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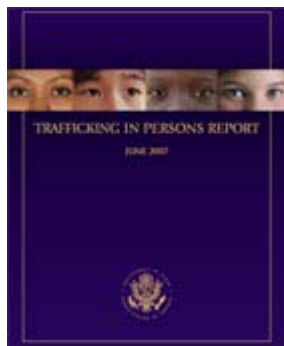
SKOPJE - MACEDONIA

## MACEDONIA (Tier 2)

### Trafficking in Persons Report 2007

Released by the Office to Monitor and Combat Trafficking in Persons

June 12, 2007



#### Letter from Secretary Condoleezza Rice

**Dear Reader:** Two hundred years ago, the British Parliament outlawed the trans-Atlantic slave trade, culminating a decades-long struggle led by William Wilberforce.

Trafficking in persons is a modern-day form of slavery, a new type of global slave trade. Perpetrators prey on the most weak among us, primarily women and children, for profit and gain. They lure victims into involuntary servitude and sexual slavery. Today we are again called by conscience to end the debasement of our fellow men and women. As in the 19th century, committed abolitionists around the world have come together in a global movement to confront this repulsive crime. President George W. Bush has committed the United States Government to lead in combating this serious 21st century challenge, and all nations that are resolved to end human trafficking have a strong partner in the United States.

The seventh annual *Trafficking in Persons Report* documents efforts by foreign governments to prevent human trafficking, prosecute criminals, and protect their victims. The report probes even the darkest places, calling to account any country, friend or foe, that is not doing enough to combat human trafficking.

The power of shame has stirred many to action and sparked unprecedented reforms; and the growing awareness has prompted important progress in combating this crime and assisting its victims wherever they are found.

Defeating human trafficking is a great moral calling of our day. Together with our allies and friends, we will continue our efforts to bring this cruel practice to an end. Thank you for joining the new abolitionist movement. Together we can make a difference, and together we can build a safer, freer, and more prosperous world for all.

Sincerely,

[Secretary Rice.](#)

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## Introduction

The victims' testimonies included in the report are meant to be representative only and do not include all forms of trafficking that occur. Any of these stories could unfortunately take place almost anywhere in the world. They are provided to illustrate the many forms of trafficking and the wide variety of places in which they take place. No country is immune. All names of victims that appear in this report are fictional. The photographs on this Report's cover and most uncaptioned photographs in the Report are not images of confirmed trafficking victims, but are provided to show the myriad forms of exploitation that help define trafficking and the variety of cultures in which trafficking victims are found.

### Purpose

The Department of State is required by law to submit a Report each year to the U.S. Congress on foreign governments' efforts to eliminate severe forms of trafficking in persons. This Report is the

seventh annual TIP Report. It is intended to raise global awareness, to highlight efforts of the international community, and to encourage foreign governments to take effective actions to counter all forms of trafficking in persons.

The U.S. law that guides anti-human trafficking efforts, the Trafficking Victims Protection Act of 2000, as amended (TVPA), states that the purpose of combating human trafficking is to punish traffickers, to protect victims, and to prevent trafficking from occurring. Freeing those trapped in slave-like conditions is the ultimate goal of this Report-and of the U.S. Government's anti-human trafficking policy.

Human trafficking is a multi-dimensional threat. It deprives people of their human rights and freedoms, it increases global health risks, and it fuels the growth of organized crime.

Human trafficking has a devastating impact on individual victims, who often suffer physical and emotional abuse, rape, threats against self and family, document theft, and even death. But the impact of human trafficking goes beyond individual victims; it undermines the health, safety and security of all nations.

There is an ever-growing community of nations making significant efforts to eliminate this atrocious crime. A country that fails to make significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking in persons, as outlined in the TVPA, receives a "Tier 3" assessment in this Report. Such an assessment could trigger the withholding by the United States of non-humanitarian, non-trade-related foreign assistance. In assessing foreign governments' efforts, the TIP Report highlights the "three P's"-prosecution, protection, and prevention. But a victim-centered approach to trafficking requires us also to address the "three R's"-rescue, rehabilitation, and reintegration-and to encourage learning and sharing of best practices in these areas.

This year is the 200th anniversary of the abolition of the transatlantic slave trade. The movement led by British parliamentarian William Wilberforce took decades to succeed. It required a nation to deepen and expand its definition of human dignity. It required a nation to declare that moral values outweigh commercial interests. Nothing less is required today of every nation taking up the contemporary challenge to eliminate human trafficking, a form of modern-day slavery.

## **Human Trafficking Defined**

The TVPA defines "severe forms of trafficking," as:

- a. Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or**
- b. The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.**

## **The Scope and Nature of Modern-Day Slavery**

The common denominator of trafficking scenarios is the use of force, fraud, or coercion to exploit a person for profit. A victim can be subjected to labor exploitation, sexual exploitation, or both. Labor exploitation includes slavery, forced labor, and debt bondage. Sexual exploitation typically includes abuse within the commercial sex industry. In other cases, victims are exploited in private homes by individuals who often demand sex as well as work. The use of force or coercion can be direct and violent or psychological.

A wide range of estimates exists on the scope and magnitude of modern-day slavery. The International Labor Organization (ILO)-the United Nations agency charged with addressing labor standards, employment, and social protection issues-estimates there are 12.3 million people in forced labor, bonded labor, forced child labor, and sexual servitude at any given time; other estimates range from 4 million to 27 million.

Annually, according to U.S. Government-sponsored research completed in 2006, approximately 800,000 people are trafficked across national borders, which does not include millions trafficked within their own countries. Approximately 80 percent of transnational victims are women and girls and up to 50 percent are minors. The majority of transnational victims are females trafficked into commercial sexual exploitation. These numbers do not include millions of female and male victims around the world who are trafficked within their own national borders-the majority for forced or bonded labor.

Human traffickers prey on the vulnerable. Their targets are often children and young women, and their ploys are creative and ruthless, designed to trick, coerce, and win the confidence of potential victims. Very often these ruses involve promises of a better life through marriage, employment, or educational opportunities.

The nationalities of trafficked people are as diverse as the world's cultures. Some leave developing countries, seeking to improve their lives through low-skilled jobs in more prosperous countries. Others fall victim to forced or bonded labor in their own countries. Women eager for a better future are susceptible to promises of jobs abroad as babysitters, housekeepers, waitresses, or models--jobs that traffickers turn into the nightmare of prostitution without exit. Some families give children to adults, often relatives, who promise education and opportunity, but sell the children into exploitative situations instead.

## **Focus of the 2007 TIP Report**

The TIP Report is the most comprehensive worldwide report on the efforts of governments to combat severe forms of trafficking in persons. This Report covers the period April 2006 through

March 2007. It includes those countries that have been determined to be countries of origin, transit, or destination for a significant number of victims of severe forms of trafficking. The 2007 TIP Report represents an updated, global look at the nature and scope of modern-day slavery and the broad range of actions being taken by governments around the world to confront and eliminate it.

Because trafficking likely extends to every country in the world, the omission of a country from the Report may only indicate a lack of adequate information. The country narratives describe the scope and nature of the trafficking problem, the reasons for including the country, and the government's efforts to combat trafficking. Each narrative also contains an assessment of the government's compliance with the minimum standards for the elimination of trafficking as laid out in the TVPA, and includes suggestions for additional actions to combat trafficking. The remainder of the country narrative describes each government's efforts to enforce laws against trafficking, protect victims, and prevent trafficking. Each narrative explains the basis for rating a country as Tier 1, Tier 2, Tier 2 Watch List, or Tier 3. If a country has been placed on Tier 2 Watch List, the narrative will contain a statement of explanation, using the criteria found in the TVPA.

The TVPA lists three factors to be considered in determining whether a country should be in Tier 2 (or Tier 2 Watch List) or in Tier 3: 1) The extent to which the country is a country of origin, transit or destination for severe forms of trafficking; 2) The extent to which the government of the country does not comply with the TVPA's minimum standards including, in particular, the extent of the government's trafficking-related corruption; and 3) The resources and capabilities of the government to address and eliminate severe forms of trafficking in persons.

Some countries have held conferences and established task forces or national action plans to create goals for anti-trafficking efforts. However, conferences, plans, and task forces alone are not weighed heavily in assessing country efforts. Rather, the Report focuses on concrete actions governments have taken to fight trafficking, especially prosecutions, convictions, and prison sentences for traffickers, victim protection measures, and prevention efforts. The Report does not give great weight to laws in draft form or laws that have not yet been enacted. Finally, the Report does not focus on government efforts that contribute indirectly to reducing trafficking, such as education programs, support for economic development, or programs aimed at enhancing gender equality, although these are worthwhile endeavors.

## **The Tiers:**

### **TIER 1**

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

### **TIER 2**

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

### **TIER 2 WATCH LIST**

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

### **AND:**

a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; or

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

### TIER 3

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

## Country Narratives

### MACEDONIA (Tier 2)

Macedonia is a source, transit, and, to a lesser extent, destination country for women and children trafficked for the purpose of commercial sexual exploitation. Macedonian women and girls are trafficked within the country, from eastern rural areas to western Macedonia for sexual exploitation. Victims originated from Moldova, Albania, and to a lesser extent other Eastern European countries. Victims transited Macedonia en route to Serbia, Montenegro, Albania, and Western Europe.

The Government of Macedonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increasing progress in its anti-trafficking efforts in 2006, particularly through joint law enforcement cooperation with neighboring countries. The government should increase efforts to educate law enforcement on the difference between trafficking and smuggling, take steps to ensure that traffickers receive sentences consistent with the heinous nature of the offense, and make greater efforts to prosecute and convict public officials who profit from, or are involved in, trafficking.

### Prosecution

The Government of Macedonia's anti-trafficking law enforcement efforts showed positive results in the last year. The Government of Macedonia prohibits sex and labor trafficking through its 2004 criminal code article 418 on trafficking in persons, article 418c on organizing a group for trafficking, and article 191 covering forced prostitution. Article 418b is included in the anti-trafficking legislation and includes criminal sanctions for smuggling. Penalties prescribed for trafficking for commercial sexual exploitation are commensurate with those for rape. The laws prescribe penalties that are sufficiently stringent. Occasionally, however, relatively light sentences were imposed on convicted offenders. The government in 2006 prosecuted 48 cases related to trafficking, a significant increase from the 35 cases prosecuted in the previous reporting period.

Using special investigative measures, and in cooperation with the Albanian and Greek governments, the Government of Macedonia prosecuted and obtained convictions and jail sentences in three major trafficking cases. Those three cases involved 7, 26, and 21 defendants, respectively. Sentences ranged from 8 months to 13 years' imprisonment, and included provisions for victim restitution and confiscation of property. Despite these relative successes, the judiciary remained the weakest link in the fight against trafficking in persons, with significant instances of procedural errors and delays extending the duration of proceedings. Conviction rates for trafficking prosecutions remained low. Concerns over instances of judicial corruption continued in 2006. Two

police officers were found guilty of trafficking-related crimes and received sentences of 18 months in one case, and two years in the other.

### **Protection**

The Government of Macedonia made significant efforts to improve its protection of trafficking victims. The government encourages victims to participate in investigations and trials. Victims can institute civil proceedings against their traffickers to claim damages and compensation. Trafficking victims may be granted refugee or asylum status if they fear hardship or retribution upon return to their country of origin. Victims of trafficking usually were not penalized by authorities for unlawful acts committed as a direct result of their being trafficked. The Ministry of Interior, with support from IOM, operates a shelter transit center that provides safe housing for victims at the pre-trial, trial, and post-trial stages until repatriation. During the reporting period, 17 trafficking victims were assisted at the shelter transit center. Four Ministry of Interior (MOI) officers are assigned to the shelter to provide protection. The Ministry of Labor and Social Policy (MLSP) opened an office that improved coordination of assistance and protection services provided by state and civil society through a victim referral system established in 2005. In February 2007, the MOI and the MLSP signed a long-awaited Memorandum of Understanding (MOU) that establishes special provisions for the protection of child trafficking victims and provides for the presence of social workers during police raids. The Ministry of Interior also signed an MOU for improved cooperation with an NGO that operates a shelter for internally trafficked victims.

### **Prevention**

The Government of Macedonia made significant trafficking prevention efforts over the last year. Posters with the hotline telephone number were prominently displayed at the Skopje airport and other locations associated with travel. The border police worked in association with a local NGO to distribute trafficking awareness materials at all border crossings. The Ministry of Interior launched a joint information campaign with IOM that targeted the public in rural and urban areas and distributed over 4,500 scratch cards with anti-trafficking messages. The anti-trafficking song and video "Open Your Eyes," performed by seven of Macedonia's top pop stars and translated into Macedonian and Albanian, was the highlight of the project. The Ministry of Foreign Affairs requires its consular officers to receive training on recognizing potential victims of trafficking.