitution or debauchery and sequestration were used to prosecute some forms of trafficking in persons during the reporting period.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

### ***Services provided to victims***

State authorities provided for repatriation of victims.

## **Qatar**

### ***Institutional framework***

The specific offence of trafficking in persons did not exist in the legislation of Qatar during the period under review. According to the authorities, other offences in the criminal code were used to prosecute some forms of trafficking in persons. A law on combating human trafficking had been drafted and was being debated by relevant authorities. The national plan of action was last updated in 2007.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

About 25 men were arrested and 14 were convicted of offences related to trafficking in persons in the period 2005-2006. Those offenders were mostly Qatari, but some were from South Asia and other regions.

### ***Services provided to victims***

State authorities and local NGOs provided legal protection, medical and psychosocial support, housing and shelter, and temporary residence permits. The Qatari House for Lodging and Humanitarian Care, established in 2005, had become the specialized institution for sheltering and protecting victims of human trafficking.

### ***Additional information***

Some 200 Sudanese boys were identified as victims of trafficking during the reporting period. They had been exploited as camel jockeys and were being rehabilitated in the Sudan by the Qatar Charity Association in cooperation with the Sudanese National Council for Child Care.

Eight women and men were identified as victims, five of whom were Vietnamese.

## **Sudan**

### ***Institutional framework***

Sudan introduced the concept of trafficking in persons into the framework of its cybercrime legislation in 2007.

### ***Criminal justice response***

A new department for combating human trafficking was established in 2007; it was part of the Cybercrime Department, affiliated with the General Department of Criminal Intelligence and Investigation. The new Department's responsibilities were to combat prostitution and sexual exploitation networks, to fight human trafficking and to halt trafficking in body organs. Fifty officers were assigned to the Department.



### ***Services provided to victims***

State authorities provided legal protection, housing and shelter, and medical and psychosocial support.

### ***Additional information***

The National Council for Child Care, in cooperation with the Ministry of the Interior, the Ministry of Social Welfare for Women and Children and the Ministry of Foreign Affairs, collected data on cases of Sudanese nationals trafficked outside of the Sudan.

The National Council for Child Care was also working with the United Nations Children's Fund to establish a central database of children who had been trafficked to serve as camel jockeys. Additionally, a study had been conducted to survey and analyse the situation and needs of children participating in camel races who had been deported back to the Sudan from Gulf countries. The study was based on a sample of 629 Sudanese boys identified as victims of trafficking for use as camel jockeys.

## **United Arab Emirates**

### ***Institutional framework***

The specific offence of trafficking in persons was established in the United Arab Emirates in 2006. A national plan of action was adopted in 2006 and renewed in 2008.

### ***Criminal justice response***

A specialized division on combating human trafficking was established in 1995 as part of the Human Rights Department of the Dubai Police General Headquarters. Trafficking in persons also fell under the competence of the General Department for Criminal Security of the Ministry of the Interior and the Division on Combating Organized Crime of the Criminal Investigation Department, which was established in 2006. About 150 officers were assigned to investigating trafficking in persons and related crimes.

In 2007, at least 10 cases of human trafficking were registered, and four men and two women were arrested for trafficking in persons. There had been convictions in five cases, with those convicted receiving jail terms ranging from 3 to 10 years.

Other offences in the criminal code (sequestration, debauchery, exploitation of prostitution, slavery and others) were used to prosecute some forms of trafficking prior to 2006.

### ***Services provided to victims***

State authorities and local NGOs provided victims with legal assistance, medical and psychosocial support, housing and shelter, and assistance for reintegration into the labour force.

### ***Additional information***

All of the victims identified in 2005 and 2006 were trafficked for sexual exploitation.

Three residential facilities were available in 2007 for victims of human trafficking. Four women trafficked for sexual exploitation were given shelter in that year. Those facilities sheltered 21 victims—20 women and one child—from 2007 until February 2008.

The United Arab Emirates National Committee to Combat Human Trafficking was created in April 2007 as the coordinating body for anti-trafficking efforts at all levels in the seven emirates of the federation.

## **II. West and Central Africa**

The following countries are covered in this section: Benin, Burkina Faso, Chad, Côte d'Ivoire, Gabon, Gambia, Ghana, Guinea, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone and Togo.

### **Benin**

#### ***Institutional framework***

The specific offence of child trafficking was established in Benin in 2006, but the law did not cover trafficking in persons above the age of 18. Prior to 2006, the law on the prohibition of taking children out of the country could have been used to prosecute some forms of trafficking in children. The law also specifically criminalized “using children in armed conflicts”.

#### ***Criminal justice response***

Benin had a specific law enforcement unit for the protection of minors, which also dealt with trafficking in persons cases. The Child Protection Squad had been active since 1991. In 2004, the Squad had about 10 officers devoted full-time to the protection of minors.

In 2006, 75 men and 13 women were convicted of trafficking in children and related offences in Benin. Sixty-eight received sentences of less than one year's imprisonment, while the rest received sentences of one to five years.

#### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and repatriation of victims to their countries of origin.

#### ***Additional information***

Those convicted in 2005 and 2006 of trafficking in persons were mainly nationals of Benin, but they also included offenders from Ghana, Liberia, Mali, the Niger and Togo.

In addition to the 198 children identified as victims of trafficking by state authorities, about 123 victims of sexual exploitation and 431 victims of forced labour were recorded in 2006.

Benin had an official referral system or mechanism for victims of trafficking in persons and a central database where information concerning identified victims was registered. Those services were operated by the Observatory for the Family, Women and Children.

## **Burkina Faso**

### ***Institutional framework***

The specific offence of child trafficking was established in Burkina Faso in 2003, but the law did not cover trafficking in persons above the age of 18. A law covering adult trafficking was drafted in 2007 and a national plan of action on child protection was adopted in 2005.

### ***Criminal justice response***

In 2008, the Child Protection Squad had about 180 officers dedicated full-time to the protection of minors.

In 2005, 10 people were convicted of trafficking and the figure rose to 16 in 2006.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

### ***Additional information***

Those convicted of trafficking in persons in 2005 and 2006 were mainly nationals of Burkina Faso. All the convicted offenders were punished with administrative sanctions.

All the victims identified were children (1,043 in 2006). Victims receiving shelter had most frequently been returned from neighbouring countries, as well as from North Africa and Europe. According to authorities, about 10 per cent of the victims had been exploited for prostitution, 40 per cent for forced begging, and 50 per cent for the worst forms of child labour.

## Chad

### ***Institutional framework***

The specific offence of trafficking in persons did not exist in the legislation of Chad during the period under review. A law on child trafficking was drafted in 2007 and was then pending consideration by the competent authorities. A national plan of action was adopted in 2006.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period. Laws criminalizing related forms of trafficking were used to prosecute some types of case, including illegal adoption, economic exploitation, forced services and abduction (kidnapping and rape).

About 40 prosecutions and 10 convictions were reported in Chad for offences related to trafficking in persons. In addition, about 1,200 convictions for sexual exploitation, 96 for forced labour and 92 for servitude were recorded in Chad in 2007 alone.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

National authorities in Chad identified about 500 children in 2006 and 113 children (88 boys and 25 girls) in 2007 as victims of trafficking or related crimes.

### ***Additional information***

In addition to the victims of trafficking in persons, more than 3,400 victims of sexual exploitation, about 6,000 victims of forced labour and over 7,000 victims of servitude were identified by state authorities in 2007. Many cases of organ removal for mystic practices were also recorded.

## Côte d'Ivoire

### ***Institutional framework***

The specific offence of trafficking in persons did not exist in the legislation of Côte d'Ivoire during the period considered, but laws criminalizing related

forms were used to prosecute some types of trafficking. A specific law criminalizing all forms of trafficking was pending with the competent authorities in 2007. A national plan of action on child trafficking and child labour was adopted in 2007.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

Some 29 men were investigated for forced labour between 2005 and 2007, with two prosecutions recorded in 2005 and 15 in 2006, resulting in two convictions in 2006.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

### ***Additional information***

All 336 identified victims of trafficking in persons (2005-2007) had been exploited for forced labour, with the exception of three in 2005 who had been trafficked for sexual exploitation.

## **Gabon**

### ***Institutional framework***

The specific offence of child trafficking was established in Gabon in 2004, but the law did not cover trafficking in persons above the age of 18. Other provisions of the penal code criminalized sexual exploitation and forced labour.

### ***Criminal justice response***

In 2006, 20 men were investigated for child trafficking and 11 were prosecuted.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

## **Gambia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Gambia in 2007. A national plan of action on trafficking in persons was adopted in 2007.

### ***Criminal justice response***

The Trafficking in Persons Act of 2007 included provision for the establishment of a national agency against trafficking in persons, but it had yet to be put in place as at 2008. A special enforcement section under the Department of Immigration and the Child Protection Unit also dealt with some forms of trafficking in persons.

No prosecutions or convictions for trafficking in persons were recorded during the reporting period.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

## **Ghana**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Ghana in 2005.

### ***Criminal justice response***

The Domestic Violence and Victim Support Unit of the Ghana Police Service was mandated to investigate trafficking in persons in addition to domestic violence offences.

The first two offenders were prosecuted for trafficking in persons in 2006, with the first conviction in 2007. In 2008, up to May, five more persons were prosecuted.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, housing and shelter, vocational training and microfinance opportunities for victims.

### ***Additional information***

Of the 20 Ghanaian victims identified between 2005 and 2007, 15 had been repatriated from other countries in West Africa and Europe, and the remaining five had been trafficked internally.

## **Guinea**

### ***Institutional framework***

During the reporting period, the specific offence of trafficking in persons did not exist in the legislation of Guinea. Some forms of trafficking in persons could be prosecuted under the offences of “pawn of human beings” and “servitude”, which had existed in the criminal code since 1998. A national plan of action on trafficking in persons was adopted in 2005.

### ***Criminal justice response***

Guinea’s law enforcement had a specialized child protection unit that addressed child trafficking. Owing to the absence of a specific provision on human trafficking, no prosecutions or convictions were recorded in Guinea in the period considered.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

## **Liberia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Liberia in 2005. A national plan of action was adopted in 2006.

### ***Criminal justice response***

The Women and Children Protection Section was established in 2005 as part of the Liberia National Police. The section was responsible for the protection of women and children and for investigating cases of trafficking in persons as well as sexual assault, sexual exploitation, domestic violence, child abuse and other related offences.

No convictions were recorded during the period under review.



### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

### ***Additional information***

In 2006, state authorities identified 12 victims of trafficking, compared with 17 in 2004 and 13 in 2005. All were Liberians, with the exception of two victims from North Africa and two from other countries in West Africa.

## **Mali**

### ***Institutional framework***

The specific offence of child trafficking was established in Mali in 2001, but the law did not cover trafficking in persons above the age of 18. Other provisions criminalized sexual exploitation and the forced labour of adults. A national plan of action on child trafficking was adopted in 2002.

### ***Criminal justice response***

Eight persons—seven men and one woman—were investigated for child trafficking in Mali between 2003 and 2006 (four in 2004, three in 2005 and one in 2006). Three persons were prosecuted during the same period, all of them in 2005, but no convictions were recorded prior to 2006.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

### ***Additional information***

State authorities identified 158 victims of trafficking in 2005 and 119 in 2006. For both years, more than two thirds were boys and all the victims identified during the reporting period were Malian. Some of the victims were repatriated, while others were victims of internal trafficking. Victims were mainly repatriated from other countries in West and Central Africa.

## **Mauritania**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Mauritania in 2003 and new provisions were adopted in the penal code in 2007 criminalizing slavery. A national plan of action on child trafficking was adopted in 2005.

### ***Criminal justice response***

A special Child Protection Squad targeting child forced labour and child prostitution was established in 2006.

Two men were investigated for trafficking in persons between 2003 and 2006. No prosecutions and no convictions were recorded prior to 2006.

### ***Services provided to victims***

State authorities provides legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

Twenty-one Mauritanian boys were repatriated from the Middle East in 2006 where they had been exploited as camel jockeys.

## **Niger**

### ***Institutional framework***

During the reporting period, the specific offence of trafficking in persons did not exist in the legislation of Niger, although some forms of trafficking could have been prosecuted under other offences, such as “forced begging” and “pandering”. In 2007, draft legislation was under consideration by the competent authorities.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions were recorded during the reporting period. Cases of trafficking, however, could have been investigated and prosecuted under other offences, with about 150 persons suspected under those related offences since 2003. One conviction for sexual exploitation was recorded in 2006.

### ***Services provided to victims***

State authorities provides legal protection, temporary residence permits and medical and psychosocial support for victims of trafficking.

## **Nigeria**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Nigeria in 2003. A national plan of action on trafficking in persons was adopted in 2006.

### ***Criminal justice response***

Nigeria had three different specialized police units dealing with trafficking in persons. The first was the National Agency for the Prohibition of Traffic in Persons and Other Related Matters, which was responsible for investigation, enforcement cooperation and coordination, and the legal department of the Agency had capacity in the prosecution of human trafficking cases. The Police Force also had a specialized unit to combat trafficking in persons that coordinated its efforts with the National Agency. The special immigration unit to combat trafficking in persons concentrated most of its work on interception of victims and traffickers at border and exit points.

All traffickers convicted in 2008—12 women and 12 men—were Nigerians.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, housing and shelter, vocational skills training, schooling, job placement and small business start-up support for victims.

### ***Additional information***

In 2007, state authorities identified 686 victims of trafficking, 368 of whom were women, 154 boys, 129 men and 35 girls. From 2005 to September 2008, more than 80 per cent of the victims identified were Nigerian, with some 10 per cent from Benin.

The National Agency for the Prohibition of Trafficking in Persons and Other Related Matters had a rehabilitation and reintegration department that coordinated all organizations and agencies involved in providing support and services for victims.

## **Senegal**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Senegal in 2005. A national plan of action on trafficking in persons was adopted in 2004.

### ***Criminal justice response***

Senegalese law enforcement included two police units that addressed trafficking in persons. The first unit targeted sexual exploitation and the second focused on illegal migration.

All persons investigated on suspicion of trafficking in 2005 and 2006 were Senegalese, with the exception of three citizens from other West African countries.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits and medical and psychosocial support for victims. Two residential facilities are available for victims.

## **Sierra Leone**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Sierra Leone in 2005. A national plan of action on trafficking in persons was adopted in 2006.

### ***Criminal justice response***

The Family Support Unit of the Sierra Leone Police along with the Criminal Investigation Division were established in 2005 and had jurisdictional responsibility for trafficking in persons cases.

In 2007, the National Anti-trafficking Task Force reported that nine cases had been investigated, three taken to court and one withdrawn or resolved in 2007. No convictions were recorded during the reporting period.

### ***Services provided to victims***

State authorities, in cooperation with IOM, provided housing and shelter for victims. International organizations offered legal protection, medical and psychosocial support, housing and shelter, and vocational training for victims.

The Ministry of Social Welfare reported the return of six victims trafficked into Sierra Leone to their countries of origin in other parts of West Africa in 2007.

## **Togo**

### ***Institutional framework***

The specific offence of child trafficking was established in Togo in 2005, but the law did not cover trafficking in persons for those above the age of 18. Other provisions of the penal code criminalized sexual exploitation, forced labour, child begging and the use of children as soldiers. A national plan of action on child trafficking was adopted in 2007.

### ***Criminal justice response***

The Child Protection Squad was responsible for investigating cases of child trafficking.

In 2007, six men were convicted of trafficking in persons—one for trafficking for the purpose of sexual exploitation and five for trafficking for the purpose of servitude. The six convicted received a sentence of less than one year in prison.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims.

### ***Additional information***

According to the Ministry of Labour, Employment and Social Security, there were 1,758 victims of trafficking in Togo in 2003 and 1,301 in 2004. Most of the victims were children.

### **III. East Africa**

The following countries are covered in this section: Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Mauritius, Rwanda, Uganda and the United Republic of Tanzania.

#### **Burundi**

##### ***Institutional framework***

During the reporting period, the specific offence of trafficking in persons did not exist in the legislation of Burundi. However, an amendment to the existing 1981 Penal Code aimed at including human trafficking as an offence was under consideration by the competent authorities in 2008.

##### ***Criminal justice response***

A specific Anti-Human Trafficking Unit and a Child Protection Unit were established in 2005 as part of the Criminal Investigation Department.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

##### ***Services provided to victims***

NGOs provided legal protection and housing and shelter for persons in need, including trafficking victims. Two residential facilities were available for victims in 2007.

##### ***Additional information***

Suspected cases of trafficking-related crimes, in particular child trafficking and forced marriage, were detected during the reporting period. Those cases mainly involved nationals trafficked internally.

## **Djibouti**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Djibouti in 2007.

### ***Criminal justice response***

Because the legislation was adopted only in 2007, there were no statistics on trafficking in persons available before 2008.

Three men were investigated and arrested for trafficking in persons between January and June 2008.

### ***Services provided to victims***

NGOs provided medical services and housing and shelter for persons in need, including victims of trafficking.

## **Eritrea**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Eritrea in 1957. It was included in the Penal Code under “offences against morals and the family”. The 1957 legislation did not criminalize acts that facilitate the acquisition of human trafficking victims and their conveyance through transit locations to their destinations.

### ***Criminal justice response***

No cases of trafficking in persons were investigated or prosecuted in Eritrea during the reporting period.

### ***Services provided to victims***

State authorities provided legal protection, medical services and housing and shelter for victims of trafficking. There was no record of any trafficking victims given shelter by such state-run facilities during the reporting period.

## **Ethiopia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Ethiopia in 2004. A national plan of action against trafficking in persons was also adopted.

### ***Criminal justice response***

Eighteen offenders were prosecuted for and convicted of trafficking in persons in 2007. Eight of them, all Ethiopian citizens, were sentenced to more than 10 years in prison and the rest—all Somali citizens—were deported to Somalia. All of the cases involved trafficking in persons for the purpose of slavery.

### ***Services provided to victims***

State authorities provided legal protection to victims. NGOs offered medical and psychosocial support, and housing and shelter.

### ***Additional information***

Four Ethiopian victims were identified by state authorities between 2003 and 2006. Three of the victims had been trafficked for servitude and slavery and one for organ removal, and all had been repatriated from the Middle East.

## **Kenya**

### ***Institutional framework***

During the reporting period, the specific offence of trafficking in persons did not exist in the legislation of Kenya, but draft legislation was under consideration in the Assembly in May 2008. The offence of “child stealing” had been used to prosecute some forms of child trafficking. A draft national plan of action on trafficking in persons had been presented for approval to the competent authorities in 2007.

### ***Criminal justice response***

An Anti-Human Trafficking Unit had been created within the national police to combat trafficking in persons.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period. In 2007, three convictions for child stealing were recorded.

### ***Services provided to victims***

State authorities and international organizations provided legal protection, medical and psychosocial support, and housing and shelter to victims.



### ***Additional information***

Between January 2007 and April 2008, 32 victims of child stealing were recorded by Kenyan authorities and 1 victim of sexual exploitation was identified in 2007. All the victims were Kenyan and all had been repatriated from Europe.

## **Mauritius**

### ***Institutional framework***

The specific offence of child trafficking was established in Mauritius in 2004, but the law did not cover trafficking in persons for those above 18 years of age. More comprehensive legislation had been drafted and was under consideration by competent authorities in May 2008.

### ***Criminal justice response***

The Police Family Protection Unit and Child Protection Squad worked in close collaboration with the Ministry of Women's Rights, Child Development and Family Welfare and the Ombudsperson for Children's Office in protecting victims of sexual abuse, prostitution and all other forms of exploitation involving child victims.

In 2007, three persons were arrested for child trafficking and two persons were convicted of child labour.

Cases of trafficking could be investigated and prosecuted under the following offences: "soliciting for immoral purposes", "brothel keeping", "prostitution" and "debauchery". About 100 cases of these offences were investigated between 2003 and 2007.

### ***Services provided to victims***

State authorities and NGOs provided medical and psychosocial support, and housing and shelter to victims. There was no information on the number of victims of trafficking.

## **Rwanda**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Rwanda in 2003.

### ***Criminal justice response***

The Criminal Investigations Department of the Rwanda Police had a Transnational Organized Crime Unit that handled cases of human trafficking. The Unit was composed of four officers and worked in close cooperation with the International Criminal Police Organization (INTERPOL) National Central Bureau for Rwanda.

Two men were investigated and prosecuted for trafficking in persons in 2006, but prior to that year no cases had been detected. No convictions for trafficking in persons were recorded during the reporting period up to March 2007.

### ***Services provided to victims***

State authorities provided legal protection to victims of trafficking. NGOs provided medical and psychosocial support, and housing and shelter.

## **Uganda**

### ***Institutional framework***

During the reporting period, the specific offence of trafficking in persons did not exist in the legislation of Uganda. Draft legislation prepared in 2007 was awaiting presentation to Parliament in 2008. During the reporting period, the offences of “child stealing”, “child abduction” and “child kidnapping” were used to prosecute some forms of trafficking in children.

### ***Criminal justice response***

The draft trafficking in persons act contained clauses in section 23 providing for the creation of a specialized law enforcement agency for the prohibition of trafficking in persons.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period. Six people were convicted of “child stealing” and other related offences in 2006 and 2007.

### ***Services provided to victims***

State authorities provided legal protection to persons in need, including victims of human trafficking.

Victims of child stealing and related offences were identified by the criminal justice system.

## **United Republic of Tanzania**

### ***Institutional framework***

The specific offence of trafficking in persons was established in the United Republic of Tanzania in July 2008.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

### ***Services provided to victims***

State authorities, NGOs and international organizations provided legal protection, medical and psychosocial support, and housing and shelter to persons in need, including victims of trafficking.

## **IV. Southern Africa**

The following countries are covered in this section: Angola, Botswana, Democratic Republic of the Congo, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Zambia and Zimbabwe.

### **Angola**

#### ***Institutional framework***

During the period considered, Angola did not have a specific provision criminalizing human trafficking. The General Labour Law prohibited compulsory work and included provisions on the prohibition of forced labour.

#### ***Criminal justice response***

The country had an interministerial committee to combat child labour.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

#### ***Services provided to victims***

NGOs and international organizations provided legal protection, medical assistance and housing and shelter for persons in need, including victims of trafficking.

#### ***Additional information***

According to the Southern African Regional Police Chiefs Cooperation Organization, no cases of trafficking in persons had been detected in Angola in recent years.

## **Botswana**

### ***Institutional framework***

During the reporting period, Botswana did not have a specific provision criminalizing human trafficking. The Botswana Penal Code of 1964 prohibited abduction, kidnapping, slave trafficking and the buying of women and girls for commercial sex.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

### ***Services provided to victims***

There were two shelters for abused women and children, including victims of trafficking.

## **Democratic Republic of the Congo**

### ***Institutional framework***

During the reporting period, the Democratic Republic of the Congo did not have a specific provision criminalizing human trafficking. The sexual violence statute prohibited child and forced prostitution, pimping and sexual exploitation. The Constitution forbade child soldiering.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.

Arrests and convictions related to trafficking in persons were recorded under “unlawful recruitment of child soldiers” and under war crimes and crimes against humanity in connection with the recruitment of child soldiers and sexual slavery. In the latter case, such cases were under the jurisdiction of the International Criminal Court.

### ***Services provided to victims***

NGOs and international organizations provided legal protection and medical assistance for trafficking victims. The Ministry of Social Affairs supported local NGO efforts to combat trafficking in persons.

## **Lesotho**

### ***Institutional framework***

During the period under review, Lesotho did not have a specific provision criminalizing human trafficking. The provisions of the Child Protection and Welfare Bill of 2004 dealt with the protection of children in cases such as abduction, child stealing and sexual abuse. The Sexual Offences Act No. 29 of 2003 and the provisions of the Labour Code Order No. 24 of 1992 could be applied to prosecute some forms of trafficking for sexual exploitation and forced labour.

### ***Criminal justice response***

The Child and Gender Protection Unit was established by the Lesotho Mounted Police Service in November 2002. During the period under review, the Unit had an office in each of the 11 police districts in Lesotho, with three officers (male and female) assigned to each office. Cases of trafficking of women and children fell within the jurisdiction of the Unit.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period. Three convictions were recorded in 2005 for sexual exploitation and one in 2004 for child stealing.

### ***Services provided to victims***

Local NGOs provided medical assistance and housing services for victims of trafficking.

## **Malawi**

### ***Institutional framework***

During the reporting period, Malawi did not have a specific provision criminalizing human trafficking. Some provisions of the criminal code, such as abduction, procuring, maintaining a brothel, forced labour and slavery, could be used to prosecute some forms of trafficking for sexual exploitation and forced labour. The child care, protection and justice bill, which defined child trafficking and set a penalty of life imprisonment for traffickers, had been drafted and was awaiting approval in June 2008 by the competent authorities.

### ***Criminal justice response***

Some 400 child protection officers had been appointed to monitor trafficking and child labour. A Victim Support Unit established under the police dealt with cases of abuse in general, including trafficking in persons.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded. Authorities reported about 10 convictions for forced child labour between 2004 and 2007. In those cases, the convicted offenders were citizens of Malawi and Zambia. Additionally, six Malawian citizens were arrested for organ removal in 2006.

### ***Services provided to victims***

State authorities provided legal protection and medical assistance for abused persons, including victims of trafficking.

The victims in the 10 convictions for forced child labour between 2004 and 2007 were all from Malawi and had been exploited in Malawi or in neighbouring Zambia. One case was reported of a Zimbabwean child exploited in Malawi. One Malawian woman who had been a victim of trafficking was repatriated from Europe in 2006.

Children had been identified as victims of organ removal for the purpose of performing rituals.

## **Mozambique**

### ***Institutional framework***

Mozambique adopted specific legislation on trafficking in persons in April 2008. Before that, provisions in the criminal code concerning the violation of labour laws, abduction or kidnapping were used to prosecute some forms of trafficking in persons. A national plan of action for children, which considered many forms of child abuse, was adopted by the Ministry of Women and Social Welfare.

### ***Criminal justice response***

Child protection units had been established in a few police stations by the Association of Defenders of Child Rights, known as *gabinetes de atendimento*,

these units were help desks stationed in most police stations where victims of trafficking and domestic violence could report their cases and get assistance. There were 184 *gabinetes de atendimento* at the time of the survey.

According to the Ministry of the Interior and the police, there were no official records of cases of trafficking in persons during the reporting period.

### ***Services provided to victims***

Local NGOs and international organizations provided legal protection, medical and psychosocial assistance, housing services, repatriation and reunification with families.

Four adult women were identified by state authorities as victims of trafficking in 2005, two in 2006 and one in 2007, all of them citizens of Mozambique. Six were repatriated from South Africa and one from Zimbabwe and all had been victims of sexual exploitation and forced labour. Two children were repatriated from South Africa to Mozambique as victims of trafficking for forced labour.

## **Namibia**

### ***Institutional framework***

During the reporting period, Namibia did not have a specific provision criminalizing human trafficking. Kidnapping, child labour, enticing a woman to a brothel for the purpose of prostitution and other offences could be used to prosecute some forms of trafficking in persons. The child care and protection act was awaiting adoption and contained specific references to child trafficking. A draft programme of action on the elimination of child labour in Namibia, which included proposed strategies against child trafficking, was due to be adopted by the Ministry of Labour and Social Welfare in 2008.

### ***Criminal justice response***

The Women and Children Protection Unit of the Namibian Police Force was trained to assist victims of sexual assault. Fifteen officers were part of the Unit, which was established in 2000. Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period.



### ***Services provided to victims***

Local NGOs provided legal protection and medical and psychosocial assistance to persons in need and victims of abuse, including victims of trafficking in persons. There had been no official reports of people being trafficked to, from or within the country.

## **South Africa**

### ***Institutional framework***

South Africa had established specific offences to criminalize trafficking for sexual exploitation and child trafficking for a wide range of purposes. The Criminal Law (Sexual Offences and Related Matters) Amendment Act, 2007 (Act No. 32 of 2007) served as the basis to fight the trafficking of persons for purposes of sexual exploitation, while the Children's Act, 2005 (Act No. 38 of 2005) could be used to prosecute cases of child trafficking. In addition, the South African Constitution of 1996 prohibited slavery, servitude and bonded labour. Comprehensive legislation based on the Trafficking in Persons Protocol had been drafted and was due to be passed by Parliament in 2009.

### ***Criminal justice response***

A Human Trafficking Desk had been established in the Organized Crime Unit of the South African Police Service. The Sexual Offences and Community Affairs Unit of the National Prosecutions Service dealt with the prevention of sexual offences through effective prosecutions.

Owing to the absence of legislation covering the reporting period, no prosecutions and convictions were recorded up to 2007.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims of trafficking in persons.

### ***Additional information***

Three South African victims were repatriated from Zimbabwe and the Middle East during the period. Although police and NGOs generally referred cases of trafficking to IOM, which was the only institution collecting data on

victims of trafficking in persons in South Africa, not all cases of trafficking brought to the attention of the police had been referred to IOM.

## **Swaziland**

### ***Institutional framework***

During the reporting period, Swaziland did not have a specific provision on human trafficking. A draft law, the sexual offences and domestic violence bill, which would specifically criminalize sex trafficking and mandate psychological services for victims, was due to be presented to Parliament in 2007 but was still pending in mid-2008.

### ***Criminal justice response***

The Royal Swaziland Police Service had a Domestic Violence, Sexual Offences and Child Protection Unit dealing, inter alia, with trafficking cases. Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded.

### ***Services provided to victims***

During the reporting period, there were no referral mechanisms for victims of trafficking in Swaziland or any other specific services provided by the State, NGOs or international organizations.

## **Zambia**

### ***Institutional framework***

Zambia had had some provisions in place on child trafficking and human trafficking since 2005, although trafficking was not specifically defined in law during the period considered.

### ***Criminal justice response***

The National Human Trafficking Task Force, chaired by the Ministry of Home Affairs, had been established in the Zambia Police Victim Support Unit. The Unit's mandate was to offer victim support in cases relating to sexual violence, illegal acquisition of property and trafficking in persons and to offer legal advice to victims. Additionally, the Child Labour Unit, working

under the Ministry of Labour and Social Security, was composed of 50 officers and monitored the worst forms of child labour, including girls forced into prostitution.

One woman was prosecuted in 2005 and two men in 2006 for trafficking in persons. No convictions were recorded prior to 2006. However, one conviction was recorded in 2005 for a case of trafficking prosecuted under immigration offences.

### ***Services provided to victims***

State authorities provided legal protection for victims of trafficking in persons. Additionally, the State supported NGOs and international organizations in providing medical and psychosocial support, and housing and shelter for victims of trafficking in persons.

## **Zimbabwe**

### ***Institutional framework***

During the reporting period, Zimbabwe did not have a specific provision on human trafficking. The Zimbabwean Criminal Code criminalized sexual exploitation.

### ***Criminal justice response***

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded. One Zimbabwean citizen was convicted of sexual exploitation in 2006.

### ***Services provided to victims***

NGOs and international organizations provided medical and psychosocial support, and housing and shelter for victims of trafficking in persons.

## **V. North America**

The countries covered in this section are Canada, Mexico and the United States of America.

### **Canada**

#### ***Institutional framework***

Canada's first law that specifically criminalized trafficking in persons was enacted in 2002 and focused on transnational trafficking. Additional amendments were made to the Criminal Code of Canada in 2005, creating three additional specific offences to cover all forms of trafficking for any exploitative purpose.

#### ***Criminal justice response***

Canada's national police force, the Royal Canadian Mounted Police, had established a Human Trafficking National Coordination Centre in its Immigration and Passport Branch. Six regional immigration and passport sections of the Police employed approximately 160 officers who were mandated to investigate immigration and human trafficking offences under the Immigration and Refugee Protection Act and/or under the Criminal Code.

Four men were brought into initial formal contact with the police for trafficking in persons in 2006, while there were no such cases in 2005. There were no prosecutions or convictions under the specific trafficking in persons offences under the Criminal Code in 2003-2006, though it should be noted that the trafficking in persons offences in the Criminal Code only came into force in November 2005. Between March 2007 and February 2008, a minimum of 13 charges were laid involving cases of alleged trafficking for sexual exploitation. Additionally, a minimum of four charges were laid for the withholding or destroying of documents for committing or facilitating the commission of trafficking in persons. Those cases involved adult and child victims originating from both outside and within Canada.

In addition to the specific trafficking in persons offences, trafficking activities may still be prosecuted under other Criminal Code offences that addressed trafficking-related conduct. Between March 2006 and February 2007, there were five trafficking-related convictions under various Criminal Code offences and sentences were imposed in all cases.

Those cases reflected the minimum number of trafficking-related cases prosecuted during the reporting period, as many court decisions were unreported. Similarly, it should be noted that not all human trafficking investigations undertaken by police agencies were reported for the purpose of national statistics.

### ***Services provided to victims***

The Federal Government provided temporary immigration status and work permits for up to 180 days, as well as medical and psychosocial support to suspected foreign national victims of trafficking in Canada. Longer-term immigration status was available for up to three years when circumstances warranted. Trafficked foreign national victims could also access existing permanent resident avenues. Canada's provinces and territories administered legal aid and social services such as emergency financial assistance and housing to those trafficking victims in need.

### ***Additional information***

Four victims were identified by the police (three females and one of unknown gender) in 2006.

The Interdepartmental Working Group on Trafficking in Persons brought together 17 federal departments and agencies, and coordinated and strengthened federal responses to human trafficking, including through collaboration with the provinces and territories.

Asia, in particular the Mekong subregion, and parts of Africa and Eastern Europe tended to be the primary source regions for victims trafficked to Canada. Overall, numbers of victims of domestic trafficking were unavailable.

## **Mexico**

### ***Institutional framework***

Mexico adopted the Law to Prevent and Punish Trafficking in Persons in November 2007. The Law criminalized all aspects of trafficking set forth in

article 3 of the Trafficking in Persons Protocol. Prior to 2007, only provisions criminalizing child trafficking were in place, while some forms of trafficking in persons were prosecuted under other offences, such as pandering.

The new anti-trafficking law also provided for assistance and services for victims and formalized a federal inter-agency commission, which had statutory authority to request funds to implement the new law and a national programme to prevent trafficking in persons. The Ministry of the Interior was appointed head of the inter-agency commission.

### ***Criminal justice response***

The Office of the Attorney-General established the Office of the Special Prosecutor for Crimes of Violence against Women and Trafficking of Persons (FEVIMTRA) in January 2008.

There were no records of prosecutions or convictions of human trafficking cases as at May 2008 because of the lack of comprehensive anti-trafficking legislation in place prior to November 2007. Between January and May 2008, investigations against four offenders (three males and one female from Mexico and Central American countries) were conducted.

### ***Services provided to victims***

State authorities provided legal assistance, temporary residence permits and shelter to victims of human trafficking. Several NGOs and international organizations also offered medical and psychosocial support, and housing and shelter.

The National Institute for Migration had taken measures to raise awareness, prevent and combat human trafficking under its authority, specifically related to foreigners who were on national territory, even if they were undocumented.

### ***Additional information***

The National Institute for Migration stated that 74 per cent of the 21 victims reported from 2005 to 2007 had been victims trafficked for the purpose of sexual exploitation and 26 per cent for labour exploitation.

The National System for Integral Development of the Family had shelters for minors that were also available for victims of human trafficking and FEVIMTRA was in the process of building three shelters that could also be

used by victims of trafficking. There was no official referral mechanism in place, but if the victim was a foreigner, the National Institute for Migration referred him or her to an NGO to receive shelter and assistance.

## **United States of America**

### ***Institutional framework***

The Trafficking Victims Protection Act, adopted in 2000 and subsequently amended in 2003 and 2005, was the legislative framework criminalizing trafficking in persons in the United States of America.

### ***Criminal justice response***

Several federal agencies conducted investigations on trafficking in persons, but the majority of cases were handled by the Federal Bureau of Investigation (FBI) and by the Department of Homeland Security's Immigration and Customs Enforcement. The FBI had assigned specialized officers to a human trafficking initiative since 2005 and the FBI Crimes against Children Unit's Innocence Lost National Initiative had dealt with trafficking in persons issues since 2003. The Human Smuggling and Trafficking Center was established in 2004 as an inter-agency fusion centre and information clearing house that turned intelligence into action in the three interrelated areas of human smuggling, trafficking and criminal support of clandestine terrorist travel. The Department of Labor was responsible for enforcing some of the most comprehensive labour laws.

### ***Services provided to victims***

State authorities provided legal protection and temporary residence permits for trafficking victims. State authorities and NGOs also offered medical and psychosocial support, and housing and shelter.

There were no aggregate data available on the identified victims of human trafficking for the whole country because the responsibility for identifying victims was spread among multiple agencies. However, the Department of Health and Human Services recorded the "certification" of adult victims of trafficking in persons, while child victims could receive "letters of eligibility".

***Additional information***

In 2006 certified victims originated mainly from Latin America and the Caribbean (62 per cent), Africa, Asia, Europe and the Pacific Islands. In 2007 certified victims originated mainly from Latin America and the Caribbean (41 per cent), Asia (41 per cent), Europe and the Pacific Islands.



## **VI. Central America and the Caribbean**

The following Central American countries are covered in this section: Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama. Caribbean countries covered in this section are Barbados, the Dominican Republic, Haiti, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago. Barbados, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago are grouped together under “East Caribbean” at the end of the section.

### **Costa Rica**

#### ***Institutional framework***

Costa Rica had specific provisions on trafficking in persons in its penal code. These provisions had criminalized international trafficking in women and children for the purpose of sexual exploitation since 1970 and trafficking in minors since 1999. A national plan of action against trafficking in minors was adopted in 2005 and a more comprehensive national plan of action against trafficking in persons was due for adoption in 2008.

#### ***Criminal justice response***

There were three offices in the Prosecutor-General’s Office that could handle trafficking in persons crimes: the Office for Juvenile Crime and the Office for Victim Support, which covered the whole country, and the Office for Sexual Crimes and Domestic Violence, which covered only the capital of San José.

In 2006, a total of four males and two females were convicted of trafficking in minors for the purpose of illegal adoption.

#### ***Services provided to victims***

State authorities and NGOs provided legal assistance and medical and psychosocial support to victims of human trafficking.

There was a national 911 hotline for victims of violence, including victims of human trafficking, and a referral mechanism for potential victims identified through the hotline.

## **Dominican Republic**

### ***Institutional framework***

The specific offence of trafficking in persons was established in the Dominican Republic in 2003. A draft national plan of action against trafficking in persons was due for adoption by the end of 2008.

### ***Criminal justice response***

The Human Trafficking Division of the national police was established in January 2008 to investigate cases of human trafficking. The Division had nine officers dealing with document falsification and illegal migration. In addition, the Anti-Trafficking Unit of the Attorney-General's Office was responsible for investigating and prosecuting human trafficking and related crimes.

Between January 2007 and April 2008, the Human Trafficking Division investigated five cases of trafficking in persons, two of which involved the alleged trafficking of Dominican women to Europe, while one case involved allegations of the trafficking of a Dominican woman to Central America. Another case involved the trafficking of two adult males to Central America for labour exploitation; and the last case involved the trafficking of a man to Europe.

### ***Services provided to victims***

State authorities, in cooperation with NGOs, provided legal assistance, medical and psychosocial support, and housing and shelter for victims of human trafficking.

### ***Additional information***

Of the 260 adult Dominican victims of human trafficking identified between 2003 and April 2008, 85 were officially returned from Argentina. The others were returned from a number of countries in South America, the Caribbean and Europe. All minors identified as victims of trafficking in persons in 2006 and 2007 were citizens of the Dominican Republic.

The nine persons convicted of trafficking in persons offences in 2007 were all citizens of the Dominican Republic.

## **El Salvador**

### ***Institutional framework***

The specific offence of trafficking in persons was established in El Salvador in 2004. The law criminalized all forms of human trafficking set forth in

article 3 of the Trafficking in Persons Protocol and also included trafficking for purposes of fraudulent adoption and forced marriage. A new law on trafficking in persons was being drafted for submission to the National Assembly. A national plan of action for 2008-2013 was due for adoption by the end of 2008.

### ***Criminal justice response***

The National Civil Police had had a specific Department of Trafficking in Persons within its Border Division since 2004, with 19 officers devoted full-time to the Department in 2007. The Unit on Smuggling and Trafficking in Persons in the Attorney-General's Office was established in 2004.

The first convictions for trafficking in persons were registered in 2006, when four citizens of El Salvador were convicted of trafficking for sexual exploitation. One adult male was convicted in 2007 for the offence of trafficking for sexual exploitation. All sentences ranged between 5 and 10 years in prison.

### ***Services provided to victims***

In cooperation with NGOs, state authorities provided legal assistance, medical and psychosocial support, and housing and shelter to victims.

### ***Additional information***

Most of the victims of trafficking identified (60 in 2007; 96 in 2006) with Salvadoran citizenship had been trafficked internally. Identified victims of other nationalities who had been trafficked to El Salvador were returned to their countries of origin.

## **Guatemala**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Guatemala in 2005. The definition of trafficking in persons in Guatemalan law did not cover trafficking for the purpose of organ removal. Before 2005, the offences of sexual exploitation, child abduction, corruption of a child and aggravated pimping were used to prosecute some forms of trafficking in persons. Guatemala had adopted a National Plan of Action against Trafficking in Persons and the Integral Protection of Victims for the period 2007-2017.

### ***Criminal justice response***

The National Civil Police had had a specific Anti-trafficking Section in its Division of Criminal Investigations since 2004. In 2007, the Attorney-General's Office transferred responsibility for trafficking in persons offences from the Office of the Prosecutor for Women to the Office of the Prosecutor for Organized Crime.

Three persons were prosecuted in 2007 for trafficking in persons offences. There were no convictions between 2003 and 2007, but by April 2008 two women and one man were still being prosecuted for trafficking in persons for the purpose of illegal adoption.

### ***Services provided to victims***

State authorities in cooperation with NGOs provided legal assistance to victims of human trafficking.

In September 2007, the Ministry of Foreign Affairs established a call centre (hotline) for victims of trafficking.

### ***Additional information***

A protocol was established in the country to refer victims of trafficking to NGOs and international organizations for assistance and services.

## **Haiti**

### ***Institutional framework***

The specific offence of trafficking in persons did not exist in the legislation of Haiti, although a comprehensive anti-trafficking bill was awaiting approval by Parliament in 2008. The offences of sexual exploitation and servitude could be used to prosecute some forms of human trafficking. Haiti did not have a national plan of action against trafficking in persons.

### ***Criminal justice response***

The Child Protection Squad of the Haitian police was in charge of child protection, including child trafficking. The Squad consisted of 14 officers.

### ***Services provided to victims***

There was no official system in place to provide assistance services to victims of trafficking. The Group against Child Trade and Trafficking in Persons

worked as a coordinating mechanism to improve the national response to human trafficking and to provide services to victims of trafficking, but there were no specific shelters for such victims. International organizations provided emergency support services, legal help, medical and psychosocial assistance, shelter, counselling services, family tracking and support for the return and socio-economic reintegration of child victims of trafficking.

## **Honduras**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Honduras in 2005, but the definition in the law covered only trafficking for the purpose of sexual exploitation.

### ***Criminal justice response***

Honduras had a Specialized Anti-Human Trafficking Police Unit, and four of the six divisions of the national police worked on the investigation of sexual exploitation and trafficking in persons cases. In 2007, a Special Police Unit on Trafficking in Persons was established as part of the Migration Police of the Special Services Investigations Unit.

No prosecutions and no convictions for the offence of trafficking in persons were recorded in Honduras between 2003 and 2006. There were four convictions for sexual exploitation of children, one in 2004 and the other three in 2005.

### ***Services provided to victims***

State authorities provided legal assistance to child victims of human trafficking.

### ***Additional information***

In 2007, 25 girls were identified as victims of trafficking for sexual exploitation.

The Government expected to pass a national plan of action against trafficking in persons in 2008 to strengthen inter-institutional collaboration.

## Nicaragua

### *Institutional framework*

The specific offence of trafficking in persons for prostitution was established in Nicaragua in 2005. In May 2008, amendments to the criminal code expanded the definition of trafficking in persons to include the other forms of exploitation set forth in article 3 of the Trafficking in Persons Protocol and went even further by also criminalizing trafficking for the purpose of illegal adoption. The first national plan of action against trafficking in persons was due to be passed by the end of 2008.

### *Criminal justice response*

The national police established a specific unit against trafficking in persons in 2005. Six officers were involved full-time in the unit in 2007. The Public Prosecution Service created two specialized units in 2007 that also cover the crime of trafficking in persons—the Unit on Organized Crime and the Unit on Gender and Violence.

### *Services provided to victims*

State authorities provided legal assistance and medical and psychosocial support to victims of human trafficking.

### *Additional information*

The 37 persons arrested for trafficking in persons in 2007 were all from Nicaragua except for seven citizens from other Central American countries.

## Panama

### *Institutional framework*

The specific offence of trafficking in persons was established in Panama in 2004, but the law only criminalized trafficking for the purpose of sexual exploitation. A National Plan of Action for Children and Adolescents 2003-2006, which covered the sexual exploitation of minors, was adopted in 2003. A national plan of action defining public policies for victims of human trafficking for the period 2008-2010 was under consideration in 2008 by the National Commission for the Prevention of Sexual Crimes (CONAPREDES).

### ***Criminal justice response***

The Sex Crimes Division of the Technical Judicial Police was in charge of dealing with sexual crimes, including some forms of trafficking in persons, during the reporting period. The same mandate established the Sex Crimes Unit in the National Commission for the Prevention of Sexual Crimes in 2005 under the jurisdiction of the Attorney-General's Office.

There were no convictions for trafficking in persons in the period 2003-2006. In 2007, two persons were convicted of trafficking in persons for sexual exploitation.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims of human trafficking.

### ***Additional information***

In 2007, 66 children were identified as victims of trafficking in persons for sexual exploitation and sex tourism. No data existed on adult victims of human trafficking in Panama.

The Ministry of Social Development had a programme for victims of sexual exploitation and had identified two shelters where child victims of trafficking could be accommodated and assisted.

#### **East Caribbean**

##### **Institutional framework**

This section covers Barbados, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago. During the reporting period, none of these countries had a specific offence of trafficking in persons as part of their criminal codes, though they may have had other criminal offences, such as sexual exploitation, forced labour or slavery, that could have been applied in prosecuting cases of trafficking in persons. None of the East Caribbean countries had adopted a national plan of action against trafficking in persons.

##### **Criminal justice response**

None of the East Caribbean countries covered here had a specialized unit devoted to trafficking in persons during the period 2003-2007. The national police of Saint Lucia had established the Vulnerable Persons Unit with the mandate to investigate cases of trafficking in minors, among other things.

Owing to the absence of specific laws on trafficking in persons during the reporting period, no cases were prosecuted and no convictions were recorded in these four countries.

Two persons in Barbados were prosecuted for offences related to human trafficking. In 2005 one person was prosecuted and convicted under the Immigration Act and ordered to pay a fine for bringing in Indian construction workers without work permits. In 2007, one person was prosecuted under the Sexual Offences Act for bringing in two Ukrainian women and forcing them into prostitution.

### **Services provided to victims**

No country in the subregion provided temporary residence permits for victims. Legal protection was provided by state authorities and NGOs in Saint Vincent and the Grenadines, and medical and psychosocial support was provided by authorities in Barbados and Saint Vincent and the Grenadines, and also by NGOs in Barbados. Housing and shelter for victims of trafficking was provided by state authorities and NGOs in Barbados and by NGOs in Trinidad and Tobago. There were no specific shelters to house victims of trafficking in the subregion, but state authorities and NGOs could provide or find short-term shelters, if necessary.

Despite the absence of specific laws on trafficking in persons, Governments reported identifying and assisting suspected victims of human trafficking:

- Barbados first identified two adult women from Guyana as victims of sexual exploitation in 2004; one minor girl from Guyana was found to be a victim of sexual exploitation in 2005; and in 2007 two adult females from Ukraine were registered as victims of sexual exploitation.
- Between 2003 and 2007, Saint Lucia identified two cases of suspected victims trafficked for domestic servitude.
- In Saint Vincent and the Grenadines, no victims of human trafficking were identified until the first half of 2008, when one Haitian man was identified as a suspected victim of trafficking.
- Trinidad and Tobago identified one adult female victim in 2007 and seven more females (five adults and two minors) up until May 2008. All victims were Colombian citizens found to be victims of sexual exploitation.



## **VII. South America**

The following countries are covered in this section: Argentina, Bolivia (Plurinational State of), Brazil, Chile, Colombia, Ecuador, Paraguay, Peru and Venezuela (Bolivarian Republic of).

### **Argentina**

#### ***Institutional framework***

The specific offence of trafficking in persons was established in Argentina in April 2008. Before the law came into force, offences such as “facilitation of prostitution” and the act of “reducing someone to a state of servitude” were used to prosecute some forms of trafficking in persons. In July 2007, a presidential decree created a National Programme to Prevent and Eliminate Trafficking in Persons and Assist Trafficking Victims and the Office for Comprehensive Assistance for Victims of Crime attached to the Attorney-General’s Office adopted a contingency plan against trafficking in persons.

#### ***Criminal justice response***

The Attorney-General’s Office in Buenos Aires established a special unit to cover sex crimes, including trafficking in persons, in 2005.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded between 2003 and 2007. In 2005 and the first semester of 2006, 61 cases of reducing someone to a state analogous to servitude were detected, leading to one conviction.

#### ***Services provided to victims***

State authorities provided temporary residence permits, medical and psycho-social support, and housing for victims of trafficking.

## **Bolivia (Plurinational State of)**

### ***Institutional framework***

The specific offence of trafficking in persons was established in the Plurinational State of Bolivia in January 2006. A national plan of action was enacted and implemented for 2006-2010.

### ***Criminal justice response***

There are specialized units within the special forces of La Paz, Cochabamba and Santa Cruz dealing with trafficking in persons and smuggling of migrants.

### ***Services provided to victims***

State authorities, NGOs and international organizations provided medical and psychological support, and housing and shelter for victims of trafficking in persons.

### ***Additional information***

State authorities identified 41 victims of trafficking in 2007—31 girls and 10 women—who had suffered mixed exploitation, having been subjected to sexual exploitation and domestic servitude. According to the Ministry of Justice, the only official system for victim identification in place was the police.

## **Brazil**

### ***Institutional framework***

Brazil had specific provisions criminalizing trafficking in persons in its penal code. Those provisions were last amended in 2005 when the offence of international trafficking (article 231) was supplemented by the offence of internal trafficking (article 231-A), both articles referring only to sexual exploitation. Article 149 of the penal code criminalized “reducing someone to a state analogous to slavery”, including trafficking in persons cases.

Brazil had had a National Policy on Trafficking in Persons in place since 2006 and a National Plan of Action for 2008-2010 that entered into force in January 2008.

### ***Criminal justice response***

Brazil had a federal criminal justice system with several law enforcement and judicial structures (federal, state, labour, children and adolescents) in place that dealt with trafficking in their respective areas.

All convictions for trafficking in persons offences (22 in 2006, 2 in 2007) concerned sexual exploitation. All those convicted under those offences from 2004 to February 2007 were Brazilians, with the exception of six Europeans. Of the cases investigated under the slave labour offence, a total of 11 were prosecuted by the federal court, with no convictions.

### ***Services provided to victims***

State authorities and local NGOs provided legal protection, medical and psychosocial support, and housing and shelter for victims of human trafficking. In 2008, the text of a new foreigners' statute to enable the concession of visas to victims of trafficking was under consideration by Congress.

### ***Additional information***

All victims of trafficking identified by federal and state courts during criminal proceedings (57 in 2006, 5 in 2007) were citizens of Brazil.

In the context of the labour justice system, the Special Mobile Inspection Group targeted slave labour according to the labour legislation. The Group was formed in 1995 by the Ministry of Labour, the Labour Prosecutions Office and the Federal Police.

All victims of slave labour identified by the Mobile Group (3,417 in 2006 and 5,975 in 2007) were citizens of Brazil and almost all of them were adult males. Bolivian, Ecuadorian, Paraguayan and Peruvian victims of trafficking for the purpose of slave labour were detected in the State of São Paulo, but the number of those victims was not available.

## **Chile**

### ***Institutional framework***

Chile had provisions criminalizing the facilitation of entry into or exit from Chilean territory for the purpose of prostitution. That offence was used to prosecute some forms of trafficking in persons, but trafficking for forced labour and internal trafficking were not covered by the provisions. Draft legislation establishing the specific offence of trafficking in persons received

the approval of the Senate in 2007 and was pending in the Chamber of Deputies in 2008.

### ***Criminal justice response***

The largest cities in Chile had special police units for the investigation of sex crimes (BRISEXME), including trafficking in persons. The National Prosecutor's Office also had a unit specializing in sex crimes.

Four women were prosecuted for human trafficking in 2005 and one man in 2006. Two women—one Bolivian and one Paraguayan—were convicted in 2006, and one person was convicted in 2007. The women convicted in 2006 received sentences of between 1 and 5 years and 5 and 10 years, respectively.

### ***Services provided to victims***

State authorities and local NGOs provided temporary visas and housing and shelter for victims of human trafficking.

### ***Additional information***

All victims identified by the Public Prosecutor's Office in 2006 (16) and 2007 (22) were adult females trafficked for sexual exploitation. Of those victims, 24 came from Peru, 11 from Argentina and 3 from other South American countries.

## **Colombia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Colombia in 2002 and a new law was adopted in 2005. The law included a broader definition of trafficking in persons than that set forth in the Trafficking in Persons Protocol since the Colombian law considered the consent of an adult irrelevant when defining situations of trafficking in persons. A national plan of action was adopted in 2005.

### ***Criminal justice response***

Some police officers who were part of the Section for Sex Crimes received special training to combat smuggling of migrants and trafficking in persons.

The Department of National Security also had a group specially trained for such investigations.

The Prosecutor-General's Office established a National Unit for Human Rights in March 2007 focusing on trafficking in persons. Also in 2007, the Ministry of the Interior and Justice and the UNODC field office in Colombia established the Operations Centre to Combat Trafficking in Persons in order to create and develop an elite group of public servants devoted to the prosecution of trafficking cases.

Three prosecutions for trafficking in persons were recorded in Colombia between 2003 and September 2007; two prosecutions were initiated in 2005 and one in 2007 (up to September); and three convictions were recorded from 2003 to September 2007.

### ***Services provided to victims***

State authorities provided legal protection, temporary visas, medical and psychological support, and housing and shelter for victims.

### ***Additional information***

In August 2007, the Register of Information on Trafficking in Persons system was launched. It collects information from the different institutions dealing with trafficking cases, whether from a criminal justice perspective or from the point of view of those providing direct assistance.

## **Ecuador**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Ecuador in 2005, but the legislation did not include "removal of organs" as a purpose of trafficking. A national plan of action for combating trafficking in persons and other forms of exploitation was adopted in 2006.

### ***Criminal justice response***

The National Police of Ecuador had specific units investigating child trafficking connected to the Special Police Directorate for Children and Adolescents (DINAPEN) in four regions of the country.

Between 2005 and the end of 2007, there were 160 cases of various forms of sexual exploitation of children (child pornography, sex tourism and so on),

including cases of trafficking in persons. Over the same period, there were 10 convictions for those offences. All of the cases were related to various forms of sexual exploitation, mostly with victims under 18 years of age. All of those convicted were citizens of Ecuador and received sentences ranging between 6 and 12 years' detention.

### ***Services provided to victims***

State authorities provided legal protection, temporary visas and housing and shelter to victims of human trafficking.

## **Paraguay**

### ***Institutional framework***

Paraguay had a provision criminalizing the use of force or fraud to facilitate the entry or exit of a person from or to the country for the purpose of prostitution. That offence was used to prosecute some forms of trafficking in persons, but it did not cover internal trafficking and referred only to sexual exploitation. Draft legislation establishing the specific offence of trafficking in persons was due to enter into force in 2009. National plans of action were in place relating to trafficking in persons for the sexual exploitation of children and adolescents and for child labour.

### ***Criminal justice response***

Since 2005, the Public Prosecution Service had created specialized units for sex crimes, potentially including human trafficking cases.

Information relating only to the capital of Asunción indicated that 65 cases had been investigated under the offence of facilitating the entry of prostitutes. Over the same period, prosecution was commenced against 11 persons and 7 persons were convicted, all Paraguayan.

### ***Services provided to victims***

State authorities provided legal protection, medical and psychosocial support, and housing and shelter.

### ***Additional information***

All victims of trafficking in persons identified and given shelter in 2005 and 2006 were Paraguayans returned from other countries, mostly Argentina.

## **Peru**

### ***Institutional framework***

The specific offence of trafficking in persons for sexual exploitation had existed in Peru since 2004. In January 2007, the criminal code was amended to expand the trafficking offence to include the other forms of exploitation set forth in article 3 of the Trafficking in Persons Protocol. A national plan of action was presented to the Government in July 2007.

### ***Criminal justice response***

A special investigative unit, the Department for Investigations relating to Trafficking in Persons and Special Investigations, was created in January 2004. That unit had responsibility at the national level for the investigation of trafficking in persons.

Four persons were prosecuted in 2006. In the same year, one Peruvian male was convicted of trafficking in persons for sexual exploitation and received a sentence of between 5 and 10 years' detention. No other convictions were recorded between 2003 and 2006.

### ***Services provided to victims***

State authorities and local NGOs provided legal protection, temporary visas, medical and psychological support, and housing and shelter.

### ***Additional information***

All the victims identified by state authorities in 2005 (12) and 2006 (46) were trafficked for sexual exploitation. There was no clear information available concerning the destination of the reported victims, but it appeared that a significant number of them had been trafficked internally.

## **Venezuela (Bolivarian Republic of)**

### ***Institutional framework***

International trafficking in persons was criminalized in the Bolivarian Republic of Venezuela in 2005 under the organic law against organized crime and under the immigration law (2004). In March 2007, a new specific offence

criminalizing trafficking in women and girls was introduced into the penal code under the organic law on the right of women to a violence-free life. The organic law for the protection of minors and article 174 of the penal code criminalizing reduction into slavery and analogous conditions were also used to criminalize trafficking cases. In addition, the Venezuelan Constitution explicitly repudiated trafficking in persons.

A national plan of action was adopted in 2006.

### ***Criminal justice response***

In 2006, seven women and eight men were prosecuted for trafficking in persons and other related offences in the Bolivarian Republic of Venezuela, of whom five were convicted. In 2007, four men and no women were prosecuted, resulting in one conviction.

### ***Additional information***

In 2006, state authorities in the Bolivarian Republic of Venezuela identified a total of 24 victims of trafficking in persons—13 men, seven women and four girls. In 2007, 7 men and 6 women were identified as victims.

Almost half of the victims identified by state authorities over the period 2004–2007 were Venezuelan citizens. Nearly one quarter were Colombians, with Chinese citizens making up some 20 per cent of the victims identified.



## VIII. East Asia and the Pacific

The following countries are covered in this section: Australia, Brunei Darussalam, Cambodia, Cook Islands, Indonesia, Japan, Kiribati, Lao People's Democratic Republic, Malaysia, Mongolia, Micronesia (Federated States of), Myanmar, Nauru, New Zealand, Niue, Palau, Philippines, Republic of Korea, Samoa, Singapore, Solomon Islands, Thailand, Timor-Leste, Tuvalu and Viet Nam. The specially administered French territories of New Caledonia and French Polynesia are also included here. The Cook Islands, French Polynesia, Kiribati, Micronesia (Federated States of), Nauru, New Caledonia, Niue, Palau, Samoa, the Salomon Islands and Tuvalu are grouped together under "Pacific Islands" at the end of the section.

### Australia

#### *Institutional framework*

The specific offence of trafficking in persons was established in Australia in 2005. The offence covered all forms of trafficking in persons set forth as minimum requirements in article 3 of the Trafficking in Persons Protocol. In addition, offences concerning trafficking in persons were contained in the Commonwealth Criminal Code Act of 1995 and the Migration Amendment (Employer Sanctions) Act of 2007.

The Government of Australia had had its whole-of-government Strategy to Combat Trafficking in Persons for Sexual Servitude in place since 2004. A National Policing Strategy to Combat Trafficking in Women for Sexual Servitude coordinated policing work on trafficking for sexual servitude across jurisdictions.

#### *Criminal justice response*

The Australian Federal Police established specialist teams, the transnational sexual exploitation and trafficking teams, in 2003. From 2003 to November 2008, 34 people were charged with trafficking-related offences, resulting in eight convictions.

### ***Services provided to victims***

The Government provided victims of people trafficking with legal protection, temporary residence permits, which could lead to a permanent visa, medical and psychosocial support, food and living allowances, and housing on an individualized, case-by-case basis.

### ***Additional information***

The Australian Government Office for Women managed the Support for Victims of People Trafficking Programme. From the inception of the Programme in 2004 until October 2008, all the victims identified had been adults. All but four victims identified and receiving support through the Programme between 2004 and October 2008 had been trafficked for sexual exploitation; the remaining four victims were trafficked for forced labour in construction, hospitality and domestic work.

## **Brunei Darussalam**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Brunei Darussalam in 2004.

### ***Criminal justice response***

The Immigration Department and the Royal Customs and Excise were in charge of investigating any alleged offences committed under the trafficking in persons law.

There were no investigations, prosecutions or convictions recorded in Brunei Darussalam during the reporting period.

### ***Services provided to victims***

State authorities provided temporary residence permits for victims of trafficking. No victims were identified by authorities in Brunei Darussalam during the period covered by this report.

## **Cambodia**

### ***Institutional framework***

Cambodia had had specific provisions in place addressing trafficking in persons since 1996, however, the Law on the Suppression of the Kidnapping,

Trafficking and Exploitation of Human Beings of 1996 only criminalized trafficking for the purpose of sexual exploitation. A new offence also criminalizing forced labour entered into force in February 2008. A first National Plan of Action against Trafficking and Sexual Exploitation of Children was adopted in 2000 and a second national plan of action was drafted in 2005.

### ***Criminal justice response***

A Specialized Anti-Trafficking and Juvenile Protection Police Unit was created in 2002 and a number of specialized units increased their coverage from 7 to 17 provinces in 2006. Working units that include prosecutors and judges were established by the Ministry of Justice in the municipal and provincial courts to target human trafficking cases.

The overall number of persons convicted of human trafficking in Cambodia was unavailable. In the capital of Phnom Penh alone, the court handled 38 cases, and 40 persons were convicted of human trafficking in 2006.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter, as well as rehabilitation and reintegration for victims of trafficking.

### ***Additional information***

From 2005 to 2007, 54 cases of domestic trafficking (involving 86 offenders) and 32 cases of cross-border trafficking (involving 58 offenders) were investigated.

The Department of Anti-Trafficking and Juvenile Protection managed a database with information concerning all victims referred by NGOs, families or the Department of Social Affairs during the reporting period.

## **Indonesia**

### ***Institutional framework***

Indonesia had had specific provisions in place on trafficking in women and children (article 297 of the penal code) since 1946. The Child Protection Act of 2002 specifically criminalized child trafficking and the sexual exploitation of children. Those provisions were related only to the trafficking of women and children. The 2007 law on the eradication of the criminal act of trafficking in persons, however, criminalized all of the forms of trafficking set forth in

article 3 of the Trafficking in Persons Protocol. The Indonesian National Plan of Action for the Elimination of Trafficking in Women and Children was approved on 30 December 2002.

### ***Criminal justice response***

In 2007, 240 persons (139 men and 101 women) were investigated and arrested for trafficking in persons in Indonesia.

### ***Services provided to victims***

State authorities, NGOs and international organizations provided legal protection, medical and psychosocial support, and housing and shelter, as well as recovery, return and reintegration support for victims of trafficking. State authorities also offered temporary residence permits.

### ***Additional information***

In 2007, the police in Indonesia identified 484 victims of trafficking in persons—331 women, 150 children and 3 men. According to the Indonesian National Task Force to Combat Trafficking in Persons, identified victims were mostly Indonesians and were mostly returned from other countries in the region.

Authorities reported that most of the convicted traffickers were Indonesians. Foreigners convicted of trafficking-related crimes in 2007 were from the Middle East and other Asian countries.

IOM reported that it assisted 2,273 victims of trafficking between March 2005 and April 2007, most of them adult women and, to a lesser extent, girls. Most of the victims (1,312) were exploited as domestic workers, 352 for forced prostitution and the rest for different forms of forced labour. Most victims had been returned from neighbouring East Asian countries.

## **Japan**

### ***Institutional framework***

Japan introduced the offence of “buying and selling of human beings” in 2005. In addition, article 2 (7) of the Immigration Control Act defined trafficking in persons and criminalized all forms of exploitation set forth in article 3 of the Trafficking in Persons Protocol. A national plan of action was adopted in 2004.

### ***Criminal justice response***

The National Police Agency was responsible for investigating cases of trafficking in persons.

From the time the new legislation came into force in 2005 until the end of 2007, 24 people had been convicted of trafficking in persons: 5 were sentenced to prison for less than two years, 12 from two to three years, and the other 7 to more than three years in prison.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter, as well as repatriation assistance, for victims of trafficking.

### ***Additional information***

The National Police Agency in Japan identified 117 victims of trafficking in persons in 2005 and 58 victims in 2006. Seventy of the victims were Filipinos and 58 Indonesians. All the victims identified and given shelter had been trafficked for sexual exploitation.

## **Lao People's Democratic Republic**

### ***Institutional framework***

The offence of "trade and abduction of human beings" was established in the Lao People's Democratic Republic in November 2004. In October 2005, the penal code was amended to include article 134 defining the offence of trafficking in persons and criminalizing all or most of its forms. The National Plan of Action against Trafficking in Persons (2007-2012) was due to be adopted in 2008.

### ***Criminal justice response***

The Lao Anti-Trafficking Unit (LAPTU) was created in 2005 as part of the national law enforcement body with a specific focus on trafficking in persons. Six provincial anti-trafficking units were formed in 2006 and in 2007 LAPTU was transformed into the Anti-Trafficking Division.

A total of 27 cases of cross-border trafficking were investigated in the period 2005-2007, 14 of which had led to convictions.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter, as well as vocational training, for victims of trafficking.

### ***Additional information***

In 2006, state authorities identified 250 girls and 9 boys as victims of trafficking who had been repatriated from Thailand.

## **Malaysia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Malaysia in 2007 with the adoption of the Anti-Trafficking in Persons Act. In addition, Malaysia established the specific offence of child trafficking in its national legislation in 2001. A national plan of action was drafted in 2008.

### ***Criminal justice response***

About 160 persons were convicted of “trafficking and abduction of children” between 2003 and 2006. Most of the persons convicted were involved in child trafficking for sexual exploitation, while two were exploiting children for forced labour. Some 120 of the offenders received a sentence of less than one year of detention, about 30 received a sentence of one to five years and 4 were sentenced to more than five years’ detention.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims of trafficking.

## **Mongolia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Mongolia in February 2008. Before the 2008 legislation was enacted, the offence of “sale or acquisition of humans” was used to prosecute some forms of trafficking in

persons. The National Plan of Action on Commercial Sexual Exploitation and Trafficking in Children was adopted in 2005.

### ***Criminal justice response***

The following criminal justice statistics refer to the offence of “sale or acquisition of humans”. Twenty persons were prosecuted and one was convicted of that offence during 2005–2006 and was sentenced to 10 years’ detention.

### ***Services provided to victims***

State authorities provided legal protection for victims of trafficking.

### ***Additional information***

State authorities identified 31 women as victims of “sale or acquisition of humans” in 2007, compared with 6 in 2004.

## **Myanmar**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Myanmar in 2005. Before the 2005 legislation was adopted, the offences of “kidnapping”, “abduction”, “slavery” and “forced labour” and “prostitution” were used to prosecute some forms of trafficking in persons. A Five-Year National Plan of Action against Trafficking in Persons (2007–2011) and its implementation plan were finalized and awaiting approval by the Cabinet in 2007.

### ***Criminal justice response***

The National Anti-Trafficking Unit was established in June 2004 as part of the Department against Transnational Crime of the Myanmar Police Force.

Authorities reported some 350 to 425 traffickers per year between 2003 and 2007. It was unclear whether those persons were recorded at the investigation, prosecution or conviction stage and for which specific offence.

### ***Services provided to victims***

State authorities provided legal protection, medical and psychosocial support, and housing and shelter, as well as repatriation assistance, for victims of trafficking.

### ***Additional information***

According to the *Report on Myanmar's Efforts to Combat Trafficking in Persons*, 690 victims of trafficking in persons were reported by state authorities (internal, repatriated and foreign) in Myanmar from 2003 to 2007.

The *Myanmar Police Force 2006 Annual Report. Anti-Trafficking Unit* referred only to cases detected by the criminal justice system in Myanmar. It reported that 411 victims had been identified by the national police in 2006. The report also indicated that, in 2006, 11 traffickers and four victims had been involved in internal trafficking.

## **New Zealand**

### ***Institutional framework***

The specific offence of trafficking in persons was established in New Zealand in 2002. The legislation applied a wider interpretation than the Trafficking in Persons Protocol, since the element of exploitation was not required to define a trafficking case. A five-year National Plan of Action against the Commercial Sexual Exploitation of Children was adopted in 2001 and completed in 2006.

### ***Criminal justice response***

The New Zealand Police, Immigration New Zealand and the New Zealand Customs Service are the law enforcement agencies responsible for cases of trafficking. No cases of trafficking in persons were investigated, prosecuted or resulted in conviction during the reporting period.

### ***Services provided to victims***

State authorities and NGOs provide legal protection, temporary residence permits, medical and psychosocial support, and housing for victims of trafficking. No victims of trafficking in persons were identified or given shelter by state authorities during the reporting period.

## **Philippines**

### ***Institutional framework***

The specific offence of trafficking in persons was established in the Philippines in 2003. The legislation criminalized trafficking in persons for purposes of sexual exploitation, forced labour and other forms of exploitation.



### ***Services provided to victims***

State authorities and NGOs provided recovery and reintegration programmes for victims of trafficking.

The NGO Visayan Forum Foundation provided halfway houses and safe houses for victims of trafficking in persons. Its shelters had assisted a total of 2,000 victims each year in 2006 and 2007. All the victims sheltered were Filipinos and had been trafficked for sexual and labour exploitation.

### ***Additional information***

State authorities in the Philippines reported a total of 359 victims of trafficking in persons in 2007—179 girls, 155 women and 25 boys. All the victims had been sexually exploited.

## **Republic of Korea**

### ***Institutional framework***

The specific offence of trafficking in persons was established in the Republic of Korea in 2004. The provisions were included in the Act on the Punishment of Intermediating in the Sex Trade and Associated Acts, which referred to human trafficking only for the purpose of sexual exploitation. Prior to 2004, statutes on kidnapping and sexual exploitation were used to prosecute some forms of trafficking in persons. A National Plan of Action for the Promotion and Protection of Human Rights, which included trafficking in women, was adopted in 2007.

### ***Criminal justice response***

In 2005, 45 men and 3 women were convicted of trafficking in persons in the Republic of Korea. In 2006, the numbers were 41 and 2, respectively.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support and housing and shelter for victims of trafficking.

## Singapore

### *Institutional framework*

Singapore had had specific provisions on trafficking in women and girls in place since 1996, as part of its Women's Charter.

### *Criminal justice response*

The Singapore Police Force had a dedicated unit responsible for investigating sex crimes, including the trafficking of women for commercial sexual exploitation.

Two men and one woman had been convicted and sentenced for the offences of "forced prostitution" and "false pretence" under the Women's Charter. Their sentences ranged from eight months to two years and two months in prison.

### *Services provided to victims*

State authorities provided legal protection, temporary residence permits and medical and psychosocial support for victims of trafficking.

No victims of trafficking in persons were identified or sheltered by state authorities during the reporting period.

## Thailand

### *Institutional framework*

Thailand had had specific provisions in place on trafficking in persons since 1997, although the Measures in Prevention and Suppression of Trafficking in Women and Children Act of 1997 only addressed trafficking in women and children. The Act on the Suppression and Prevention of Human Trafficking criminalized all forms of trafficking, including trafficking in men and boys, and went into effect on 5 June 2008. A national plan of action was adopted in 2003.

### *Criminal justice response*

Two specialized agencies were responsible for the issue of human trafficking in Thailand—the Department of Special Investigations of the Ministry of Justice and the Centre against International Human Trafficking in the Office of the Attorney-General.

The Children, Juveniles and Women Division was established in June 2005 under the Royal Thai Police. The Division had 450 full-time officers and dealt with trafficking in persons matters.

In 2005, eight people were convicted of trafficking in persons in Thailand. In 2006, the figure increased to 22 convictions.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, housing and shelter, and vocational training for victims of trafficking.

### ***Additional information***

Thailand had adopted three different referral mechanisms for victims of trafficking in persons, one at the provincial level, one in foreign countries and one at the central level. The Bureau of Anti-Trafficking in Women and Children was in charge at the central level for identifying victims of trafficking in persons.

Between 2005 and 2007, state authorities identified and repatriated 633 Thai victims who had been trafficked abroad. Of those victims, 253 were repatriated from East Asian countries, 212 from the Middle East, 89 from Southern Africa and 43 from Europe, with smaller numbers from South Asia, the Pacific and other regions.

## **Timor-Leste**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Timor-Leste in 2003.

### ***Criminal justice response***

The Migration Department was responsible for the investigation of immigration crimes, including human trafficking as described in article 81 of the Immigration and Asylum Act.

Four men and one woman were investigated, arrested and prosecuted for trafficking in persons in 2006, and two men and eight women were investigated, arrested and prosecuted in 2007. No convictions were recorded prior to 2007.

### ***Services provided to victims***

NGOs and international organizations provided medical and psychosocial support, and recovery, return and reintegration services for victims of trafficking.

## **Viet Nam**

### ***Institutional framework***

Viet Nam had had specific provisions in place on trafficking in persons since 1999, but the law only addressed trafficking in women and children. A national plan of action was adopted in 2004.

### ***Criminal justice response***

A special anti-human trafficking unit was part of the General Police Department. About 30 officers were involved full-time in combating trafficking in women and children in 2008.

In 2006, 237 people were convicted of trafficking in women and children in Viet Nam, whereas in 2007 the figure had increased to 297. Most received sentences of less than 7 years' imprisonment, although some 30 per cent received sentences of between 7 and 15 years.

### ***Services provided to victims***

State authorities provided temporary residence permits, medical and psychosocial support, and housing and shelter for victims of trafficking.

Social support centres had been established in most of the border provinces to receive and take initial care of victims returned from foreign countries.

### ***Additional information***

Statistics on victims were very limited. Authorities reported the number of victims officially returned from China (422 in 2007), which represented only a fraction of the actual number of victims repatriated.

## **Pacific Islands**

### **Institutional framework**

This section includes information on the Cook Islands, French Polynesia, Kiribati, Micronesia (Federated States of), Nauru, New Caledonia, Niue, Palau, Samoa, Solomon Islands and Tuvalu.

During the years covered by this study, the following countries and specially administered territories had a specific offence of trafficking in persons: the Cook Islands (since 2003), French Polynesia (2003), Kiribati (2005), Nauru (2004), New Caledonia (2003), Niue (2006) and Palau (2005).

Palau is the only country considered in this section with a specific plan of action to fight trafficking in persons.

### **Criminal justice response**

Almost all of the countries and specially administered territories considered in this section recorded no investigations, prosecutions or convictions during the reporting period.

In Palau in 2006, three women and one man were investigated, arrested and prosecuted for trafficking in persons and all were convicted in 2007. One man and one woman were suspected of trafficking in persons in New Caledonia in 2005 and were prosecuted under labour laws. Eight victims were involved in labour exploitation—five locals and three Vietnamese.

### **Services provided to victims**

Almost all of the countries and specially administered territories considered in this section identified no victims. Sixteen adult women were identified as victims of trafficking in Palau in 2006. They had been trafficked from China and the Philippines for sexual exploitation.

## **IX. South and South-West Asia**

The following countries are covered in this section: Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka.

### **Afghanistan**

#### ***Institutional framework***

During the reporting period, the specific offence of trafficking in persons did not exist in the legislation of Afghanistan. A draft law on trafficking in persons was due to be submitted to Parliament in 2008.

#### ***Criminal justice response***

Special units to combat trafficking in persons had been created in the police departments of all the provinces in Afghanistan. In practice, those units had dealt mainly with kidnapping. A new anti-trafficking section in the Criminal Investigation Directorate was established as a coordinating body in 2007.

Owing to the absence of a specific law, no prosecutions and no convictions were recorded in Afghanistan for trafficking in persons during the reporting period. The criminal justice system had used various articles of the penal code to prosecute some forms of trafficking in persons, including the kidnapping of minors. About 370 persons (315 men and 55 women) were convicted of trafficking-related offences in 2005 and 393 persons (371 men and 22 women) in 2006.

#### ***Services provided to victims***

The State provided legal consultation and advocacy, medical and psychological support and treatment, as well as clothing and transportation.

#### ***Additional information***

A referral mechanism for victims of trafficking had been established and included the Ministry of the Interior, the Ministry of Women's Affairs and the

Ministry of Labour and Social Affairs. The Ministry of Women's Affairs had four shelters to accommodate women in situations of distress.

## **Bangladesh**

### ***Institutional framework***

The Suppression of Immoral Traffic Act was introduced in Bangladesh in 1933. The law that was most widely used in the context of human trafficking, the Prevention of Repression against Women and Children Act of 2000, dealt only with the trafficking of women and children for prostitution and other “immoral” purposes. The Government of Bangladesh had established plans of action for the protection of children, including trafficking in children—the National Plan of Action for Children 2004-2009 and the National Plan of Action against Sexual Abuse and Exploitation of Children.

### ***Criminal justice response***

The Police Monitoring Cell for Combating Trafficking in Women and Children of the Bangladesh Police was established in 2004. This law enforcement body consisted of a team of about 15 police officers collecting information and statistics related to trafficking.

From March 2005 to March 2007, 81 people were convicted of trafficking in persons in Bangladesh.

### ***Services provided to victims***

State authorities and NGOs provided legal protection, medical and psychosocial support, and housing and shelter, as well as rehabilitation and vocational training, for victims of trafficking in persons.

According to the *Bangladesh Country Report on Combating Trafficking in Women and Children*, 208 victims of trafficking in persons were identified by state authorities. These victims included 96 women, 86 children and 17 men.

## **Bhutan**

### ***Institutional framework***

Since 2004, the Penal Code of Bhutan (section 154) classified trafficking a person “for any purpose” as an offence. New provisions under the proposed

immoral trafficking act were due to be endorsed by the National Assembly. A draft national plan of action on gender with a section specifically dealing with violence against women was pending with the competent authorities in 2008.

### ***Criminal justice response***

The Royal Bhutan Police established a Woman and Child Protection Unit in January 2006. The Unit initially included 16 police officers. It was set up in Thimphu and it was planned to expand its network throughout the country by setting up women and children desks in district police stations. The Unit worked with NGOs and the National Commission on Women and Children.

No investigations, prosecutions or convictions for trafficking in persons were recorded in Bhutan between 2003 and 2006.

### ***Services provided to victims***

State authorities, NGOs and international organizations provided legal protection, medical and psychosocial support, and housing and shelter for victims of trafficking in persons.

## **India**

### ***Institutional framework***

The Constitution of India specifically prohibited trafficking in human beings and forced labour and India had passed a law criminalizing human trafficking in 1956. The Immoral Traffic in Girls Act was significantly amended in 1978 and renamed the Immoral Traffic (Prevention) Act, which was the primary legislation in the country dealing with human trafficking. A new immoral traffic prevention bill was drafted in 2006.

Apart from the Immoral Traffic (Prevention) Act, a number of sections of the Indian Penal Code were used to punish crimes related to trafficking, such as selling or buying of a minor for prostitution, procuring a minor girl, importation of a girl below 22 years of age and others.

At the national level, in 1998, the Ministry of Women and Child Development developed a National Plan of Action to Combat Trafficking and Commercial Sexual Exploitation of Women and Children. The Ministry of Labour and Employment developed a Protocol on Prevention, Rescue, Repatriation and Rehabilitation of Trafficked and Migrant Child Labour in 2008.



### ***Criminal justice response***

The police force in India was part of the individual states. Each state had designated nodal police officers who acted as the point persons on the issue of human trafficking. In 2007, some states set up multidisciplinary anti-human trafficking units to respond to crimes related to human trafficking.

In 2005, 7,075 persons were convicted of trafficking in persons under the Immoral Traffic (Prevention) Act. In 2006, the figure was 5,201. Additionally, under other sections of the Penal Code, 50 people were convicted of offences related to trafficking in persons in 2005, with 53 such convictions in 2006.

In addition, about 50 to 100 convictions per year were recorded under the Child Marriage Restraint Act between 2003 and 2006.

### ***Services provided to victims***

Under various government programmes, legal protection, medical and psychosocial support, shelter, education and training, and rehabilitation were provided to victims of trafficking in persons.

The Ministry of Women and Child Development in 2001-2002 launched the Swadhar scheme for women in difficult circumstances, including girls and women victims of trafficking. According to the Ministry, 300-500 Swadhar and short-stay homes gave shelter to more than 20,000 women in need, including victims of trafficking, in all of India during the reporting period.

### ***Additional information***

The National Crime Records Bureau was established in 1986 and was the central agency responsible for the maintenance of crime-related records at the national level. There was, however, no centralized database covering victims of trafficking.

## **Maldives**

### ***Institutional framework***

During the reporting period, the specific offence of trafficking in persons did not exist in the national legislation of Maldives. There was a law in force that barred children below the age of 14 from paid or hazardous work. In addition, sexual exploitation and prostitution was illegal and subject to stringent religious and societal sanctions.

### ***Criminal justice response***

All major investigative crimes, including causes of possible human trafficking, were handled by the Serious Crimes Unit.

Because of the absence of a specific provision on human trafficking, no prosecutions or convictions for trafficking in persons were recorded during the reporting period. According to Maldives Police Service, the number of sexual offences reported over the previous six years had ranged between 80 and 422 cases.

### ***Services provided to victims***

No programmes existed just for the protection and support of victims of trafficking during the years considered here. However, programmes that dealt generally with victims of violence did exist.

## **Nepal**

### ***Institutional framework***

The Human Trafficking Control Act was established in Nepal in 1986. The Parliament of Nepal passed a new law, the Human Trafficking (Control) Act, in 2007. The latter was deemed to be more comprehensive and incorporated provisions for the protection and rehabilitation of victims of trafficking. In addition to the Human Trafficking (Control) Act, other laws could be used to punish various forms of trafficking exploitation, such as forced labour, slavery and bonded labour. The National Plan of Action against Trafficking in Children and Women for Sexual and Labour Exploitation was developed in 1998 and approved in 1999.

### ***Criminal justice response***

Specific law enforcement agencies against trafficking in women and children were part of the Women and Children Service Centre, the Department of Immigration, INTERPOL and the courts of Nepal. The Centre was also responsible for collating information relating to crimes against women and children, including trafficking.

From July 2005 to July 2006, 36 people were convicted of trafficking in persons in Nepal. For the previous year, the number was 60.

### ***Services provided to victims***

State authorities and NGOs provided legal protection, medical and psycho-social support, and housing and shelter for victims of trafficking in persons.

### ***Additional information***

From July 2005 to July 2006, a total of 218 victims were identified by state authorities—118 women, 84 girls and 16 boys. The following year, 314 victims were identified—182 women, 50 girls and 82 boys.

There were no consolidated figures covering the nationalities of trafficking victims for the years considered by this study, but, according to the National Rapporteur on Trafficking, almost all the victims were from Nepal. Trafficking for commercial sexual exploitation was the most frequent form of exploitation, followed by forced labour. Other forms of exploitation detected included slavery, sexual slavery and forced labour for the circus.

## **Pakistan**

### ***Institutional framework***

Pakistan introduced the Prevention and Control of Human Trafficking Ordinance in 2002, criminalizing trafficking for sexual exploitation, forced labour, slavery, adoption and other forms of trafficking. The Pakistan National Plan of Action to Combat Human Trafficking was adopted in 2006. The National Plan of Action for Children also included elements dealing with the trafficking of children.

### ***Criminal justice response***

A specific anti-trafficking unit within the Federal Investigation Agency was established by the National Plan of Action. In addition, an inter-agency task force consisting of all law enforcement agencies was established in 2005.

According to the Federal Investigation Agency, there had been 1,826 cases registered under the Prevention and Control of Human Trafficking Ordinance from 2003 to 2006, of which 254 were decided, with 222 persons found guilty and convicted, and 32 acquittals. Most of the convicted persons were Pakistanis, receiving sentences ranging from a few months' imprisonment up to 10 years.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter for victims of trafficking in persons.

## **Sri Lanka**

### ***Institutional framework***

Sri Lanka had had specific provisions in place criminalizing trafficking in persons since 1995. The Convention on Preventing and Combating Trafficking in Women and Children for Prostitution Act was introduced in 2005 and amended in 2006 in order to criminalize all the forms of trafficking set forth in article 3 of the Trafficking in Persons Protocol.

### ***Criminal justice response***

The police department had a Women and Child Bureau in Colombo, which handled cases specifically dealing with women and children, including victims of trafficking in persons.

A total of 14 cases of trafficking in persons were recorded by the police in 2005 and 35 were recorded in 2006. Through June 2007, 16 cases were reported for that year. There were no convictions for trafficking in persons in Sri Lanka between 2005 and June 2007.

### ***Services provided to victims***

State authorities and NGOs provided legal protection, medical and psychosocial support, and housing and shelter for victims of trafficking in persons.

### ***Additional information***

There were no clear statistics on the number of victims identified by state authorities. However, most if not all victims were Sri Lankan, according to the Ministry of Child Development and Women's Empowerment, the Sri Lanka Bureau of Foreign Employment and informal information from NGOs.

## **X. Eastern Europe and Central Asia**

The following countries are covered in this section: Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russian Federation, Tajikistan, Turkmenistan, Ukraine and Uzbekistan.

### **Armenia**

#### ***Institutional framework***

The specific offence of trafficking in persons was established in Armenia in 2003. The new National Plan of Action on Combating Trafficking in Persons for 2007-2009 was approved in December 2007 and followed the previous National Plan of Action for 2004-2006.

#### ***Criminal justice response***

A special police unit on trafficking and illegal migration under the Department for the Fight against Organized Crime was created in 2005. Trafficking in persons and related offences were dealt with chiefly by that department.

In 2005, six women and five men were convicted of trafficking in persons in Armenia. In 2006, the numbers were seven and one, respectively. Sentences were usually between one and five years' imprisonment.

#### ***Services provided to victims***

State authorities provided legal protection, medical and psychological support, and housing and shelter services.

#### ***Additional information***

All the persons convicted of trafficking in persons in 2005-2006 were Armenian except one, who was a citizen of another country of the region.

In 2006, state authorities identified 44 women and 3 men as victims of trafficking in persons, most of them Armenian. The Armenian victims given shelter had been repatriated from Southern Europe, the Middle East and

other countries of Eastern Europe and Central Asia. Foreign victims were trafficked and exploited in Armenia.

## **Azerbaijan**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Azerbaijan in 2005. A national plan of action was adopted in 2004.

### ***Criminal justice response***

The special Unit to Combat Trafficking in Persons in the Ministry of the Interior was established in June 2004. During the reporting period, the Unit had about 50 police officers dedicated to counter-trafficking activities.

In 2006, 88 people were prosecuted for trafficking in persons and 63 of them were convicted. The vast majority were women.

### ***Services provided to victims***

State authorities provided legal protection, temporary visas, medical and psychological support, and housing and shelter.

### ***Additional information***

In 2006, state authorities identified 77 victims who had been trafficked for sexual exploitation and 9 victims trafficked for forced labour. In 2007, the authorities identified 101 victims trafficked for sexual exploitation.

Almost all those convicted were involved in trafficking for sexual exploitation, but one was involved in trafficking for forced labour. Most of the Azeri victims identified were returned from other countries and many were victims of internal trafficking.

## **Belarus**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Belarus in 1999 and the law was amended in 2005 to increase the liability for the crime.

The specific offence of “trafficking in persons” was criminalized by article 181 of the Criminal Code. In addition, other articles of the Criminal Code were also used to prosecute trafficking cases, namely the offences of “exploitation of prostitution” and “involvement in the exploitation of prostitution” (article 171), “stealing persons” (article 182) and “illegal actions directed at job placement abroad” (article 187). Furthermore, article 173, on the involvement of minors in antisocial behaviour, and article 343, on the distribution of pornographic materials, could be used in trafficking in persons cases. A national plan of action was adopted for 2008-2011, following a previous plan of action for 2002-2007.

### ***Criminal justice response***

The Department for Drug Control and Prevention of Trafficking in Persons was part of the Ministry of the Interior. The Department was comprised of a number of special units and operated at the national, regional and district levels.

The following statistics refer to the specific offence of “trafficking in persons” (article 181) and to the related offences of “exploitation of prostitution” and “involvement in the exploitation of prostitution” (article 171), “stealing persons” (article 182) and “illegal actions directed at job placement abroad” (article 187). In 2005, 214 people were prosecuted and 173 convicted, whereas in 2006 174 were prosecuted and 127 convicted. The vast majority of those prosecuted were Belarusian.

### ***Services provided to victims***

State authorities provided legal protection, temporary visas and medical and psychological support.

### ***Additional information***

In 2005, state authorities identified 625 victims of trafficking in persons in Belarus, 61 of them children. Some 365 had been trafficked for sexual exploitation and 260 for forced labour. In 2006, the figure increased to 1,107 victims (222 children), 1,011 trafficked for sexual exploitation and 96 for forced labour.

## **Georgia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Georgia in 2003 and a new provision entered into force in June 2007. A national action plan was adopted in 2006.

### ***Criminal justice response***

The Division to Combat Trafficking in Persons and Illegal Migration in the Ministry of the Interior was established in 2005. A special inter-agency commission for the coordination of activities against human trafficking and to promote efficient implementation of the plan of action, headed by the Prosecutor General of Georgia, was established by the National Security Council on 1 February 2005.

Eight women and three men were convicted of trafficking in persons in 2006, most of them for trafficking for sexual exploitation.

### ***Services provided to victims***

State authorities provided legal protection, temporary visas, medical and psychological support, and housing and shelter.

### ***Additional information***

State authorities identified 18 women and 2 men as victims of trafficking in persons in 2006, most of whom were Georgian.

Most of the Georgian victims were repatriated from Southern Europe and the Middle East. Eight of them had been victims of internal trafficking.

## **Kazakhstan**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Kazakhstan in 2006. The same year, the Government adopted a national action plan against trafficking in persons. Prior to 2006, article 128 of the criminal code (“recruitment of persons for the purpose of exploitation”) and article 133 (“trade in minors”) were used to prosecute some forms of trafficking in persons.

### ***Criminal justice response***

A special anti-human trafficking unit had been established in the Criminal Police Committee of the Ministry of the Interior. In total, 45 officers from various police units were engaged in suppressing trafficking-related offences during the reporting period.



Whereas two people were convicted of trafficking in persons in 2005, in 2006 the figure increased to 11. Three of those convicted received non-custodial sentences; four received sentences of one to five years' imprisonment, with the remaining four receiving 5- to 10-year prison terms.

### ***Services provided to victims***

The State provided legal protection and temporary residence permits for victims of trafficking in persons.

### ***Additional information***

Eight Kazakhs were convicted of trafficking in persons in 2006, as were three more offenders from other parts of the region.

In 2005 and 2006, 14 of the Kazakh victims given shelter by two NGOs were repatriated from the Middle East and one was repatriated from Southern Europe. The other 20 victims had been subject to internal trafficking. A third NGO reportedly gave shelter to six Uzbeks in the Southern Kazakhstan Oblast in 2008.

## **Kyrgyzstan**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Kyrgyzstan in 2003 and the legislation was amended in 2005 in order to criminalize all forms of trafficking set forth in article 3 of the Trafficking in Persons Protocol. Prior to 2003, only the recruitment of persons for the purpose of sexual or other exploitation committed through deception was a criminal offence. A draft state programme to combat trafficking in persons (2008-2010) was under consideration by the Government in 2008.

### ***Criminal justice response***

A special unit to combat kidnapping, trafficking in persons and crimes against foreign nationals was established in 2004 in the Criminal Investigation Department of the Ministry of the Interior. In 2005, a special sector of the State Committee on Migration and Employment was established to combat smuggling of and trafficking in persons.

Twenty-four people were prosecuted for trafficking in persons in 2006, resulting in seven convictions.

### ***Services provided to victims***

The State provided legal protection, temporary residence permits and housing for victims of trafficking in persons.

### ***Additional information***

State authorities identified 104 victims of trafficking in persons in 2006, 70 of them women.

## **Moldova**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Moldova in 2001 and the legislation was amended in 2005 to criminalize all forms of trafficking set forth in article 3 of the Trafficking in Persons Protocol. The amended legislation included a specific provision concerning trafficking in children. A national plan of action was adopted in 2005.

### ***Criminal justice response***

A special section for combating trafficking in persons was established in the Ministry of the Interior in 2000. A specific unit on trafficking in persons was created in 2005 as part of the structure of the Office of the Prosecutor General and the multidisciplinary Centre to Combat Trafficking in Persons was established in the same year.

### ***Services provided to victims***

State authorities provided legal protection, medical and psychosocial support, and housing services. The Ministry of the Family, Youth and Children coordinated victim identification, reintegration and rehabilitation through multidisciplinary teams consisting of representatives of different state authorities and NGOs set up in each district.

### ***Additional information***

State authorities identified 251 adult and 47 child victims of trafficking in persons in 2006, a slight increase from the year before.

During the reporting period, about 10 cases of trafficking for the purpose of organ removal were investigated in Moldova.

## Russian Federation

### *Institutional framework*

The specific offence of trafficking in persons was established in the Russian Federation in 2003, when article 127-1 (on trafficking in persons) and article 127-2 (on the use of slave labour) were introduced into the criminal code by Law No. 162. The offence covered all the forms of exploitation set forth in article 3 of the Trafficking in Persons Protocol. In 2008, a draft law amending article 127-1 of the criminal code was submitted to the State Duma of the Federal Assembly. In addition, other articles of the criminal code were also used to prosecute cases of trafficking in persons, such as “forcing to engage in prostitution” (article 240), and “organization of prostitution” (article 241) and the article criminalizing the production and distribution of illegal pornographic material (article 242). In addition, the Federal Law on State Protection of Victims, Witnesses and Other Parties to Criminal Proceedings was specifically adopted to prosecute cases of trafficking in persons.

### *Criminal justice response*

The Ministry of the Interior is the leading institution in combating trafficking in persons in the Russian Federation through the Department for Maintaining Social Order, the Department for Combating Organized Crime and Terrorism, the Department for Criminal Investigation and the Investigations Committee.

In 2006, state authorities detected 106 cases of trafficking in persons (article 127-1) and in 2007 112 cases. Small numbers of forced labour (article 127-2) cases were also registered for both years. For the same years, 584 and 655 cases of forcing to engage in prostitution (article 240) were detected. Additionally, during 2006 and 2007, authorities detected about 3,000 cases under the offence of “organization of prostitution” and more than 6,000 cases under the offences concerning the production and distribution of illegal pornographic material.

### *Services provided to victims*

Assistance was offered to victims of violence and trafficking by government institutions and by institutions established and operated by women's NGOs. The latter had set up 50 crisis centres in various cities across the country to provide assistance to women, working in close cooperation with law enforcement agencies and local authorities.

A rehabilitation centre for victims of trafficking (Russian nationals who had returned from destination countries and citizens of Central Asia, Eastern Europe and other countries who had been exploited in the Russian Federation) was opened in Moscow in April 2007, offering comprehensive medical and psychological assistance and other services.

## **Tajikistan**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Tajikistan in 2004 and the law was amended in January 2008 to include trafficking for the purpose of organ removal. In 2006, the Government adopted a national plan of action against trafficking in persons for 2006-2010.

### ***Criminal justice response***

The special Unit to Combat Racketeering, Kidnapping and Human Trafficking was established in April 2004 as part of the Department for the Fight against Organized Crime of the Ministry of the Interior. In 2007, the Unit had some 17 full-time police officers.

In 2005, 62 women and 17 men were prosecuted for trafficking in persons, resulting in 48 convictions. In 2006, 58 people were prosecuted (40 women) and 47 convicted.

### ***Services provided to victims***

The State provided legal protection and medical and psychosocial support for victims of trafficking in persons.

### ***Additional information***

Whereas the state authorities identified 151 victims of trafficking in persons in 2005, the number decreased to 82 in 2006. The vast majority of the victims identified were women.

In 2005 and 2006, all those convicted of trafficking in persons offences were Tajik citizens. Victims of trafficking identified by state authorities in 2005 and 2006 were all Tajik citizens returned from the Middle East and all were victims of sexual exploitation.

## **Turkmenistan**

### ***Institutional framework***

A law on combating trafficking in persons was adopted in Turkmenistan and entered into force in December 2007, but the law did not specifically establish trafficking in persons as an offence.

### ***Criminal justice response***

Turkmenistan had no specific police unit for combating trafficking in persons, though the State Service for Registration of Foreigners is the de facto lead agency in the fight against trafficking in persons.

During the reporting period, no prosecutions or convictions for trafficking in persons were recorded in Turkmenistan. One case of sexual exploitation was prosecuted in 2005 and concluded with a conviction.

### ***Services provided to victims***

There was no official referral mechanism in place for victims of trafficking in persons.

Between 2003 and 2006, there were no victims of trafficking in persons identified by state authorities.

## **Ukraine**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Ukraine in 1998. The Criminal Code was amended and in 2001 the new offence of trafficking in persons was established under article 149 of the Code. Article 149 was amended in 2006. A National Plan of Action had been adopted for the period 2007-2010.

### ***Criminal justice response***

The Department for Combating Human Trafficking of the Ministry of the Interior was created in 2005. Regional branches, divisions and units of the Department had been established in all regions of Ukraine. The Security Service of Ukraine also worked closely with the relevant authorities responsible for coordinating anti-trafficking activities in Ukraine.

In 2005, 115 people were convicted of trafficking in persons. In 2006, that number decreased to 86.

### ***Services provided to victims***

State authorities provided legal protection, medical and psychological support, and housing and shelter. Housing allowances, micro-enterprise grants, educational grants, vocational training and physical therapy were also provided by the State and NGOs, as well as by IOM.

### ***Additional information***

State authorities identified 485 victims of trafficking in persons in 2005, 39 of them children. In 2006, of 445 victims identified 52 were children.

## **Uzbekistan**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Uzbekistan in April 2008. Prior to that law, article 135 of the criminal code (1994) provided for criminal liability for the “recruitment of persons for the purpose of sexual or other exploitation”. In early 2008, a draft plan of action to combat trafficking in persons was submitted to the Cabinet of Ministers for approval.

### ***Criminal justice response***

The Special Unit to Combat the Illegal Recruitment and Exploitation of Persons was established in April 2004 as part of the Ministry of the Interior, with branches set up at the regional and local levels nationwide.

A special unit also existed in the Ministry of the Interior for the prevention of offences related to the recruitment of persons for purposes of exploitation and offences against morality, with branches at the regional and local levels.

In 2006, 122 women and 90 men were prosecuted for “recruitment of persons for the purpose of sexual or other exploitation”, resulting in 181 convictions. Of those convicted, 111 received non-custodial sentences.

### ***Services provided to victims***

State authorities provided legal protection for victims of trafficking in persons.

### ***Additional information***

The number of victims identified by state authorities had increased rapidly in Uzbekistan. In 2003, a total of 139 victims were identified, increasing to 217 in 2004, 393 in 2005 and 584 in 2006. Most of the victims identified were adults.

## **XI. Western and Central Europe**

The countries covered in this section are: Albania, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and United Kingdom of Great Britain and Northern Ireland. Kosovo\* is also covered in this section.

### **Albania**

#### ***Institutional framework***

The specific offence of trafficking in persons had existed in Albania since 2001 and a national plan of action on trafficking in persons was adopted in 2005.

#### ***Criminal justice response***

The sector against illicit trafficking in the General Directorate of the State Police dealt with all forms of trafficking, including narcotics, vehicles, weapons and human trafficking. Thirteen officers were assigned full-time to the policing of human trafficking in 2007.

In 2006, 56 people were convicted of trafficking in persons in Albania, two of them women.

---

\*All references to Kosovo in the present publication should be understood to be in compliance with Security Council resolution 1244 (1999).



### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial services, and housing and shelter to support victims of trafficking in persons.

### ***Additional information***

State authorities identified 69 victims of trafficking in persons in 2006—31 girls, 29 women and 9 boys. Of these, 57 were victims of trafficking for sexual exploitation, with the remaining 12 split between trafficking for forced labour and begging.

The Government of Albania introduced new anti-trafficking structures at the national and local levels in 2006. The authority responsible for the national referral mechanism was established following a joint order of the Minister of the Interior, the Minister of Foreign Affairs and the Minister of Labour, Social Affairs and Equal Opportunities.

## **Austria**

### ***Institutional framework***

The specific offence of trafficking in persons had existed in Austria since May 2004. The offence of trafficking in human beings was specifically criminalized under article 104a of the Austrian penal code. Some forms of trafficking in persons were prosecuted prior to 2004 under article 217 of the criminal code, referred to as the offence of “exploitative human smuggling”. Before and after 2004, some forms of trafficking were also prosecuted under the offences of “cross-border dealings in prostitution” (article 217), “paid negotiation of sexual contacts with minors” (article 214), “exploitation of aliens” (article 166 of the Aliens Police Act) and others. The latest national plan of action was adopted in 2007.

### ***Criminal justice response***

The Austrian Federal Criminal Intelligence Service had a special Central Service for Combating Trafficking in Human Beings and Illegal Immigration as well as an Office for Organized Crime, which also dealt with trafficking cases. The Central Service for Combating Trafficking in Human Beings and Illegal Immigration led and coordinated services of law enforcement authorities and agencies as well as investigations in the area of criminal and security police investigations.

In 2007, 33 people were convicted of trafficking in persons for “cross-border dealings in prostitutes” and “exploitation of aliens”.

### ***Services provided to victims***

State authorities provided temporary residence permits for victims of trafficking in persons.

### ***Additional information***

Children, both boys and girls, given shelter by state authorities in Vienna ranged from 100 to 700 per year during the reporting period. The authorities estimated that approximately two thirds of the sheltered children were victims of human trafficking. East Asians, South-Eastern Europeans and persons of other nationalities were recorded among those given shelter.

## **Belgium**

### ***Institutional framework***

The specific offence of “trafficking in and smuggling of human beings” had existed in Belgium since 1995. The law was amended in 2005 to make a clearer distinction between smuggling and trafficking in human beings. Under the new law, trafficking in human beings became an autonomous offence in the Belgium Criminal Code.

### ***Criminal justice response***

A Central Unit on Trafficking in Human Beings was created in 1992 and integrated into the Federal Judicial Police and the General Directorate of the Federal Judicial Police. The Unit was part of the Directorate of Crimes against Persons. A Board of Prosecutors General was set up by the law of 4 March 1997 in order to coordinate the implementation of the criminal policies embodied in the directives of the Minister of Justice.

Criminal justice statistics concerning trafficking in persons and the smuggling of migrants were aggregated into a single databank. Consequently, it was necessary to handle those data with caution because information on cases of trafficking in human beings and cases of smuggling in human beings was combined.

In 2005, 281 people were convicted of trafficking in persons and smuggling of migrants in Belgium. Almost half of them received non-custodial sentences, with another 202 receiving prison sentences of one to five years.

### ***Services provided to victims***

State authorities provided legal temporary or unlimited residence permits to victims on certain conditions.

### ***Additional information***

According to the Immigration Office, in 2006, 87 female and 73 male victims of trafficking in persons and smuggled migrants were identified by state authorities.

## **Bosnia and Herzegovina**

### ***Institutional framework***

The specific offence of trafficking in persons had existed in Bosnia and Herzegovina since 2003. The definition of trafficking in human beings was amended in 2005. Three state plans of action had been developed in Bosnia and Herzegovina since 2001. The current plans of action covered the period 2008-2012.

### ***Criminal justice response***

A specialized team dedicated to investigating cases of trafficking in human beings was established within the State Investigation and Protection Agency in 2004. Thirty-two officers were assigned full-time to the policing of human trafficking in 2007.

In 2005, 17 persons were indicted for trafficking in persons. In 2006, 23 persons were convicted in first instance for trafficking in persons.

### ***Services provided to victims***

State authorities provided legal protection and temporary residence permits for foreign victims of human trafficking. Medical and psychosocial services and housing and shelter were provided by authorized NGOs, with the financial support of the State.

### ***Additional information***

All the victims identified in 2005 and 2006 were trafficked for the purpose of sexual exploitation, with the exception of three victims who were exploited for forced labour. Just one of the Bosnian victims identified in the reporting period was repatriated. That victim had been trafficked in Western Europe.

The number of victims identified by the police and given shelter by NGOs was around 50 in 2003 and slightly more in 2004. During the reporting period, the authorities recorded a slight decreasing trend in the number of foreign victims and a drastic increase in domestic trafficking.

## **Bulgaria**

### ***Institutional framework***

In 2002 amendments to the special section of the Bulgarian Penal Code, entitled "Trafficking in human beings" was made to the chapter "Crimes against persons". The new section specifically criminalized trafficking in human beings for sexual exploitation, forced labour and other purposes. In 2006, the offence of trafficking in pregnant women for the purpose of selling babies was introduced into the Penal Code (article 159a). A National Programme for Prevention and Counteraction of Trafficking in Human Beings and Protection of Victims was adopted every year.

### ***Criminal justice response***

A specialized trafficking in human beings section had been set up in the Chief Directorate Combating Organized Crime.

In 2006, 71 people were sentenced for trafficking in persons in Bulgaria. In 2007, the figure increased to 85.

### ***Services provided to victims***

Legal protection, temporary residence permits, medical and psychosocial services, and housing and shelter were provided by the State to support victims of trafficking in persons.

### ***Additional information***

State authorities identified 340 victims of trafficking in persons in 2006. Of these, 263 were women and 61 were girls. In 2007, 288 victims were identified, 235 of them adults and the rest children.

A national referral mechanism for victims of trafficking was under development in Bulgaria. The National Commission for Combating Trafficking in Human Beings maintained a central database on trafficking victims.

About 50 of the traffickers convicted in 2006 received a sentence of up to 3 years' imprisonment and 9 received a sentence of between 3 and 15 years in prison.

## **Croatia**

### ***Institutional framework***

The specific offence of trafficking in persons had existed in Croatia since 2004. The provisions concerning the offence were amended in 2007 to broaden the criminal liability of offenders. The National Programme for Suppression of Trafficking in Persons 2005-2008 was adopted in 2004. Each year a national plan of action on human trafficking was adopted by the Government.

### ***Criminal justice response***

All 20 police districts in Croatia had specialized police officers dealing with trafficking in human beings.

According to the Office for Human Rights of the Government of Croatia, 20 persons had been prosecuted for trafficking in persons and slavery (16 from Croatia, 3 from Bosnia and Herzegovina and one stateless person).

### ***Services provided to victims***

In December 2007, a cooperation agreement was signed between the Office for Human Rights and the PETRA Network. In June 2008, within the 2004 CARDS project of the European Union entitled "Combating trafficking in human beings", a cooperation protocol was signed between the Ministry of the Interior, the Ministry of Health and Social Welfare and civil society organizations, with a view to providing assistance and protection to victims of human trafficking.

### ***Additional information***

State authorities identified 15 victims of trafficking in persons in Croatia in 2007, 12 of whom were women.

## Cyprus

### *Institutional framework*

The specific offence of trafficking in persons for sexual exploitation had existed in Cyprus since 2000. New legislation was adopted in 2007 covering all of the other forms of trafficking set forth in article 3 of the Trafficking in Persons Protocol. Prior to 2007, some forms of trafficking in persons were prosecuted under other offences such as sexual exploitation and procuring and living off the earnings of prostitution. A Plan of Action for the Coordination of Actions on Combating Trafficking in Human Beings and Sexual Exploitation of Children was adopted in 2005.

### *Criminal justice response*

The Office of Combating Trafficking in Human Beings had been operating since 2004 at the headquarters of the Cyprus police.

In 2006, 114 people were investigated for offences related to trafficking in persons (sexual exploitation and procuring and living off the earnings of prostitution).

### *Services provided to victims*

State authorities provided legal protection, temporary residence permits for victims or witnesses, medical and psychosocial services, and housing and shelter to support victims of trafficking in persons.

### *Additional information*

All 136 victims given shelter in 2004-2006 were women trafficked for sexual exploitation because the law at that time referred only to sexual exploitation as a form of trafficking.

## Czech Republic

### *Institutional framework*

The specific offence of trafficking in persons had existed in the Czech Republic since 2002. The criminal code was amended in 2004 to include trafficking for forced labour as well as for other forced services.

### ***Criminal justice response***

A special Human Trafficking Department in the Organized Crime Unit of the Bureau of Criminal Police and Investigation Service of the Police of the Czech Republic dedicated to investigating human trafficking had been in operation since 1996. A special Forced Labour Section was created in 2006.

According to the Czech Ministry of Justice, 14 men and 6 women were convicted of trafficking in persons in 2005, whereas in 2006 the figure decreased to 1 man and 1 woman.

### ***Services provided to victims***

A special programme to support and protect victims of trafficking in human beings was created in 2003. The system provided care and protection, including shelter, food, legalization of stay, medical, psychological, legal and educational assistance, and work permits. The Social Services Act (in force since January 2007) also provided the possibility of services such as shelter, which were usually provided by NGOs.

### ***Additional information***

State authorities identified 43 victims of trafficking in persons in 2005 and 72 in 2006.

A referral mechanism for those identified as victims of trafficking in persons had been operating since 2003.

All persons convicted of trafficking in 2005-2006 had subjected their victims to sexual exploitation.

## **Denmark**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Denmark in 2002. The latest plan of action to combat human trafficking was adopted in 2007 to cover the period 2007-2010. The plan included all victims of trafficking in persons, whereas the previous plan of action focused only on women trafficked for sexual exploitation.

### ***Criminal justice response***

The National Centre for Investigation of the Danish National Police carried out national and systematic monitoring of, among other crimes, trafficking in human beings.

Three people were convicted of trafficking in persons in Denmark in 2006, with the figure rising to eight in 2007.

### ***Services provided to victims***

Victims trafficked for prostitution had the option of staying in a crisis centre that suited their specific situation and they were granted a period of reflection to consider whether to cooperate with the police. The Danish Immigration Service, in collaboration with the Centre against Human Trafficking, offered health treatment, psychological support, legal assistance and social-pedagogical assistance to victims during their stay.

### ***Additional information***

According to national authorities, most of the trafficking that occurred in Denmark was trafficking in women for prostitution. However, a few examples of trafficking in children had also been recorded.

## **Estonia**

### ***Institutional framework***

During the reporting period, the legislation of Estonia did not include a specific offence of trafficking in persons. Other articles in the penal code, such as enslavement, abduction, unlawful deprivation of liberty, aiding prostitution (pimping) and removal of organs, were used to criminalize some forms of trafficking. A national plan of action (development plan) dealing with trafficking in persons was adopted in 2006.

### ***Criminal justice response***

A specific police unit within the Northern Police Prefecture dealt with offences related to trafficking in human beings. Given that there was no legislation specifically criminalizing trafficking in persons, no prosecutions and no convictions were recorded during the reporting period.

According to the statistics, the police in Estonia registered 135 cases in 2006 and 136 cases in 2007 related to human trafficking. In 2006, 84 persons were convicted of committing crimes related to human trafficking, 77 persons in 2007 and 76 persons in the first half of 2008.



### ***Services provided to victims***

Trafficked women as well as victims of forced prostitution were assisted by social and psychological rehabilitation centres. Victim support programmes and services included temporary residence permits provided by the State and legal protection, medical and psychological support, and housing and shelter provided by NGOs.

### ***Additional information***

An anti-trafficking hotline had been in operation since 2004. It advised some 300 people each year on how to work or study safely abroad, how to avoid trafficking and so on.

## **Finland**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Finland in 2004. Some forms of trafficking were prosecuted under “aggravated pandering”, “aggravated arrangement of illegal entry” and “usury type of discrimination at work”. The first National Plan of Action against Trafficking in Human Beings was adopted in 2005. A revised version was adopted on 25 June 2008.

### ***Criminal justice response***

The National Bureau of Investigation had specific officers dealing full-time with cases of trafficking in persons. The first prosecutions for trafficking in persons during the reporting period occurred in 2006 in one case against seven persons (six males and one female), two of whom were Finnish citizens and five Estonians. All seven persons were convicted in 2006, with each found guilty in district court of at least aggravated trafficking in persons for sexual exploitation. Another male was found guilty of pandering in the same case. The sentences varied from one to five years' imprisonment.

### ***Services provided to victims***

State authorities (two state reception centres) provided legal and other counselling, crisis therapy, social and health-care services, interpreter services and other support services, accommodation or housing, social assistance and other necessary care, and support for a safe return. State authorities also

provided for periods of reflection as well as temporary and continuous residence permits. The reception centres could organize the services and support measures themselves or outsource them to public or private service providers such as NGOs. Furthermore, municipalities were responsible for victims having official residence in their municipality.

### ***Additional information***

There had been a system of assistance for victims of trafficking since 2005, coordinated and provided by two reception centres (maintained by the State) for asylum-seekers. The system was formalized by an amendment to the Act on the Integration of Immigrants and Reception of Asylum Seekers (493/1999) at the beginning of 2007. Data existed from 2005 onwards.

Since 2005 a total of 20 victims had been assisted by the Joutseno Reception Centre and 11 (minors) by the Oulu Reception Centre. They had been exploited for forced labour and sexual purposes and some of the victims had been transit cases. There had been victims from Africa, South America, East Asia, Eastern and Central Europe and the Middle East.

## **France**

### ***Institutional framework***

The specific offence of trafficking in persons was established in France in 2003 by article 225-4-1 of the French Criminal Code. The definition of the offence criminalized all forms of trafficking set forth in article 3 of the Trafficking in Persons Protocol, with the exception of trafficking for the purpose of the removal of organs and for servitude.

French authorities also used other articles in the Criminal Code to prosecute trafficking cases, in particular the offence of “procuring” (articles 225-5 to 225-12 of the Code), and the offences of “working and living conditions which infringe human dignity” (articles 225-13 to 225-16).

### ***Criminal justice response***

According to the French authorities, during the reporting period the cases of trafficking in persons prosecuted under the offence of trafficking of human beings (article 225-4-1) were very limited. Human trafficking cases were mostly prosecuted under the offences of “procuring” in cases of sexual exploitation and “working and living conditions which infringe human dignity” in the cases of trafficking for forced labour.

The Central Office for the Suppression of Human Trafficking handled cases of trafficking in persons for sexual exploitation and prostitution. The Office had 32 officers assigned full-time to the policing of trafficking in persons in 2007.

In 2006, 462 men and 283 women were prosecuted for “procuring” in France.

The Central Office for Combating Illegal Employment handled cases of trafficking in persons for forced labour under the offences of “working and living conditions which infringe human dignity”. In total about 100 cases per year of various forms of trafficking for forced labour were investigated in 2006 and 2007. From January to September 2008, 32 cases involving 55 presumed offenders were investigated under the offence.

### ***Services provided to victims***

Legal protection and temporary residence permits for victims and witnesses of trafficking were provided by the State.

### ***Additional information***

The Central Office for the Suppression of Human Trafficking registered 1,218 victims of “procuring” in 2006, 1,109 of whom were women. The numbers were similar in 2005. For these two years, on aggregate, just over one quarter of the victims were French, with other victims coming mainly from West-Central Africa and South-Eastern Europe.

## **Germany**

### ***Institutional framework***

The specific offence of trafficking in persons had existed in Germany since 1973. The criminal code was amended in 2005 to include the exploitation of persons as workers in the existing definition of human trafficking.

### ***Criminal justice response***

The investigation of human trafficking cases was the responsibility of the police units in each state (*Land*). Prosecutors who specialized in investigating organized crime also handled human trafficking cases.

In 2006, 150 people were convicted of trafficking persons in the Western part of Germany and East Berlin. Of these, 29 were women. Almost two thirds received prison sentences of one to five years.

### ***Services provided to victims***

Legal protection for victims of trafficking was provided by the State and NGOs.

### ***Additional information***

The above statistics on convictions related to final decisions where trafficking in persons was the most serious offence (after appeal possibilities had been exhausted). Eleven of the persons convicted in 2006 were guilty of trafficking for forced labour, with the remainder involved in trafficking for sexual exploitation.

In 2005, 642 victims of trafficking were identified by state authorities in Germany, increasing to 775 in 2006. In both years, some 9 per cent of the victims were children. All the victims identified had been subjected to sexual exploitation.

## **Greece**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Greece in 2002. A national plan of action to combat trafficking in human beings was adopted in 2006.

### ***Criminal justice response***

At the central (strategic) level, an anti-trafficking group had been operating in the Public Security Division of Hellenic Police Headquarters since 2002. At the regional (operational) level, the Hellenic Police had up to 16 anti-trafficking groups, one in each General Police Division of the country and two sections in the Security Divisions of Attica and Thessaloniki.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, medical and psychosocial services, and housing and shelter to support victims of trafficking in persons. NGOs also offered medical and psychosocial support and housing and shelter.

### ***Additional information***

In 2006, state authorities identified 83 victims of trafficking in persons in Greece, more than 90 per cent of whom were women. In 2007, however, a

total of 100 victims were identified—64 women, 31 men and 5 children. For the period 2005–2007, more than 30 per cent of victims were Romanian, almost 25 per cent Russian and some 20 per cent Bulgarian.

## **Hungary**

### ***Institutional framework***

The specific offence of trafficking in persons had existed in Hungary since 1998.

### ***Criminal justice response***

The National Investigation Bureau was the special unit responsible for handling cases of trafficking in human beings, terrorism, drug trafficking, money-laundering and other economic crimes. Twenty officers were assigned full-time to the policing of human trafficking in 2007.

In 2005, 16 men and 8 women were convicted of trafficking in persons in Hungary. In 2006, the figures decreased to five and one, respectively.

### ***Services provided to victims***

State authorities provided legal protection, temporary residence permits, financial support for schooling, repatriation assistance, medical and psycho-social services, and housing and shelter to support victims of trafficking in persons. NGOs also offered shelter and housing support.

### ***Additional information***

State authorities identified 28 victims of trafficking in persons in 2005. Of the victims, 16 were women, 6 girls, 5 boys and 1 man. In 2006, four women and four girls were identified. All the victims identified in 2005 and 2006 were Hungarian.

There was an official system for referring identified victims of trafficking in persons to the Victim Support Authority, which was responsible for support services.

## **Iceland**

### ***Institutional framework***

During the considered period, Iceland's General Penal Code criminalized trafficking in persons in 2003 (article 227a). The Minister of Justice

submitted a new bill in 2007 to the Icelandic Parliament and a new provision on trafficking in human beings was then under consideration in accordance with the Trafficking in Persons Protocol.

### ***Criminal justice response***

The Sexual Crime Unit of the Metropolitan Police investigated cases of trafficking in persons. No prosecutions and no convictions for human trafficking were recorded in Iceland during the reporting period.

### ***Services provided to victims***

During the years considered, there was no de jure provision for government assistance to victims of human trafficking. Municipal social services and medical care were available to victims just as they were to other citizens and foreigners. In cases involving unaccompanied children, municipal and state child protection services were responsible for providing assistance. The national and local governments could also refer victims to NGOs that provided shelter, legal advice and health care.

## **Ireland**

### ***Institutional framework***

Ireland had had specific provisions on international child trafficking as part of its criminal code since 1998. A human trafficking bill entered into force in 2007 with a definition of trafficking in persons that criminalized all the forms of trafficking set forth in article 3 of the Trafficking in Persons Protocol.

### ***Criminal justice response***

The Garda National Immigration Bureau had an investigation unit that focused specifically on trafficking in persons cases.

### ***Services provided to victims***

State authorities provided medical and psychosocial support, and housing and shelter to victims of trafficking in persons.

### ***Additional information***

According to authorities, very few victims of trafficking had been identified.

## Italy

### ***Institutional framework***

The specific offence of trafficking in persons was established in Italy in 2003 (article 601 of the penal code). Before and after 2003, some forms of trafficking in persons were prosecuted under the offences of “slavery” (article 600) and “trade in slaves” (article 602).

### ***Criminal justice response***

According to the Italian criminal procedure code, investigations of human trafficking were conducted by the local anti-mafia bureaux and coordinated by the National Anti-Mafia Bureau.

According to competent authorities, trafficking in persons cases had been prosecuted under the offences of “trafficking in persons” (article 601), “slavery” (article 600) and “trade in slaves” (article 602). During the reporting period, the same offenders could have been prosecuted for multiple charges simultaneously. As a consequence, the population of offenders probably overlapped to some extent.

In 2006, 580 people were prosecuted under article 600 (“slavery”). In 2007, the figure decreased to 360 people. Under “trafficking in persons” (article 601), 217 people were prosecuted in 2006, with the figure decreasing to 148 persons in 2007. Finally, 49 people were prosecuted for “trade in slaves” (article 602) in 2006, down to 33 people in 2007.

### ***Services provided to victims***

Legal protection, temporary residence permits for victims and witnesses, medical and psychosocial services, and housing were provided by the State.

### ***Additional information***

Law enforcement authorities in Italy identified 178 victims of “trafficking in persons” in 2006—160 adults and 18 children. In 2007, the figure decreased to 69 adults and 1 child. A large proportion of the victims identified were Romanian. Additionally, about 300 adult and 50 child victims per year were identified under “slavery” during the reporting period (2003-2007), and some 5 to 20 victims per year were identified under “trade in slaves”.

Through the Immigration Law (legislative decree 286/98), the Social Assistance and Integration Programme for trafficked persons had been operating

under the Ministry for Equal Opportunity since the year 2000. Even though no official national referral mechanism was currently functioning, an operational system for the referral of identified victims had been established by the institutions (municipalities, provinces and regions) and accredited NGOs that provided a wide range of assistance and support services as part of the above-mentioned programme. According to the Immigration Law (article 18), once a victim was identified as such by the competent authorities, she or he could pursue either the judicial procedure (“judicial path”) or the social procedure (“social path”): while the first entailed cooperation with law enforcement agencies, the latter required only the submission of a “statement” (containing provable key information) by an accredited NGO or by the social services of a local authority on behalf of the victim. Both procedures granted the issuance of a renewable temporary residence permit for humanitarian reasons that could eventually be converted into a residence permit for study or for work.

Between 2003 and 2006, about 950 foreign victims per year were granted a residence permit for humanitarian reasons.

Owing to the lack of a national shared database on victims of trafficking, the recorded cases of trafficking possibly overlapped to some extent. A central database on victims of trafficking in persons had been designed and was due to be adopted soon to harmonize the different Italian sources of information.

## **Latvia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Latvia in 2002. In addition, the offence of sexual exploitation of women abroad was already criminalized in the year 2000 when the section on “compelling engaging in prostitution” and “sending a person for sexual exploitation” were introduced into the Latvian Penal Code. A national plan of action was adopted for the years 2004-2008.

### ***Criminal justice response***

A specialized police unit to investigate cases of trafficking in human beings was established in 2003.

In 2006, 26 persons (12 males and 14 females) were brought into initial formal contact with the police and criminal justice system for the offence of



trafficking in persons. Prosecutions against all 26 commenced in 2006, with all of the cases related to trafficking for the purpose of sexual exploitation. In addition, 36 persons accused of trafficking for sexual exploitation were sentenced in 2006.

### ***Services provided to victims***

Legal protection, temporary residence permits, medical and psychosocial support, and housing and shelter were available for victims of trafficking in persons and were provided by the State and NGOs. Medical, psychosocial and other necessary care, protection and support, as well as housing and the return of victims, were financed from the state budget and were provided by NGOs. Twelve victims of human trafficking received state-funded social rehabilitation in 2007.

### ***Additional information***

All of the victims serviced by state-funded programmes were Latvian and had been subjected to sexual exploitation. Most victims were repatriated from Northern, Southern and Western Europe. Those who were not repatriated could have been victims of domestic trafficking.

## **Lithuania**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Lithuania in 1998. The Programme for the Prevention and Control of Trafficking in Human Beings for the period 2005-2008 was adopted in 2005, and followed the previous programme covering the period 2002-2004. The programme for 2009-2012 was in preparation in 2008.

### ***Criminal justice response***

The Criminal Police Bureau investigated cases of trafficking in persons.

In 2005, 10 men and 2 women were convicted of trafficking in persons, whereas in 2006, the figure fell to 3 men.

By the end of 2007, prosecutors had supervised 28 investigations related to human trafficking in Lithuania.

### ***Services provided to victims***

Legal protection, temporary residence permits for victims and witnesses, medical and psychosocial support, and housing and shelter services were provided to victims of trafficking.

### ***Additional information***

State authorities identified 12 women and 1 girl who had been victims of trafficking in persons in Lithuania in 2005. In 2006, the figure increased to 24 women and 3 girls.

A central database on victims of trafficking was administered by the Ministry of the Interior.

## **Luxembourg**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Luxembourg in 2005, but not all the forms of exploitation set forth in article 3 of the Trafficking in Persons Protocol were considered in the legislation. The inclusion in the penal code of trafficking for forced labour, removal of organs and child trafficking was under consideration by Parliament in 2008.

### ***Criminal justice response***

Nine cases of trafficking were investigated and prosecuted during the reporting period, all concerning sexual exploitation. Five of these cases concluded with a sentence, and one of the five involved a child victim.

### ***Services provided to victims***

Only a few victims of trafficking had been identified in Luxembourg. Most female victims were from West Africa and South-Eastern Europe. No minors were encountered during police investigations.

## **Malta**

### ***Institutional framework***

The specific offence of trafficking in human beings was established in Malta in 2002. Articles 248A and following of the Criminal Code, Chapter 9 of the

Laws of Malta, addressed trafficking for sexual exploitation, forced labour and other forms of trafficking, with no restriction concerning the profile of the victim.

### ***Criminal justice response***

Issues regarding trafficking in persons for the purpose of exploitation in the production of goods or provision of services, in prostitution or in the removal of organs were dealt with by the Criminal Investigation Department.

In spite of five people having been prosecuted for trafficking in persons in 2006 and six people in 2007, there were no convictions for the offence in Malta during those two years.

### ***Services provided to victims***

The State provided legal protection, temporary residence permits and medical and psychosocial support, while housing and shelter existed to support victims of trafficking in persons who cooperated with the law enforcement authorities.

### ***Additional information***

State authorities identified one victim of trafficking in persons in 2006 and seven in 2007. All the victims were women and all had been trafficked for sexual exploitation. Victims originated from Eastern Europe and South-Eastern Europe.

## **Montenegro**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Montenegro in 2003, through article 444 of the Criminal Code. In addition, articles 445 and 446 accordingly criminalized trafficking in children for adoption and subjection to slavery.

### ***Criminal justice response***

Two men were convicted of trafficking in persons in 2006. In 2007, two women and one man were convicted.

### ***Additional information***

In 2005, state authorities identified four men, four women and one girl as victims of trafficking in persons in Montenegro and in 2006 one woman was identified. Four of the victims were Ukrainian, two Montenegrin, two from non-specified countries in South-Eastern Europe and two of unknown origin.

The Office of the National Coordinator for the Fight against Trafficking in Human Beings, in cooperation with the Organization for Security and Cooperation in Europe, signed a revised agreement on mutual cooperation with the Supreme State Prosecutor, the Ministry of Labour, Health and Social Welfare, the Ministry of Education and Science, the Police Directorate and three local NGOs to improve cooperation in the field of prevention, education and prosecution of traffickers and the protection of potential victims of trafficking in human beings.

## **Netherlands**

### ***Institutional framework***

Trafficking in persons was criminalized in the Netherlands in 1911. The previous article 250a of the Criminal Code was replaced by a new and extended article 273a on 1 January 2005 that criminalized all of the forms of trafficking set forth in the Trafficking in Persons Protocol and more. A national plan of action on trafficking in persons was adopted in 2005.

### ***Criminal justice response***

A specific anti-human trafficking law enforcement agency, the National Expert Group on Trafficking in Human Beings, was established as part of the National Police Project on Prostitution and Trafficking in Human Beings in 1997.

In 2005, 119 men and 19 women were prosecuted for trafficking in persons in the Netherlands, resulting in 81 convictions. In 2006, 167 men and 32 women were prosecuted, with 70 convictions. Most of those convicted received prison sentences of less than one year or one to four years.

### ***Services provided to victims***

State authorities provided legal protection, temporary visas, medical and psychological support, and housing and shelter for victims.

### ***Additional information***

The Foundation against Trafficking in Women coordinated referrals to shelters and had the official task of collecting data on identified victims. In 2008, the Foundation changed its name to CoMensha.

Some 25 minors were prosecuted during the reporting period. All the persons convicted were involved in trafficking in persons for the purpose of sexual exploitation. Most of the victims identified were female (women or girls). One male victim was identified in 2004, two males in 2005 and 30 males in 2006.

The Bureau of the National Rapporteur on Trafficking in Human Beings was established in the Netherlands in 2000. The Rapporteur's main task was to report on the nature and extent of human trafficking in the Netherlands and on the effects of the anti-trafficking policy.

## **Norway**

### ***Institutional framework***

The specific offence of trafficking in persons came under section 224 of the Penal Code in Norway. That provision, introduced in 2003, was based on the Trafficking in Persons Protocol and covered exploitation for the purpose of prostitution, forced labour, including begging, and trade in human organs. Human trafficking for the removal of organs was covered by other articles of the Penal Code.

Human trafficking for prostitution was the dominant area in the 2006–2009 plan of action to combat human trafficking, but compared with earlier plans there was a stronger emphasis on the children's perspective in human trafficking and a desire to focus more strongly on victims of organ removal and forced labour.

### ***Criminal justice response***

Eight cases of trafficking for sexual exploitation were investigated in 2005. In 2006, 29 cases of trafficking for sexual exploitation were investigated, as was one case of trafficking for forced labour/servitude/labour exploitation. Seven persons were convicted of trafficking in 2005–2007. Among those convicted, three were Norwegians, the rest foreigners.

The authorities reported that, in practice, people involved in human trafficking had often contravened several provisions in the Penal Code,

such as sections 192 and following (sexual crime), 202 (procurement), 222 (coercion), 223 (deprivation of liberty), 225 (slavery), 227 (threats) and 228 and following (physical abuse), and section 47 of the Immigration Act.

### ***Services provided to victims***

State authorities and NGOs provided legal protection, temporary residence permits, medical and psychosocial assistance, housing and shelter, and other services to victims of trafficking in persons. In 2006, the Government extended the period of reflection so that assumed victims of human trafficking could be granted a temporary residence and work permit for up to six months. A new temporary work permit for one year was possible if the person had broken away from the people responsible for human trafficking and a police investigation was initiated against the perpetrators.

The Ministry of Justice designated the ROSA project as the national coordinator for assistance for female victims of trafficking. ROSA was established in January 2005 as part of the 2003-2005 National Plan of Action to Combat Trafficking in Women and Children.

### ***Additional information***

Only 2 of the 37 trafficking victims assisted by the ROSA project in 2007 were males. The assistance of ROSA was mainly meant for female victims of trafficking who had been exploited for prostitution. Several female and male victims received other accommodation financed by municipal authorities and some had applied for asylum and lived at reception centres.

## **Poland**

### ***Institutional framework***

During the period considered here, trafficking in persons was specifically criminalized in Poland by article 253 of the Penal Code. That article did not define trafficking in persons and, in practice, the judiciary adopted the definition given in the Trafficking in Persons Protocol. In addition, trafficking in persons for prostitution was criminalized by article 204 of the Penal Code, whereas illegal adoption was criminalized by article 253, paragraph 2. A National Programme for Combating and Preventing Trafficking Human Beings was adopted in 2007, following a first programme adopted in 2003.

### ***Criminal justice response***

The Central Unit for Combating Trafficking in Human Beings, Human Organs, Child Pornography and Paedophilia was established in 2006 as a special unit of police headquarters in charge of investigating the crime. Special local police units also dealt with human trafficking offences.

In 2006, 36 people were charged with trafficking in persons in Poland, with the figure rising to 62 people in 2007.

### ***Services provided to victims***

Legal protection and temporary residence permits were provided by the State, while medical and psychosocial support and housing were offered by NGOs.

### ***Additional information***

According to the Ministry of the Interior, during the period 1995-2007 there were 245 victims of trafficking from Belarus, 198 from Ukraine, 28 from Bulgaria, 18 from Romania, 17 from Moldova and 12 from the Russian Federation, among others.

An official mechanism was established in Poland for referring identified victims of human trafficking to NGOs that offered special support services. Most of the victims given shelter had been subjected to sexual exploitation.

## **Portugal**

### ***Institutional framework***

Trafficking for sexual exploitation was criminalized in Portugal in 1995. The trafficking law was amended in 2007 to include trafficking for forced labour, removal of organs and other forms of trafficking. In November 2006, the Government of Portugal launched the First National Plan against Human Trafficking for 2007-2010.

### ***Criminal justice response***

In 2005, 67 people were prosecuted for trafficking in persons and sexual exploitation in Portugal, resulting in 55 convictions. The majority—some three quarters—of those prosecuted and convicted were men. In 2006, 65 people were prosecuted and 45 convicted, again mainly men.

### ***Services provided to victims***

State authorities provided legal protection, medical and psychosocial services, and housing and shelter to support victims of trafficking in persons.

### ***Additional information***

About 25 adult victims of trafficking in persons and sexual exploitation were identified by state authorities during 2003-2007. Almost all of the victims were women; one man was identified in 2005 and two men in 2007. During the same period, 12 children—almost all girls—were identified by state authorities as victims of trafficking in persons and sexual exploitation; 2 boys were identified in 2003 and 1 boy in 2007. About five Portuguese victims were identified during 2005-2007.

In 2005 and 2006, most persons convicted of trafficking were Portuguese and about 15 were nationals from other countries. The numbers presented above concern figures dealing with the crime of trafficking in persons (article 160 of the penal code) and sexual exploitation (article 169).

## **Romania**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Romania in 2001 and the law came into force in 2002. The law punished all the forms of trafficking set forth as minimum requirements in article 3 of the Trafficking in Persons Protocol. A National Strategy for Combating Human Trafficking for 2006-2010 was adopted in 2006.

### ***Criminal justice response***

The Directorate for Investigating Organized Crime and Terrorism was set up in 2004, with the Prosecutor's Office attached to the High Court of Cassation and Justice. Within that Directorate, the Bureau to Combat Trafficking in Human Beings was set up during the reporting period. Additionally, a special unit to deal with trafficking in persons cases was established during the reporting period in the General Directorate for Countering Organized Crime of the General Inspectorate of Romanian Police.

In 2006, 187 people were convicted of trafficking in persons—139 men and 48 women. In 2007, 188 people were convicted. Most offenders received prison sentences of either 1 to 5 years or 5 to 10 years.



### ***Services provided to victims***

Legal protection, medical and psychosocial services, and housing and shelter were provided by the State and NGOs to support victims of trafficking in persons. Since 2005, the State had also offered legal assistance and temporary residence permits for victims and witnesses.

### ***Additional information***

Different figures were provided by different authorities concerning the number of victims identified. The Romanian police reported the identification of 2,285 victims of trafficking in persons in 2006, 1,451 of whom were victims trafficked for sexual exploitation. In 2007, the total number of victims identified by the police decreased to 1,781, including 724 for sexual exploitation and 877 for forced labour.

All of the persons convicted of trafficking in 2005 and 2006 were Romanian.

Many of the Romanian victims identified by state authorities and reported above were repatriated.

## **Serbia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Serbia in 2003. A national plan of action was adopted in 2005.

### ***Criminal justice response***

A specific section for combating illegal immigration and trafficking in human beings was established in the Border Police Directorate. Other special law enforcement divisions also dealt with trafficking issues.

In 2005, 10 people were convicted of trafficking in persons in Serbia, with the figure increasing to 13 in 2006.

### ***Services provided to victims***

State authorities and NGOs provided legal protection, temporary residence permits, medical and psychosocial services, and housing and shelter to support victims of trafficking in persons.

### ***Additional information***

State authorities identified 32 girls, 28 women and 2 boys as victims of trafficking in persons in Serbia in 2006.

The Agency for the Coordination of Protection of Victims of Trafficking in Human Beings coordinated the protection of victims of trafficking, but clear mandates and cooperation with other actors had not yet been formalized.

## **Slovakia**

### ***Institutional framework***

The specific offence of trafficking in persons had existed in Slovakia since 2002. In 2005, the legislation was amended and the new article 179 was made part of the Penal Code. The latest national plan of action was adopted in 2006.

### ***Criminal justice response***

A special anti-trafficking police unit was established in 2004 in Slovakia and 10 officers worked full-time on trafficking in persons in 2007.

According to the Ministry of Justice, five men and one woman were convicted of trafficking in persons in 2005, with the figure increasing to 12 men and 4 women in 2006.

### ***Services provided to victims***

Legal protection for victims was offered by the State and NGOs and temporary residence permits for victims and witnesses were provided by the State. (It should be noted that, according to the terminology adopted in Slovakia's Penal Code, the concept of "victim" was more adequately expressed by the term "damaged person".)

### ***Additional information***

State authorities identified 31 victims of human trafficking in 2006, 29 of whom were female. In 2007, 10 female victims were identified.

During the reporting period, an official system was put in place for referring identified victims of trafficking to institutions that provided support services. A central database on victims was operated and maintained by the Department of

Trafficking in Human Beings, Sexual Exploitation and Support for Victims in the Organized Crime Bureau at police headquarters.

One conviction was registered during the reporting period under the new article 179. The other trafficking convictions were made under article 246 of the Penal Code.

## **Slovenia**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Slovenia in 2004. The offences of “abuse of prostitution” and “placing in conditions of slavery” had been used to prosecute some forms of human trafficking before and after the legislative change in 2004. The Government of Slovenia adopted several plans of action proposed by the Interdepartmental Working Group for the Fight against Trafficking in Persons for the periods 2004-2006, 2007 and 2008-2009.

### ***Criminal justice response***

Offences related to trafficking in human beings and exploitation of prostitution were investigated by anti-organized crime police units.

Seven Slovenian citizens were convicted of trafficking in persons in 2006: three received a non-custodial sanction, four received 5 to 10 years' imprisonment and one received more than 10 years' imprisonment. All of those convicted were found guilty of trafficking in persons for the purpose of sexual exploitation and three of them were convicted of trafficking for slavery as well as sexual exploitation.

### ***Services provided to victims***

State authorities and NGOs provided legal protection, temporary residence permits, medical and psychosocial services, and housing, which included appropriate shelters or other types of accommodation to support victims of trafficking in persons. Victims of trafficking in persons also had access to employment in accordance with the legislation covering labour relations and employment, as well as employment of foreign nationals.

### ***Additional information***

State authorities identified seven women and one girl as victims of trafficking in persons in 2005. In 2006, 44 women were identified as victims.

In 2005, six of the victims of human trafficking identified were trafficked for the purpose of sexual exploitation and one was subjected to slavery. Some 41 victims in 2006 were subjected to sexual exploitation and 3 to slavery.

## **Spain**

### ***Institutional framework***

The specific offence of trafficking in persons was established in Spain in 2008. The new legislation criminalized sexual exploitation, forced labour and other forms of exploitation. Before the introduction of the new law, forms of trafficking in persons were criminalized under the crimes against freedom, sexual integrity and the rights of the labourer established in the 1995 Penal Code. The Spanish Penal Code was amended in 1999, 2000, 2003 and 2007 to expand the areas related to human trafficking covered by national legislation. The Government of Spain had adopted a National Plan of Action against the Sexual Exploitation of Children and Adolescents (second phase 2006-2008).

### ***Criminal justice response***

The Judicial Police was in charge of investigating cases of human trafficking.

In 2007, 1,204 people were arrested for offences related to trafficking in persons in Spain.

### ***Services provided to victims***

State authorities provided temporary residence permits, legal assistance, medical and psychosocial services, and housing and shelter to support victims of trafficking in persons.

### ***Additional information***

In 2006, Spanish state authorities identified a total of 2,464 victims of trafficking in persons-related offences. Of those victims, 1,985 were women. In 2007, 2,521 victims were identified—five girls and the rest evenly split between women and men.

Of the victims of trafficking in persons-related offences identified in 2005 and 2006, more than 30 per cent were Romanians and almost 20 per cent Brazilians. Twenty-five per cent were of unknown national origin.

The Centre for Intelligence against Organized Crime had developed a system for managing human trafficking data related to sexual exploitation and forced labour.

## **Sweden**

### ***Institutional framework***

Legislation establishing criminal liability for trafficking in human beings for sexual purposes entered into force in Sweden in 2002. In 2004, the legislation was amended to criminalize all forms of trafficking in persons, including trafficking within national borders and for the purpose of forced labour and the removal of organs. The Government of Sweden adopted a national plan of action for combating prostitution and trafficking for sexual purposes in July 2008.

### ***Criminal justice response***

A specific anti-human trafficking unit of the police was established at the national level as well as at district levels in two counties (Gothenburg and Stockholm). Sweden also established a post of a national rapporteur on trafficking in persons.

In 2005, seven men were convicted of trafficking in persons in Sweden and the figure increased to eight men and three women in 2006.

### ***Services provided to victims***

Since 1 October 2004, victims of trafficking could be granted temporary residence permits during the preliminary investigation of their cases and the trials. Medical and psychosocial support to victims of trafficking was provided by Social Services when there was an ongoing trial against perpetrators. Women's shelters also offered help to women subjected to violence, such as victims of trafficking, and housing and shelter could be provided by Social Services.

### ***Additional information***

Of the convictions recorded during 2005-2006, 11 offenders were sentenced to two to four years' detention and 6 others were sentenced to more than four years. All were convicted of trafficking for sexual exploitation with the exception of one offender who was involved in trafficking for other purposes.

## **Switzerland**

### ***Institutional framework***

Human trafficking was a criminal offence in Switzerland. The law on human trafficking (old provision, article 196 of the Swiss Criminal Code; new provision, article 182 of the Code) was revised in 2006 and adapted to the international definition of human trafficking set forth in the Trafficking in Persons Protocol.

### ***Criminal justice response***

The Swiss Coordination Unit against Trafficking in Persons and Smuggling of Migrants was established at the beginning of 2003 on the initiative of the Federal Department of Justice and Police.

In 2005, 12 persons were convicted of trafficking in persons (article 196 of the Swiss Criminal Code) in Switzerland.

### ***Services provided to victims***

Legal protection, temporary residence permits, medical and psychosocial services, and housing and shelter existed to support victims of trafficking in persons.

### ***Additional information***

Some cantons had a cooperation mechanism for referral of identified victims of trafficking to organizations providing support services. In the cantons where such cooperation mechanisms existed, an increasing number of human trafficking victims had access to counselling services offered by the Women's Information Centre, the advisory centre in Switzerland that specialized in offering such support to female victims of trafficking.

## **The former Yugoslav Republic of Macedonia**

### ***Institutional framework***

Trafficking in human beings was criminalized in the former Yugoslav Republic of Macedonia by article 418-a of the criminal code which also included the offence of "organization of a group and incitement to commit trafficking". The National Commission for Combating Trafficking in Human Beings and

Illegal Migration was established in 2001 and soon after it developed a National Strategy and National Plan of Action for Combating Trafficking in Human Beings.

### ***Criminal justice response***

The central police services of Macedonia included a department for organized crime under which was a section dealing with trafficking in human beings and smuggling of migrants.

Four people were prosecuted for trafficking in persons in 2007, the same number as in the previous year. Additionally, 27 people were prosecuted for the “organization of a group and incitement to commit trafficking” in 2007 (21 in 2006).

### ***Services provided to victims***

Legal protection, temporary residence permits, medical and psychosocial services, and housing and shelter existed to support victims of trafficking in persons.

### ***Additional information***

The National Referral Mechanism for victims of trafficking in human beings was established in 2005 as a joint project of the National Commission and the Ministry of Labour and Social Policy. The main task of the Mechanism was to coordinate activities with NGOs and to handle the referral of victims of human trafficking who were Macedonian citizens.

Three of the victims identified by state authorities in 2006 were Macedonian, one was from Central Asia and one from Eastern Europe. All of the victims identified by the State in 2007 were Macedonian.

## **Turkey**

### ***Institutional framework***

The Trafficking in Persons Protocol was ratified by Turkey on 18 March 2003. The Government amended its Criminal Code accordingly to prohibit trafficking in human beings (article 201/b). Article 80 of the new Criminal Code, which came into force on 1 June 2005, defined “trafficking in persons” and provided for sentences of 8 to 12 years’ imprisonment. Further amendments

to article 80 of the Criminal Code were expected in 2008. In addition, an article on “forcing into prostitution” was established in Turkey in 2006. The National Task Force on the Fight against Human Trafficking was established in 2002 under the chairmanship of the Ministry of Foreign Affairs.

A first National Plan of Action for Combating Human Trafficking was adopted in 2003. A second National Plan of Action for Combating Human Trafficking was prepared in 2007 and was awaiting approval by the competent authorities.

### ***Criminal justice response***

A specific unit on trafficking in human beings was established in 2003 and operated within the Department of Foreigners, Borders and Asylum of the Turkish National Police.

### ***Services provided to victims***

Humanitarian visas and short-term residence permits were issued to victims in order to enable them to stay legally in Turkey during their period of rehabilitation. Voluntary return of victims was provided with the cooperation of law enforcement officials, IOM, relevant institutions in the country of origin and local NGOs.

A multilingual toll-free tip-off emergency helpline became operational during the reporting period.

### ***Additional information***

State authorities identified 148 victims of trafficking in persons in 2007 and 205 victims from January to early November 2008. Over the period 2003–November 2008, more than 25 per cent of the victims identified were Moldovan. Large numbers of Russian and Ukrainian victims were also identified.

## **United Kingdom of Great Britain and Northern Ireland**

### ***Institutional framework***

The Sexual Offences Act of 2003, which came into force on 1 May 2004, introduced wide-ranging offences in England, Wales and Northern Ireland covering trafficking into, out of or within the United Kingdom of Great



Britain and Northern Ireland for any form of sexual offence. The equivalent Scottish provisions were contained in section 22 of the Criminal Justice (Scotland) Act of 2003. The offence of “trafficking for exploitation”, which covered non-sexual exploitation, including trafficking for forced labour and the removal of organs, was included in the Asylum and Immigration (Treatment of Claimants, etc.) Act of 2004. The United Kingdom Action Plan on Tackling Human Trafficking was adopted in 2007.

### ***Criminal justice response***

The United Kingdom Human Trafficking Centre was formally opened in 2006. It was a multiagency centre bringing together expertise from a number of disciplines as part of an initiative led by the Association of Chief Police Officers. The responsibilities of the Centre included all forms of trafficking in persons, with the objective of improving and coordinating the law enforcement response to human trafficking. Additionally, a number of United Kingdom police forces had operational teams dedicated to the investigation of trafficking in persons.

In 2006, 89 people were prosecuted for trafficking in persons offences, resulting in 32 convictions. The respective numbers for 2007 were 82 and 23.

### ***Services provided to victims***

The Government of the United Kingdom had funded the Poppy Project since 2003 to provide safe accommodation and support services for adult women trafficked into the United Kingdom for sexual exploitation. In Scotland, the Trafficking Awareness Raising Alliance (TARA) Project was established in 2004 to provide assistance to women who had been trafficked into Scotland for the purpose of sexual exploitation.

### ***Additional information***

During the reporting period, adult victims were informally identified through a number of avenues, predominantly by front-line agencies like the police, immigration officers and NGOs. The primary data collection on victims was based on referrals to the government-funded Poppy Project.

In 2006 and 2007, all the victims of human trafficking identified had been subjected to sexual exploitation as set out in the Sexual Offences Act of 2003. None of the victims detected had been trafficked for forced labour, domestic servitude or for the removal of human organs.

During the period under consideration, the main areas of origin of the referrals to the Poppy Project were West and East Africa, East Asia and Central and Eastern Europe. Not all the referrals were subsequently identified as victims of human trafficking.

\*\*\*

## **Kosovo\***

### ***Criminal justice response***

During the reporting period, investigations of trafficking in human beings in Kosovo were performed by the Trafficking in Human Beings Investigation Section of the Civilian Police of the United Nations Interim Administration Mission in Kosovo (UNMIK CIVPOL). Some 26 officers from the Kosovo Police Service and 26 UNMIK CIVPOL officers were assigned to the Section in 2005.

In 2005, 32 people were prosecuted for trafficking in persons in Kosovo, resulting in 22 convictions.

### ***Services provided to victims***

Legal protection, medical and psychosocial services, and housing and shelter existed to support victims of trafficking in persons. A national plan of action was adopted in 2005.

According to the Kosovo Police, 85 victims were identified in 2004 and 63 in 2005. About 66 victims were Kosovar Albanian, 28 were from Moldova, 22 were Albanian and 16 were Bulgarian, nine were from other countries in South-Eastern Europe and seven were from other areas.

---

\*All references to Kosovo in the present publication should be understood to be in compliance with Security Council resolution 1244 (1999).





# UNODC

United Nations Office on Drugs and Crime

Vienna International Centre, PO Box 500, 1400 Vienna, Austria  
Tel.: (+43-1) 26060-0, Fax: (+43-1) 26060-5866, [www.unodc.org](http://www.unodc.org)

United Nations publication  
Printed in Austria

ISSN 1020-9212  
Sales No. E.12.IV.9



V.11-86168—May 2012—2,050

USD 42  
ISBN 978-92-1-130320-9



9 789211 337938



54200