

**2014 Republic of China (Taiwan)
Trafficking in Persons
Report**



April 2015

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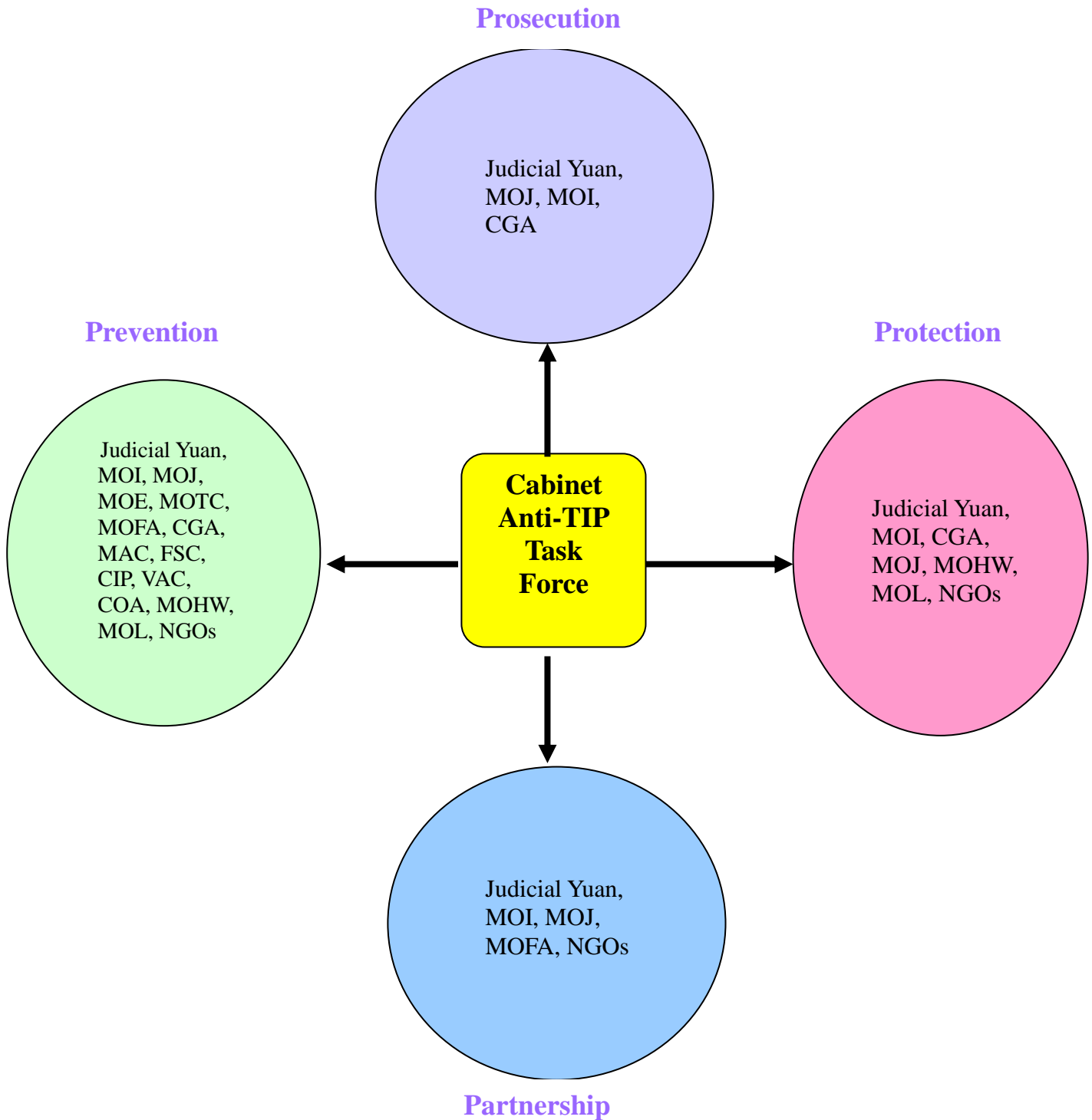
I. Prologue

The rapid growth of the global economy and increases in cross-border travel and migration have caused nations to develop at a different pace, exacerbating the divide between rich and poor and between urban and rural areas. As human migration will continue, it is impossible to completely stop human trafficking (also known as “trafficking in persons” or TIP). Taiwan, for which protection of human rights is a priority, will not ignore such a serious crime, and is determined to continue to combat human trafficking. In November 2006, the government promulgated the Human Trafficking Prevention Action Plan and set up a cabinet-level anti-TIP task force in January of 2007. This task force has been meeting regularly to streamline cross-ministerial endeavors and coordinate resources aimed at preventing such crimes. To uphold human rights, Taiwan’s legislature enacted, in January 2009, the Human Trafficking Prevention and Control Act (HTPCA), which came into force the following June. The HTPCA has been instrumental in Taiwan’s intensified fight against TIP and selection as a tier-one country vis-à-vis human trafficking in the US State Department’s TIP report for five years in a row.

Globalization has led to greater connections with the international community for Taiwan. More and more of Taiwan’s people are traveling abroad, while citizens of other lands have come to Taiwan for business, tourism, education, employment, and to find life partners. Taiwan has also seen an influx of foreign laborers, some of whom have experienced unfair treatment stemming from cultural and language barriers, exacerbated by workplace confinement. Recent years have seen the international community paying closer attention to the exploitation of fishermen. While Taiwan has implemented measures to combat TIP, improved border controls, and worked to protect the rights of fishermen, the nation remains a destination country for trafficked persons. Sexual exploitation and forced labor are the most common forms of human trafficking.

In 2014, the efforts of the central and local governments joined by non-governmental organizations bore a great deal of fruit. Long-term international cooperation, however, is required to sustain progress, as is cross-border collaboration, and continued vigilance. In 2015, Taiwan will continue to partner with the international community to safeguard human rights and fight human trafficking.

Cross-Ministerial Effort to Prevent TIP



Notes:

Judicial Yuan: Administers the judicial branch of government

The following agencies are under the Executive Yuan, the executive branch of government

CGA: Coast Guard Administration

CIP: Council of Indigenous Peoples

COA: Council of Agriculture

FSC: Financial Supervisory Commission

MAC: Mainland Affairs Council

MOE: Ministry of Education

MOFA: Ministry of Foreign Affairs

MOHW: Ministry of Health and Welfare

MOI: Ministry of the Interior

MOJ: Ministry of Justice

MOL: Ministry of Labor

MOTC: Ministry of Transportation and Communications

VAC: Veteran Affairs Council

II. Highlights of 2014

In 2014, government agencies continued to implement programs to combat TIP. The efforts of the Anti-TIP Task Force, coordinating actions by the public sector in cooperation with NGOs, saw substantial results.

Law enforcement and prosecution: Judicial and police agencies investigated 138 TIP cases (51 being labor exploitation and 87 sexual exploitation). Some 184 individuals were prosecuted in 102 TIP cases by local prosecutors.

Protection: The National Immigration Agency (NIA) and the Ministry of Labor (MOL) together oversee 22 shelters, some operated by NGOs under contract. In 2014, 292 newly identified victims were placed in shelters. Residents receive daily care, psychological counseling, translation services, legal aid, the assistance of social workers during judicial proceedings, and medical care. At the end of related investigations, the NIA arranged to return 103 victims of human trafficking to their home countries. In 2014, the NIA issued 117 and renewed 228 temporary visitor permits for TIP victims, while the MOL issued work permits to 202 victims.

Migrant worker services: The MOL has set up the Consolidated Job Service Center to prevent exploitation and reduce brokerage fees, which are typically a heavy financial burden on foreign workers. During the year, the center helped 22,597 employers hire foreign employees, referred and transferred 64,679 foreign worker applications to authorities other than the MOL, and provided consultations to 194,969 individuals, either on-site or over the phone, on hiring foreign workers. To protect laborers' rights, the MOL mediated in 12 cases, involving a total of NT\$20,550,886 (approx. US\$658,000) in back pay owed to foreign laborers by employers or employment brokers, of which three cases have been closed, recovering payments of NT\$995,307 (approx. US\$32,000).

Prevention: The government and civil society have utilized various communication channels to raise public awareness of human trafficking and help immigrants better understand their rights. The United Nations (UN) General Assembly unanimously passed a resolution in December 2013, making July 30 World Day Against Trafficking in Persons. Responding to moves elsewhere to combat TIP, the NIA and ECPAT-Taiwan worked with 10 government agencies and civil groups to launch a new campaign. Participants bedecked in blue T-shirts arrayed themselves in the shape of a heart to highlight the importance of combating human trafficking. A related comic art contest was held by the NIA to raise awareness of trafficking of young people. Selected works done by students and adults were compiled into an album in Chinese and English and also a digital book that has been uploaded to the NIA website. The NIA also held two training programs on TIP, as well as an advanced follow-up program. Other government agencies also incorporated TIP courses into their on-the-job training curriculum.

To prevent TIP, the Ministry of the Interior (MOI) in 2014 continued to assess compliance by municipalities and local governments with the effort to combat human trafficking. Meanwhile, a research project on amendments to the HTPCA performed by ECPAT-Taiwan was completed in 2014. To follow up, the NIA held five seminars to discuss related laws from a variety of perspectives. The results could serve as valuable references for further amendment of the act.

Partnership: The NIA took part in the EU-Asia Dialogue's international workshop on Addressing Irregular Migration and Human Trafficking in Europe and Asia held in Phnom Penh, Cambodia, in March 2014. Here, agency representatives spoke on Taiwan's anti-TIP policies in the briefing entitled "Strengthening international cooperation on combating human trafficking by exchanging

information.” The NIA later sent representatives to the International Labor Conference in Geneva, Switzerland, in June to arm the agency with up-to-date information concerning labor exploitation and other human trafficking issues, and obtain the forced labor indicators issued by the International Labor Organization, which can serve as reference for amendment of the HTPCA.

Delegates from the NIA gave a talk on responding to TIP victims’ needs at the Joint RSIS-ICRC Consultative Roundtable on the Humanitarian Dimension and Protection Aspects of Trafficking in Persons held in Singapore in June. The 2014 International Workshop on Strategies for Combating Human Trafficking held on October 8 co-organized by the NIA, MOL, MOFA, and MOTC hosted 236 experts and scholars from government agencies and NGOs from 20 countries. Three main issues, namely partnering with social enterprises, preventing and investigating cyber crime, and the differences between exploitation and simply employment disputes, were discussed during the conference. The ground that was covered is conducive to the establishment of an international system for related exchanges and enhanced cooperation between central and local government agencies as well as civil society. Vice President Wu Den-yih spoke at the opening ceremony on the government’s support of anti-TIP efforts and hopes for greater cooperation with other countries.

The NIA signed memorandums of understanding (MOUs) to jointly prevent human trafficking with several countries in 2014, including the United States (May 29), Solomon Islands (June 25), Belize (August 15), Saint Christopher and Nevis (September 18), and Japan (November 20). The MOUs call for signatories to cooperate and exchange information on immigration protocol, human resource training, and related experiences.

III. Achievements in 2014

1. Prosecution – Stamping out TIP crimes

1.1 Judicial Police Enforcement

1.1.1 Judicial police agencies have entrusted specific units with anti-TIP tasks and have established a cross-agency communications network to optimize enforcement at high-risk sites, such as the gathering places of brokers or places reputed to employ foreign laborers for work or commercial sexual exploitation. For the last two years, enforcement efforts have expanded to include trafficking committed by individuals and not just that by organized syndicates. Since 2014, combating the sexual exploitation of minors (anyone under the age of 18) has become a top priority of judicial police agencies.

1.1.2 In 2014, law enforcement officers uncovered 138 cases, 51 involving labor exploitation and 87 sexual exploitation, all of which have been referred to district-level prosecutors for investigation and prosecution. The figures on such cases worked on by judicial police over the past seven years are shown below:

Year \ Cases	Total	Type	
		Labor	Sex
2008	99	40	59
2009	88	46	42
2010	123	77	46
2011	126	73	53
2012	148	86	62
2013	166	84	82
2014	138	51	87
Responsible Agencies for 2014			
National Police	106	51	87
NIA	19	10	9
Coast Guard	3	2	1
Investigation Bureau	10	2	8

1.2 Indictment and Sentencing

1.2.1 The Ministry of Justice (MOJ) has designated prosecutors for each jurisdiction to handle TIP cases. At the high court level, a prosecutorial task force holds regular meetings to supervise and coordinate anti-TIP efforts at the district level so as to better ensure the timely conclusion of investigations. Pursuant to the law, the MOJ has also urged prosecutors to seek severe penalties for traffickers.

1.2.2 Prosecution: In 2014, a total of 184 individuals were indicted in 102 TIP cases. Prosecution figures for the past seven years are shown below:

Year	Cases	No. of persons	Type of exploitation			
			Labor		Sex	
			Cases	Persons	Cases	Persons
2008	165	601	40	106	113	452
2009	118	335	35	102	83	233
2010	115	441	41	110	76	346
2011	151	437	72	179	80	259
2012	169	458	34	57	136	408
2013	127	334	84	246	46	103
2014	102	184	21	52	88	153

Notes: Starting in June 2009, another category of exploitation was added (organ removal), hence the total number of cases may not correlate to the sum of the different types shown.

1.2.3 According to the MOJ, 175 individuals were convicted in TIP cases. Of these, 97 were sentenced to a jail term of 6 months or less, 36 to between 1 and 3 years, and 30 to between 3 and 5 years.

Sentencing: Sentences imposed for TIP crimes from 2008 to 2014 are as follows:

Sentences	2008	2009	2010	2011	2012	2013	2014
< 6 months	181	256	192	98	144	155	97
6 ~ 12 months	50	58	37	15	16	21	10
1 ~ 2 years	34	30	34	27	27	36	20
2 ~ 3 years	3	4	4	5	3	5	6
3 ~ 5 years	3	7	19	17	32	41	30
5 ~ 7 years	0	1	0	2	2	4	2
7 ~ 10 years	1	13	1	1	3	2	1
10 ~ 15 years	1	0	1	0	0	0	3
Short detention	11	6	8	6	11	4	5
Fine	3	1	4	2	62	1	1
No sanction	0	0	0	1	0	1	0
Total	287	376	300	174	300	270	175

Note: The term “TIP crimes” refers to any type of human trafficking in violation of Taiwan’s Human Trafficking Prevention and Control Act, Criminal Code, Labor Standards Act, the Regulation Governing the Prevention of Children and Adolescents from the Sex Trade, or other related statutes.

1.2.4 A supervisory task force under the Taiwan High Prosecutors Office released guidelines for review that could be further applied to labor and sexual exploitation. Data collected from local prosecutors’ offices are as follows:

- A. Number of new prosecutions/persons and comparison with those of the previous year.
- B. Number of closings (indictment, summary offense, suspended indictment and no indictment)/persons and comparison with that of the previous year.
- C. Number of detainees and comparison with that of the previous year.
- D. Conviction rate and comparison with that of the previous year.

1.2.5 At the request of the MOJ, the Taiwan High Prosecutors Office also released guidelines for investigation by district prosecutors offices of cases involving sex exploitation of underage

females via the Internet. The number of transactions, defendants, underage victims, and websites are to be submitted for review if indictments are brought according to the stipulations of Articles 23 and 24 of the Prevention and Punishment of Sex-Trade Act and involve victims under the age of 18 engaging in prostitution via the Internet or victims in sexual transactions conducted against their will.

1.3 Greater enforcement

1.3.1 Tightening border controls to clamp down on undocumented workers: Taiwan has adopted more rigorous measures to deter trafficking syndicates from (A) sneaking victims into Taiwan using a false identity at the border or during flight transits; and (B) recruiting and exploiting illegal foreign workers in vulnerable situations. The achievements by the NIA and the National Police Agency (NPA) are as follows:

Type Year	Forged travel documents, stolen identity, and fingerprint mismatch at the border (no. of cases)	Undocumented alien workers found within the nation's borders (no. of persons)
2008	149	8,562
2009	81	9,998
2010	57	10,045
2011	35	8,474
2012	29	13,594
2013	17	16,269
2014	49	14,120

1.3.2 Uncovering immigrants in fraudulent marriages through improved interview techniques

1.3.2.1 Interviews of mainland Chinese spouses: according to current regulations, when a mainland Chinese spouse applies for an entry visa to join a Taiwanese spouse, the pair must undergo an interview. Following this, the NIA will refer any suspicious marriages to local prosecutors for further investigation. If the mainland Chinese spouse is already in Taiwan, a follow-up interview and inquiry are performed to verify the authenticity of the marriage. In 2014, the NIA conducted 13,782 interviews, among which 8,256 took place at the border. A summary of the results of the interviews over the last seven years is as follows:

Year	No. of interviews	Passed (%)	Failed (%)	Follow-up (%)
2008	30,500	20,904(69%)	3,726(12%)	5,870(19%)
2009	28,686	20,302(71%)	2,857(10%)	5,527(19%)

2010	23,533	17,930(76%)	1,972(8%)	3,631(16%)
2011	19,862	15,227(77%)	2,080(10%)	2,555(13%)
2012	18,405	13,863(75%)	2,297(13%)	2,245(12%)
2013	15,569	11,997(77%)	2,284(15%)	1,356(8%)
2014	13,782	10,826(79%)	1,928(14%)	1,028(7%)

Note: 2008 and 2009 figures are for interviews conducted within the borders.
2010 to 2014 numbers are those conducted either within or at the borders.

1.3.2.2 Interviews of foreign spouses: There have been many incidents involving persons from Southeast Asia entering Taiwan under the pretense of marriage and subsequently engaging in activities other than those stated on the visa application. Therefore, the Ministry of Foreign Affairs (MOFA) has instituted an interview process under which both spouses must attend an interview at a designated consulate office if one spouse comes from Vietnam, Indonesia, Thailand, the Philippines, Myanmar, or Cambodia. Information on interviews conducted in 2014 is presented below.

Nationality	Cases	Passed without interview	Passed with interview	Rejected	Failure rate (%)	Note
Vietnam	4,312	71	2,213	1,672	38.8	356 couples required to submit additional documents, whose cases are pending review
Indonesia	1,046	5	393	412	39.4	236 couples required to submit additional documents, whose cases are pending review
Thailand	423	30	250	143	33.8	
The Philippines	412	24	383	5	1	
Myanmar	120	42	56	21	17.5	1 couple required to submit additional documents, and their case is pending review

MOFA is dedicated to strike a delicate balance between upholding the legitimate right of foreign spouses to join their partner and/or family in Taiwan, while

safeguarding border integrity, preventing human trafficking, and cracking down on fraudulent marriages. To this end, on June 9, 2010, MOFA published the Guidelines for Interviewing the Foreign Spouses of Nationals at MOFA and Foreign Missions, stipulating the interview procedure, documents to be submitted, and suggestions for providing economic relief. To reject applicants, foreign missions must issue written notification that specifies the reasons and options for economic relief to ensure that the interview procedure conforms to regulations and protects human rights. The guidelines were amended in October 2013.

Foreign missions conduct separate interviews for the Taiwan national and the foreign spouse, inquiring into each person's background and details of their courtship and wedding so as to determine whether the marriage is genuine. This is conducive to rooting out fraudulent marriages and human trafficking. There are, however, limits to such undertakings by foreign missions, which do not possess the legal right to initiate investigations, but rather may only assess a couple's background and marriage by reviewing documents and conducting interviews. MOFA therefore has worked closely with the NIA since 2010. After interviewing couples, MOFA's foreign missions inform the NIA of cases they believe merit further investigation in Taiwan, such as by looking into the Taiwan spouse's family background, so as to discern fraudulent marriages from real ones. For those suspected of questionable applications and attempted re-entry on a dependent visa, foreign missions are to verify their identification so as hasten the NIA's decision to either waive the application or conduct a follow-up investigation. Cooperation between MOFA and the NIA has proven effective in preventing human trafficking.

To prevent foreign nationals from entering the country, working illegally, or even obtaining citizenship through fraudulent marriages, MOFA will refer cases of fraudulent marriages or irregularities in the cases of persons who have already been permitted to reside in Taiwan to relevant agencies (the MOI, the NIA or the MOJ) for further investigation and report irregularities discovered by foreign missions to the competent authorities so that they may improve or amend related policies and regulations and better enforce the law.

1.3.3 Cracking down on unauthorized hiring and brokerage violations to prevent foreign nationals from being exploited. The statistics for 2014 are as follows:

1.3.3.1 Unauthorized hiring

Year/Case	Fines levied							Licenses revoked						
	2008	2009	2010	2011	2012	2013	2014	2008	2009	2010	2011	2012	2013	2014
Hiring violation														
Illegally harboring foreign nationals	181	152	186	255	305	376	317	137	116	133	197	161	227	174
Unauthorized hiring	767	582	777	960	1136	1450	1224							
Hiring foreign nationals for use by others	27	12	26	17	14	13	20							
Unauthorized nature of place of work	414	410	545	746	768	897	689							

1.3.3.2 Employment broker violation

Year/Case Broker violation	Fines levied							Licenses revoked						
	2008	2009	2010	2011	2012	2013	2014	2008	2009	2010	2011	2012	2013	2014
Collecting unauthorized fees	77	110	22	21	23	16	5	14	10	2	6	12	5	8
Submitting false information or urine/ stool/ blood samples	23	12	3	1	12		14	7	12	3	0	3		6
Fiduciary failure causing citations against employers	45	52	52	58	60	64	65	0	0	1	1	3	2	5
Unauthorized job placement	76	92	62	81	73	106	98	7	10	17	18	9	14	13

Note: Fines can be levied on both individuals and companies, whereas the revoking of licenses only applies to companies.

1.4 Prominent enforcement cases

Case 1. Cross-Strait Smuggling Ring

Description:

- A. Acting on information provided by the Canadian Trade Office in Taipei, the NIA's Specialized Operation Brigade set up a special team to analyze human smuggling routes and patterns to crack down on a human smuggling syndicate set to depart from Taiwan Taoyuan International Airport to Canada to seek political asylum on January 22, 2014. The team reviewed suspects' customs, ticket, and passport application records, and airport surveillance videos. After going through dozens of suspected flights and thousands of records, the team then cross-analyzed the identifications of the ringleader and his cover and sent out an immediate border control order through the Advance Passenger Information System (APIS), tracking and monitoring the group's activities in Taiwan.
- B. The syndicate was later found to have been engaging in well-planned organized crime performed by different perpetrators and involving Taiwan, Hong Kong, mainland China, and Canada. They took advantage of lags in information being transmitted between Taiwan's various airports, and were working to commit crimes at the Taoyuan, Songshan and Taichung Airports prior to being intercepted.

Investigation:

- A. To collect information more efficiently, the special team conducted visits to EVA Airways, China Airlines, the Canadian Trade Office in Taipei, and the Taoyuan Prosecutors Office to consider different cases and find watertight evidence. The team analyzed data to determine which day the suspects might take action. Team members then reviewed ticket information, surveillance clips, and shipping orders to determine patterns and possible next moves. A successful raid on the group followed.
- B. On March 16, the brigade was informed by the monitoring team that the group's head would arrive on flight BR802. The team cross-checked the identities of 798 passengers on flights BR802, BR868, and BR010, raising suspicion that Yan Hai on flight BR802 and a

passenger surnamed Chen on flight BR868 were the illegal migrant and cover, respectively.

- C. Team members separated into three groups to track the suspects. The team discovered that other smugglers followed the ringleader, surnamed Lee, into the bathroom next to the quarantine station to wait. After flight BR868 arrived, the cover, surnamed Chen, also went to the bathroom for a handover of information, then headed to Songshan Airport preparing to leave Taiwan on flight MF884 (scheduled for 10:45 takeoff), but was apprehended by team members. The team remained on site, continuing to track the smugglers, collecting photographic and video evidence. It was not until the boarding time of flight BR010 that suspects were arrested at Gate C7 and brought in for interrogation. The following day, the ringleader tried to flee from Taichung Airport, but the team was alerted to his presence, as he had been placed on a no-fly list. Armed with an arrest warrant, the team brought Lee in from the airport for further investigation.
- D. The smugglers worked across **five airports (Macau, Hong Kong, Taoyuan, Songshan, and Taichung)**. Thanks to the APIS established by the NIA, the team was readily able to analyze thousands of pieces of data. The vigilance of team members was responsible for the shutting down of this cross-border criminal syndicate.

Conclusion:

Credit goes to the special investigative team for their nonstop effort, including a 36-hour stint of planning, tracking, collecting evidence, and arresting suspects. The Taoyuan District Prosecutors Office cooperated fully by interrogating all the suspects again and putting them all in detention. This case was widely covered by both local and international media, raising the NIA's profile in combating cross-border crime and human smuggling.



Case 2. Smugglers Violating the Act Governing Relations between the People of the Taiwan Area and the Mainland Area

Description:

A suspect surnamed Wu targeted by the NIA's Specialized Operation Brigade took Thai Airways TG635 on June 26 to Bangkok and was later discovered engaging in human smuggling. The brigade notified the AOLs (airport liaison officer) of various countries stationed at the Hong Kong Airport so that the competent agency for immigration in Thailand could be apprised that three Taiwan suspects surnamed Wu, Lee, and Chiang were aiding the smuggling of two mainland China nationals to Rome, Italy, using forged passports of the Republic of China (Taiwan). After reviewing documents and evidence, the Thai immigration agency sent the suspect surnamed Lee to the district court in its jurisdiction, while the ringleader Wu was repatriated to Taiwan on flight TG636 on June

27 due to a lack of evidence. TransAsia Airways reported Wu's flight to the brigade, enabling it to obtain an arrest warrant from the Taoyuan Prosecutors Office. The brigade then brought in Wu and Chiang for a preliminary interrogation upon their arrival. It then sent them to the Taoyuan Prosecutors Office for a follow-up investigation and legal proceedings.

Investigation:

- A. This smuggling ring had long been the target of the brigade. To discover and arrest its members, a special team was formed which looked at all manner of evidence, interviewed persons associated with related cases, and utilized the flight passenger cross-checking system and the APIS. Months of hard work and analysis gave the team greater knowledge of smuggling frequency and routes.
- B. Brigade chief Liao brought team members to the Taoyuan Prosecutors Office and requested that the prosecutor in charge authorize a raid. The prosecutor reviewed the evidence presented by the team and agreed to the detention of the ringleader.
- C. By examining passenger booking records and the APIS, the team predicted that Wu would fly to Bangkok to transit to Rome in the early morning of June 27, 2014, and sent instant notification to AOLs (airport liaison officer) of various countries stationed at the Hong Kong Airport. The Thai immigration authorities then arrested three human smugglers intending to travel to Italy on false passports. To prevent perpetrators from destroying evidence upon returning to their place of origin, the Taoyuan Prosecutors Office issued an arrest warrant to the team and detained the smugglers upon their arrival. Evidence was seized on the spot. The smugglers admitted their guilt. After interrogation on the 27th, Wu and the other smuggler were sent to the Taoyuan Prosecutors Office for further investigation. The team continued to work to arrest more perpetrators associated with the syndicate, discovering in the process seven accomplices.

Conclusion:

- A. The special team worked tirelessly on the investigation, collecting evidence and interrogating suspects to obtain more information of the syndicate, which led to the arrest of the ringleader and other perpetrators.
- B. Cracking down on cross-border smuggling rings is one of the most important missions of the NIA's Specialized Operation Brigade. This case demonstrates the NIA's efforts to eradicate human trafficking and its capability to deter smugglers from engaging in such crimes. The team will continue to safeguard Taiwan's borders and global reputation.





Case 3. Cross-straits Human Trafficking Syndicate

Description:

The NIA's Taipei City Specialized Operation Brigade launched a special project in February 2014 to track down a human trafficking syndicate led by a ringleader surnamed Dong. Women from mainland China were being hired to engage in prostitution under the cover of having medical examinations or conducting business activities. Several locals were also hired as pimps, to run errands and facilitate sexual transactions by sending women who entered Taiwan illegally to hotels or private residences to engage in prostitution. A prosecutor at the Taipei District Court Prosecutors Office, along with the brigade, launched an investigation. After collecting evidence for more than eight months, the team raided the syndicate on September 3, 2014, arresting Wu and 12 other suspects, as well as eight mainland Chinese prostitutes, and confiscating illegal profits of about NT\$1,370,000 (approx. US\$44,000). The team closed the case by bringing back another ringleader surnamed Tu who had fled to mainland China on December 29.



Case 4. Labor Exploitation of a TIP Victim

Description:

The NIA's Taipei City Specialized Operation Brigade uncovered a TIP case in November 2014 in which perpetrators surnamed Guo and Liao seized the ID and other documents belonging to foreign laborer T, coercing her to engage in labor for which pay was not commensurate with the work. The Taipei District Court Prosecutors Office launched a case against the suspects on March 12, 2015, for violating the HTPCA and the Criminal Code.



1.5 Challenges in legal interpretation

1.5.1 Definition of Collective Crime/Number of Crimes

A. Case Briefing: the defendant ran a brothel and engaged in human trafficking; hence committing the crime of human trafficking in violation of Paragraph 2, Article 23 of the Child and Youth Sexual Transaction Prevention Act. The accused made minor victims (under the age of 18) engage in sexual transactions for profit a total of 22 times. This was a continuing, repetitive crime. The question was whether the accused should be indicted as having committed a collective crime, or multiple instances of the crime of human trafficking.

B. Supreme Court Dossier 2013 – Decision No. 596:

- (i) To determine whether a crime is a collective crime, regulatory definitions, the means of carrying out the crime, how common the crime is, as well as public opinion must all be taken into consideration and deliberated on objectively. Subjectively, it depends on whether a crime is one single attempt made by the defendant, and the principle of equality must be respected. The wording of Paragraph 3 of Article 23 of the Child and Youth Sexual Transaction Prevention Act (prior to its amendment), and Paragraph 2 of Article 231 of the Criminal Code, as well as related regulations on successive crimes, make it difficult to state with certainty that Paragraph 2 of Article 23 of the Child and Youth Sexual Transaction Prevention Act and Paragraph 1 of Article 231 of the Criminal Code apply to a collective crime.
- (ii) The defendant committed a series of crimes over several months, forcing different female victims to engage in sexual transactions. Given public opinion, it was not acceptable to see the case as a collective crime, and the defendant shall be indicted on 22 counts of human trafficking as the defendant forced minors to engage in prostitution 22 times. (The same ruling is also seen in Supreme Court Dossier 2011 - Decision No. 4161)

1.5.2 Definition of Confiscation in the HTPCA

- A. Article 38 of the Criminal Code stipulates that items used in a crime may be confiscated only if they belong to the offender. Paragraph 1 of Article 35 of the HTPCA stipulates that any property or profit from assets acquired from human trafficking shall be confiscated regardless of its ownership, except that portion that shall be returned to victims. When the entirety or part of the property cannot be confiscated, the trafficker shall pay according to its value or surrender his/her assets as compensation. Paragraph 3 states that the Ministry of Justice shall transfer seized cash or proceeds from the sale of confiscated property stated in Paragraph 1 to the competent authorities to compensate human trafficking victims.
- B. Supreme Court Dossier 2013 – Decision No. 4202 states that a special method may apply for victim protection in accordance with the HTPCA in legal proceedings and that compulsory confiscation is specified in Article 35. This corresponds to Paragraph 6 of Article 6 of the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, in that it aims to place victims under legal protection while illegal profit from the crimes shall be used to compensate victims. In practice, except where other laws detailing more favorable terms concerning confiscation apply, the HTPCA shall have priority legal basis for ruling. Defendants in this case violated Paragraph 2 of Article 24 of the Child and Youth Sexual Transaction Prevention Act in that they coerced minors under the age of 18 to engage in sexual transactions. The case is thus one of human trafficking. Any property or profit obtained by committing this crime therefore shall be confiscated in accordance with Paragraph 1 of Article 35 of the HTPCA. When the entirety or part of the property cannot be confiscated, the defendants shall be made to pay according to its value or surrender his/her assets as compensation. (The same ruling is also seen in Supreme Court Dossier 2013 – Decision No. 2641.)

2. Protection: enhancing victim protection

2.1 Safeguarding victims

2.1.1 Foreign victims

The NIA and the Ministry of Labor (MOL) operate 22 shelters (some in collaboration with NGOs) in northern, central, southern, and eastern Taiwan. The locations have been so chosen to evenly distribute resources vis-à-vis the workload. Three of the 22 shelters are NIA-owned but NGO-managed for human trafficking victims. In 2014, there were 292 newly placed victims, of whom 240 were female and 52 male. In terms of nationality, Indonesia had the highest number (162), with Vietnam second (65). The victims had their daily needs met and

received a variety of services, such as free shelter, psychological counseling, interpretation services, legal aid, accompaniment at investigation interviews, and medical assistance. The Ministry of the Interior (MOI), the cabinet-level agency supervising NIA operations, spent a total of NT\$18,740,709 (approx. US\$599,000) in 2014 on placement services, covering costs incurred on daily needs, food, medical care, and repatriation flight tickets. The foreign TIP victims put in placement programs are as follows.

Year	2007/2008			2009			2010			2011			2012			2013			2014		
Exploitation Category	S	L	Sum	S	L	Sum	S	L	Sum	S	L	Sum	S	L	Sum	S	L	Sum	S	L	Sum
New residents	9	97	106	85	244	329	45	279	324	56	263	319	152	310	462	121	245	366	86	206	292
Male	0	15	15	0	71	71	5	61	66	0	90	90	0	66	66	0	47	47	0	52	52
Female	9	82	91	85	173	258	40	218	258	56	173	229	152	244	396	121	198	319	86	154	240
Indonesia	4	63	67	45	120	165	14	147	161	20	155	175	131	225	356	110	166	276	67	95	162
Vietnam	4	9	13	12	73	85	4	71	75	1	83	84	1	59	60	1	64	65	4	61	65
Thailand	0	13	13	1	6	7	6	6	12	1	9	10	0	1	1	0	6	6	2	4	6
Philippines	0	0	0	0	14	14	2	37	39	1	13	14	0	23	23	1	7	8	0	43	43
Mainland China	0	0	0	27	0	27	19	2	21	33	0	33	20	0	20	9	0	9	13	2	15
Cambodia	0	12	12	0	9	9	0	13	13	0	0	0	0	2	2	0	0	0	0	1	1
Bangladesh	0	0	0	0	22	22	0	2	2	0	3	3	0	0	0	0	0	0	0	0	0
India	0	0	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0
Stateless	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	2	2	0	0	0

Note: S=sex; L=labor

2.1.2 Adult Taiwanese victims

There were 17 adult Taiwanese victims identified during human trafficking investigations in 2014. All returned home, as they declined to be put under protection. To such victims that receive follow-up services after returning home, judicial police are instructed to give them a copy of the Guidelines on Protecting Taiwanese TIP Victims' Rights. Victims are also asked whether they wish to be referred to local social welfare agencies for counseling. For those interested, a referral form is filled out and a call made to notify the respective agency.

2.1.3 Juvenile Taiwanese victims

There were 81 underage girls (under 18 years of age) identified during police investigations in 2014. In compliance with the Child and Youth Sexual Transaction Prevention Act, 77 of them were placed by local social work agencies, two were taken home by their parents, and the remaining two, later recognized as adults, went home.

2.2 Re-identifying victims

To help ensure all human trafficking victims are identified, the NIA routinely screens detainees at NIA-operated shelters in Taipei, Hsinchu, Yilan, and Nantou. If anyone appears to meet the criteria, he or she is referred to the original judicial police agency that uncovered him/her in a raid. Once confirmed in a second-attempt, he or she is placed in a shelter as a TIP victim. In 2014, a total of eight victims were re-identified and transferred from a detention center to a shelter.

2.3 Visas for short-term stays

In 2014, the NIA granted 117 new visas to victims for short-term stays, and approved 228

applications to renew such visas.

2.4 Protection of employment rights

According to the Work Permit and Management Regulations for Human Trafficking Victims promulgated on June 8, 2009, and the application procedure for work permits for human trafficking victims, a government-run job placement center nearest to the detention center or shelter is informed of victims' needs. In 2014, the NIA issued a total of 202 work permits to TIP victims, helping 37 change employers. Public employment agencies helped 154 victims seek new employment, 10 of whom successfully found a new employer, while 83 found a job on their own.

2.5 Free job training

According to government regulations, public employment training centers must offer free job training to foreign human trafficking victims in shelters, help identify appropriate skill sets for each victim, and fully subsidize such programs. Among the 202 victims receiving new work permits in 2014, 143 found jobs, 19 returned to their home countries, four went missing, one received placement, and the remaining 35 declined training.

2.6 Retrieving compensation from employers and brokers

After investigation, 12 TIP cases of back-pay owed by employers or brokers to foreign laborers were pursued, involving a total of NT\$20,550,886 (approx. US\$658,000). Three cases have been closed, in which employers or brokers were required to pay, within a limited period, a total of NT\$995,307 (approx. US\$32,000). According to regulations regarding confiscating and allocating proceeds from crimes to victims, compensation is further categorized as surviving dependents compensation, serious injury compensation, and compensation for non-pecuniary loss. The MOJ transferred a total of NT\$550,000 (approx. US\$18,000) to the NIA's special compensation account for TIP victims in 2014.

2.7 Safeguarding workers' rights through the 1955 Hotline

In 2010, the 1955 hotline started using a computerized system to assign incoming calls and keep track of cases. This helped supervisors overseeing the hotline conduct follow-up services on grievances or disputes so as to further safeguard foreign workers' rights. The 1955 hotline received 174,456 calls for consultation and 21,010 calls for general or emergency inquiries.

2.8 Recovering back-pay owed to foreign workers

The MOL runs foreign worker service stations around Taiwan, including in airports. The stations, along with the 1955 Hotline, helped 4,269 foreign workers recover a total of NT\$108,405,602 (approx. US\$3.47 million) in back-pay owed by employers or brokers in 2014.

2.9 Accompaniment during judicial proceedings

2.9.1 Interpreter and social worker accompaniment: To uphold victims' rights and facilitate judicial proceedings, judicial police agencies are required to provide interpretation services during investigation interviews involving human trafficking victims. A social worker also accompanies the victim to keep him/her more relaxed and explains the procedures and protective measures to be expected. During the investigation of and court hearings on human trafficking cases in 2014, interpretation services were offered on 342 occasions and accompaniment services on 359 occasions.

2.9.2 Legal aid: To safeguard victims' human and legal rights, the private Legal Aid Foundation has been commissioned by the Judicial Yuan to provide legal aid to human trafficking victims under placement when the requirements stipulated by the Legal Aid Regulation are met. In 2014, out of 321 applications for legal aid, 316 were approved, two were provided with legal counseling only, and the other three were rejected. Therefore, 98 percent of those aid requests were granted.

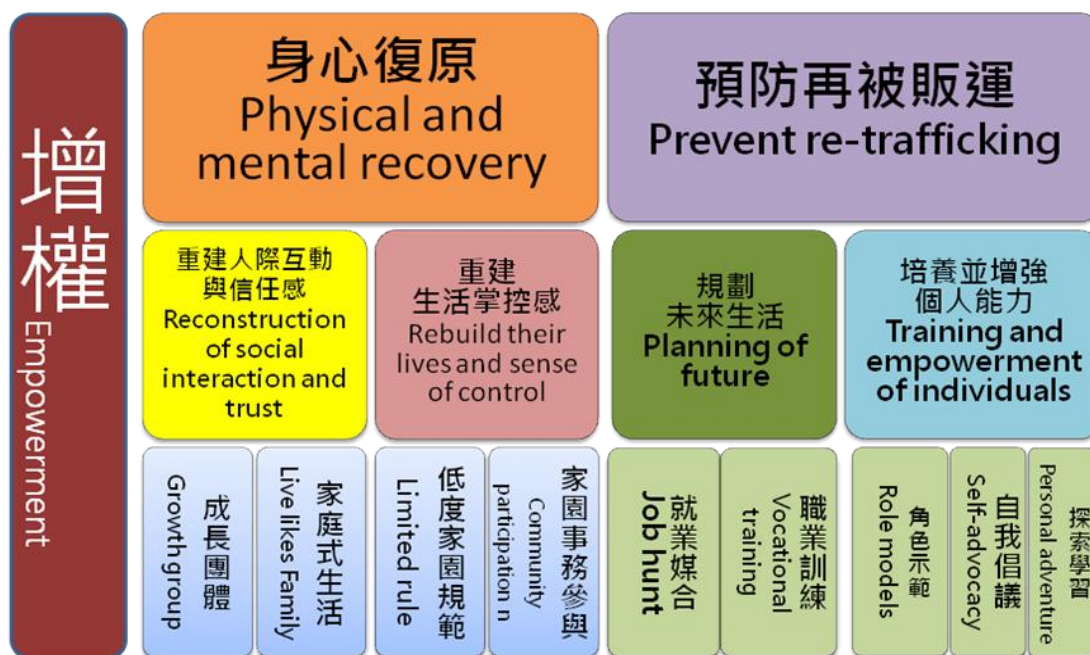
2.9.3 Keeping victims posted of their case's progress: Judicial police and shelter staff members are required to inform victims of the procedures used by Taiwan's judicial system. Each prosecutors' office assigns a liaison specifically to enhance communication among the judicial police officers, social workers, labor affairs officials, and shelter staff members. The prosecutors are to reveal as much information as they may about the investigation progress without violating Article 245.1 of the Criminal Procedure Law, which stipulates that information about a case still under investigation cannot be disclosed. This step aims to keep the victim more at ease and willing to stay in Taiwan, where he/she can testify in court against suspected traffickers. Shelters are encouraged to check the progress of cases involving a victim who is residing in the shelter, and to compile a report to the MOJ and the Judicial Yuan so as to help expedite the judicial process, thereby enabling the victims to return home sooner.

2.9.4 Facilitating safe repatriation: When the investigation of a trafficking case is closed or when the victim no longer needs to stay in Taiwan for the investigation, and when the shelter deems that there is no longer a need to postpone the victim's repatriation, the NIA will coordinate with various agencies to send the victim back to his/her home country in a timely manner. During 2014, a total of 103 victims were repatriated after a period of placement.

2.10 Service highlights at NIA owned, NGO operated shelters

2.10.1 The Hualien Shelter

Founded in March 2009 and run by the Taipei Women's Rescue Foundation, the Hualien Shelter had provided services to a total of 40 TIP victims as of late December 2014). The shelter considers empowerment its priority and works from two directions: to help human trafficking victims find a way to recover physically and psychologically through its services; and, due to the economic pressure that drives victims to seek employment overseas, to provide a variety of training programs to prepare residents for future employment and raise their self-confidence and awareness so as to minimize the possibility of their becoming targets in the future.



Services and Achievements:

2.10.1.1 Physical and mental recovery

To help human trafficking victims stand on their feet again physically and psychologically, the shelter provides diverse intervention services in order to foster self-recognition and self-empowerment, and relieve emotional distress as well as build confidence. Services include group therapy, a family-like environment, a carefree atmosphere, family activities, interpersonal interaction, and new friendships to help victims rebuild a sense of safety and trust, as well as regain self-worth and control of their own lives.

2.10.1.2 Preventing re-trafficking

TIP victims are easy targets of exploitation due to limited educational opportunities and access to information in their home countries. Therefore career planning is a top priority at shelters, which also provide monetary allowances, job training, and job placement so as to improve the future employment prospects of victims and help them better understand lawful working conditions and workers' rights in Taiwan. Residents can attend a variety of classes on career and life planning as well as skill learning, including job training, job matching, exploration programs, human rights education, role playing and self-empowerment. Residents are placed in various kinds of jobs, such as housekeeping, kitchen assistance, or massage services, earning an average of NT\$23,207 (approx. US\$750) a month. The average length of employment is 9.7 months, whereas one held a job for 22 months.

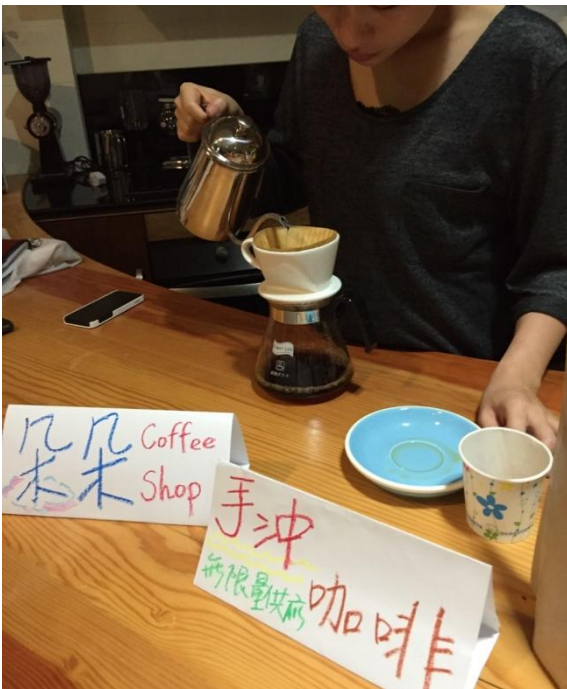


Personal adventure: Two residents learn how to make cakes and coffee in a baking class in the hope of opening a coffee shop in the future.

Vocational training: To fulfill her dream of running a shop, this resident has been learning leatherworking.

2.10.1.3 Empowerment through cooking

Cooking is an essential part of daily activities in a family. Every resident makes food that represents his/her own culture and gains a sense of recognition of his/her home country and culture in this process. Residents make cookbooks that include their favorite recipes. In 2014, two residents had a chance to be baristas, making coffee and selling hand-made cookies at an event open to the public. Their feedback and encouragement helped rebuild confidence for the two residents, who dream of opening their own coffee shop.



Innovative service: Two residents serve coffee at an event open to the public.

Innovative service: Handmade cookies are on sale at a public event, making money for two residents.

2.10.2 The Nantou Shelter

Founded in October in 2009 and run by the Good Shepherd Social Welfare Services for five years, the Nantou Shelter had helped 202 TIP victims as of December 31, 2014.

Services and Achievements:

- A.Recovery and support: The shelter considers recovery its core value and provides special services targeted at TIP victims who have been mistreated, exploited, and therefore traumatized physically and psychologically, finding it hard to adjust to a new environment. Through continuous care and medical inspections, the shelter works closely to treat every victim. Through regular meetings and other activities, victims receive consistent care so they may start to trust and accept others again. They have a chance to get over their memories by taking part in holiday events and outdoor activities. These long-term efforts also allow staff to help victims understand Taiwan from a new perspective.
- B.Empowerment and employment: The shelter lays great emphasis on employment services, and has launched various programs to respond to different needs, such as skill training, lectures, counseling, job placement, and work-at-home jobs to help victims become equipped with job-search and planning abilities prior to re-entering society. Residents have a chance to acquire professional skills and other capabilities enabling them to do what they are good at and deal with problems and challenges that might arise in the future.
- C.Prevention of re-trafficking: Besides providing shelter and all kinds of services to TIP victims during their stay in Taiwan, preventing their being trafficked again remains the most important goal. The shelter will try to fill in related information about human trafficking for residents. For those who plan to work overseas again, they will be familiarized with foreign working conditions and oriented to develop a self-protection plan to avoid becoming targets.
- D.Event planning: TIP victims were invited to plan a Christmas party, choreographing and performing Indonesian pop dances on Christmas Eve to thank shelter staff for all their hard work. It was the perfect chance for interaction and cultural exchanges, and all attendees had a good time.
- E.Healing farm: residents and the staff care for vegetables and fruits all the way from planting seeds to harvesting crops. They are responsible for dealing with all ancillary problems, such as insufficient sunlight and water, or insect damage. When the produce comes to table, the residents get a great sense of satisfaction and achievement.
- F.Cross-border cooperation and repatriation: Before moving back home, residents meet with a nun who has been working in Indonesia for years and is able to provide first-hand information about the living conditions and what assistance might be necessary there. The shelter also hosts lecturers to speak on different topics, such as the hidden dangers of overseas jobs or the signing of contracts to help them better understand employment abroad. Residents learn how to develop an overseas personal safety plan to prevent their being re-trafficked.

Feedback and Highlights



Year-end party: Residents receive red envelopes at Lunar New Year as a token of ushering in the new year. They learned more about Taiwan's traditional culture and took this chance to look back on the previous year and vowed to do better in the new one.



Birthday party: A resident happily celebrates his birthday with a cake prepared by staff.



Nun's visit: A nun who has worked in Indonesia speaks with Indonesian residents preparing to return home in order to understand their needs and share first-hand information about the country.



Lectures: A skin care expert provides professional suggestions for residents on how to take care of their skin in Taiwan's humid and hot weather.



Indonesian traditions: Birthing rituals and traditional food are shared with staff.



Holiday Events: On Dragon Boat Festival, residents commemorate the patriotic Chinese poet Chu Yuan by trying to stand an egg on end.

	
<p>Holiday events: Residents make moon cakes at the Mid-Autumn Festival.</p>	<p>Job training helps residents find employment and a stable income.</p>
	
<p>A lecturer speaks about avoiding becoming victim to human trafficking again.</p>	<p>Child care: Children of TIP victims there are cared for while their parents undergo legal proceedings.</p>

2.10.3 The Yilan Shelter

Since its founding in August 2008, the Yilan Shelter, which is run by ECPAT-Taiwan, has provided services to 127 victims. In 2014, 16 new victims were placed in the shelter, and 23 received help. The shelter emphasizes victim-centered services, and residents are allowed to leave the premises and communicate with the outside world.

Services and Achievements

A. Safe environment based on respect for different cultures: The Yilan Shelter respects each resident's culture, language, religion, and individual needs, and promotes understanding and tolerance. Multilingual reminder cards and orientation programs are used to create a multicultural environment.

B. Autonomy: On entering the shelter, each resident is informed of in-house rules and, with his or her consent, a placement plan is proposed. Residents are encouraged to exercise their rights to formulate communal living rules and organize group meetings, housework-sharing regimes, shelter events, classes. In addition, by participating in volunteer services, residents can feel empowered by providing services to others.

C. Physical and psychological care: Services including interviews, counseling, emotional support and group therapy are provided with the victim's consent as well as a thorough assessment of his or

her physical and psychological condition.

D. Emphasis on human rights of residents' children: For residents with young children, orientation programs, parental education and pre-school education are arranged.

E. Connections with social workers: Social workers try to gain victims' trust by listening to their stories, showing acceptance and empathy, and employing their communication skills. Social workers help relieve victims' stress associated with having to adapt to a new environment, dealing with judicial procedures, or being homesick. Social workers keep in contact with victims and give them support, so as to enhance their ability to deal with negative emotions.

F. Flexible and diverse victim services: Group activities are discussed and planned with victims, so as to boost participation and enhance results. Activities—including skill training courses, multicultural classes, growth groups, and seminars—are held in an open, flexible, and non-structured manner.

G. Protection of victims' legal rights: The shelter helps victims ensure their rights by helping them find legal aid and counseling. Shelter staff also help victims apply for postponements of court proceedings and consult with the prosecutor and judge to reduce their anxiety and homesickness and confirm their placement plans.

H. Participation in court proceedings through video links: To prevent victims and accompanying social workers from having to go back and forth between the shelter and court, the use of video conferencing in judicial procedures is promoted in the hope of minimizing victims' anxiety and increasing efficiency.

I. Activities outside the shelter: Following a thorough safety assessment, residents are allowed to leave the premises without an escort for such activities as exercising and shopping.

J. Employment rights: In cooperation with local factories and stores, assistance is provided to victims to take employment-related tests and pursue job opportunities. Victims' opinions and preferences are respected during this process.



Volunteer services: cooking and sharing dinner with children in the orphanage on the eve of Chinese New Year



Volunteer services: visiting seniors, providing hair-cut service, and sharing hand-made cakes and cards on Mother's Day



Counseling: fortune-telling card workshop



Group class: Niguma yoga helps relieve physical and psychological stress.



Group class: Interactive activity fosters understanding by listening to each other, expressing feelings, and building mutual trust.



Group class: Multicultural event including film and painting on the International Day of the Girl Child encourages participants to share and enhance women's values.



Skill training: baking and decorating cakes



Skill training: preparing hand-made cookies and desserts

	
<p>Skill training: bridal skin care, makeup, and manicure</p>	<p>Leisure activity: day on the beach, bringing back childhood memories by playing with water and looking for crab</p>

3. Prevention of human trafficking

3.1 Enhancing general awareness through various channels

3.1.1 Promoting related laws and protection measures

The NIA has devised numerous campaigns to boost public awareness of the HTPCA and protection measures for victims, so that the public can help victims obtain timely assistance.

3.1.1.1 TV and radio

A. A 30-second film clip on TIP prevention was broadcast 629 times on six terrestrial TV channels in public service announcement time slots.

B. Through the coordination of the Office of the Spokesperson of the Executive Yuan, an audio clip containing discussions on sexual and labor exploitation was broadcast 9,678 times on Taiwan Radio–Taipei Station, Taipei Broadcasting Station, Fuhsing Broadcasting Station, and 62 other radio stations in public service announcement time slots.

C. A total of 724 copies of a TIP prevention DVD were distributed to the Coast Guard Administration, the National Police Agency, the Investigation Bureau of the MOJ, as well as central and local labor and social affairs departments.

3.1.1.2 Outreach events

A. The NIA worked with the MOL and ECPAT-Taiwan to launch the Blue Heart campaign on July 30, 2014—coinciding with the World Day against Trafficking in Persons—to raise public awareness of human trafficking. Representatives from the government and NGOs, as well as nearly 100 members of the public, took part in a special event to show their support.

B. The NIA organized a special Mid-Autumn Festival charity event with the Yi-Mei Multimedia E-Content Production and Marketing Co., the 1111 Job Bank and the Yuanta Foundation at the plaza in front of the Wuchang Eslite bookstore in Ximending, Taipei, on August 30, 2014. Members of new immigrant groups were invited to attend the event to promote the importance of TIP prevention.

C. The NIA was invited to participate in the Excellent Indonesia event held by the Indonesian Economic and Trade Office to Taipei to celebrate Indonesia's 69th National Day, and set up a booth at the Miramar shopping mall in Taipei on August 31, 2014, holding painting and other activities to raise public awareness of the importance of TIP prevention.

D. A comic art competition on prevention of human trafficking open for students and adults was held by the NIA to enhance awareness among young people. A press conference was organized at the Taipei Artist Village on October 6 to announce the winners, whose works were also presented at the 2014 International Workshop on Strategies for Combating Human Trafficking held two days

later on October 8.

E. A press conference was held at the NIA offices on October 24 to highlight the achievements of a special project that aims to foster digital literacy and build an e-house for new immigrants, so as to make sure they are familiar with TIP-related issues, as well as the government's prevention efforts.

Highlights of the NIA's Anti-TIP Campaigns

World Day against Trafficking in Persons – Blue Heart Campaign



Press Conference for the Comic Art Competition on Prevention of Human Trafficking



Charity Event during the Mid-Autumn Festival 2014



Promotional Campaign at Event Marking the 69th National Day of Indonesia



2014 International Workshop on Strategies for Combating Human Trafficking



3.1.2 Preventing foreign nationals from falling victim to traffickers

Numerous campaigns have been launched through various channels to help employers, employment brokers, and migrant workers gain a better understanding of human trafficking as well as assistance available to victims.

3.1.2.1 Media campaigns

A. The NIA commissioned six broadcasters to produce 13 episodes of a radio program in different languages on such issues as human trafficking prevention, safety of migrant workers, the 1955 hotline, regulations for hiring foreign workers, and foreign customs and traditions, so as to educate employers, brokers, and foreign workers. By the end of 2014, these programs had been listened to an estimated 3.99 million times.

B. A total of 210,000 copies of the multilingual handbook *What Foreign Workers Must Know When Working in Taiwan* (published in Thai, Indonesian, Filipino, Vietnamese, etc.) were distributed to local governments, public job placement centers, foreign missions in Taiwan, migrant worker service centers at airports, and NGOs. This publication included information on steps that can be taken to report grievances and seek help.

C. A 30-second TV commercial, as well as light box advertisements, was produced to raise awareness of legal employment. In addition, a short clip on the rights of foreign workers in Taiwan has been incorporated in orientation sessions for those who have just arrived in Taiwan, introducing related regulations, protection measures, and ways to seek help.

3.1.2.2 Raising awareness of TIP issues

Local authorities were given subsidies to organize 25 anti-TIP training courses for migrant worker supervisors or employers, which had an attendance of 1,279. Also, 201 anti-TIP meetings for migrant workers were held to introduce related regulations. With an attendance of 71,693, these meetings aimed to ensure that migrant workers, employers and brokers are aware of human trafficking issues.

3.1.2.3 Helping labor affairs staff better identify TIP victims

A total of 457 foreign worker inspectors, foreign labor service center staff and local placement center personnel attended training programs held in four stages in August and September to enhance their professional knowledge on anti-TIP efforts and victim protection and placement.

3.1.2.4 Facilitating direct hiring

Since 2009, the Direct Hiring Service Center of the MOL has expanded the scope of direct hiring to the fields of manufacturing, construction, deep-sea fishing, nursing homes, and domestic care. In 2014, the center helped 22,597 employers hire foreign employees or refer and transfer 64,679 foreign worker applications to authorities other than the MOL, and provided consultation for 194,969 individuals, either on-site or over the phone, on hiring foreigners. Thanks to the center, workers seeking to extend their working visa in Taiwan have saved a total of NT\$557.54 million (approx. US\$17.84 million) in brokerage fees, thus minimizing the risk of exploitation by brokers.

3.1.2.5 Strengthening management of brokerage firms

As part of the annual evaluation held in 2014 for private brokerage firms engaging in cross-border placement in the previous year, a total of 1,106 firms were evaluated, of which 236 (21.25%) got an A grade (above 90 points), 795 (71.97%) a B grade (70 to 89 points), and 75 (6.78%) a C grade (below 70 points). The latter will not be allowed to set up subsidiaries and their license will not be renewed if failing to obtain a B grade in the following year. This system seeks to improve the quality of brokerage firms' services and eliminate firms that do not meet standards.

3.1.2.6 Increasing informants' rewards

In order to minimize the number of, and track, runaway foreign workers, the MOL promulgated the Guidelines Governing the Payment of Rewards to Members of the Public Informing the Authorities about Violations of the Employment Service Act on April 29, 2011. The maximum reward for reporting an illegal employer or broker is NT\$50,000 (approx. US\$1,670). If an employer illegally

hires or harbors runaway workers, the informant gets a reward of NT\$10,000-50,000 (approx. US\$333-1,670), depending on the number of workers uncovered. If a broker illegally refers a foreign worker, runaway or not, the informant gets a reward of NT\$20,000-50,000 (approx. US\$667-1,670), depending on the number of workers being referred. In 2014, a total of NT\$7.915 million (approx. US\$253,000) in reward money was paid to 751 informants.

3.1.2.7 Strengthening the legal framework concerning foreign workers

To ensure brokerage firms fulfill their recruitment and follow-up responsibilities, thereby preventing foreign workers from running away and causing serious problems, the MOL announced the amended Regulations for Permission and Supervision of Private Employment Services Institution on October 8, 2014. These adjusted the threshold of foreign runaway workers—expressed as a percentage—at which brokerage firms’ licenses will be revoked or not renewed, added regular inspections of private employment institutions, as well as defined standards for the imposition of fines when the number of runaway workers reaches a certain ratio.

3.1.2.8 Enhancing safeguards for domestic workers

A. The MOL has held several meetings and public hearings to solicit input from relevant stakeholders and others—e.g. employers, employees, brokers, scholars, experts and government representatives—on safeguarding domestic workers’ employment rights. The first draft of the Domestic Worker Protection Bill was submitted for review to the Executive Yuan on March 15, 2011. The bill stipulates crucial rights of domestic workers, including a consecutive eight-hour rest period every day, one rest day in every seven-day period, various forms of leave (marriage, death of family members, sickness or special reasons), and minimum wage, and includes guidelines on payment, employment termination, insurance, and grievance procedures.

B. The draft has been deliberated in two review meetings of the Executive Yuan held on May 10, 2011, and April 3, 2012, respectively. Another amended version, based on the results of the review meetings, was submitted to the Executive Yuan on September 13, 2013.

3.1.3 Enhancing efforts to prevent domestic and foreign travelers from engaging in child sex tourism

It is essential to educate the general public and tourism businesses on what constitutes child sex tourism, as well as measures taken to curb commercial sex transactions with minors. Taiwan has endeavored to raise awareness of the illegal and contemptible practice of sexual exploitation of minors. With greater knowledge about human trafficking and child sex tourism, the public can be better equipped to avoid violating related laws and regulations inadvertently.

3.1.3.1 Ministry of Health and Welfare (MOHW)

From July 1 to 31, 2014, eye-catching electronic LED bulletin boards were deployed in local train and bus stations to promote anti-sex tourism campaigns and raise awareness of related prevention efforts.

3.1.3.2 Tourism Bureau

(i) At annual orientations, tour guides and tour managers are encouraged to report related crimes and be vigilant about cases of commercial sex exploitation. On the bureau’s website, information about prevention of human trafficking is available for the public and tourism industry professionals. Such materials are also part of the e-course available over the internet for individuals hoping to become tour guides and tour managers. Knowledge of the HTPCA and Child and Youth Sexual Transaction Prevention Act will also be taken into account for their final evaluation. A total of 5,335 tour guides and managers received such training in 2014.

(ii) Experts, as well as local police officers responsible for women and children’s affairs, are invited to talk about prevention of sexual transactions involving youth at training courses for hotel staff. In 2014, 3,216 hotel staff attended 28 such courses in Kaohsiung and 17 other cities and counties.

(iii) Relevant regulations are promoted during annual hotel inspections. A total of 870 staff from 87

hotels attended related events in 2014.

3.1.4 Raising awareness of human trafficking in schools

The Ministry of Education (MOE) has taken measures to promote core concepts to combat human trafficking (e.g. human rights, the rule of law, and gender equity) among school students.

3.1.4.1 Publications targeting students

Through collaboration with the local newspaper Mandarin Daily News, the Legal Digest for Teenagers was created. Four articles on human trafficking—entitled “You may be the next victim of human trafficking,” “Fraudulent marriages,” “Hiring undocumented laborers is illegal,” and “Make sure not to become a TIP victim”—were published on May 6, May 27, October 7, and October 21, respectively. Core concepts to combat human trafficking (e.g. human rights, the rule of law, and gender equity) are thereby promoted among readers (circulation reaches 180,000). Five workshops on combating human trafficking were also held in local schools.

3.1.4.2 Curriculum

Gender equity, human rights, and other legal issues have been incorporated into curriculum guidelines for primary and secondary schools, including regular and vocational high schools. Teaching materials have been developed for two courses on human trafficking and prevention of human trafficking. Teachers are encouraged to download these materials for classroom use. Incentives are in place for colleges and universities to offer courses related to human rights, gender equity, and related legal issues. A total of 8,559 courses were taught in 2014, and related activities were also subsidized by the MOE to raise awareness in schools.

3.1.4.3 Teacher competency

Three schools, including the National Taichung University of Education, were given approval in 2014 to start a total of four programs on human rights, gender equity and related subjects, so as to enhance teachers’ knowledge of these areas.

3.1.5 Raising awareness of human trafficking among the people of Taiwan

Besides the NIA, other agencies of the government’s executive branch also help educate specific audiences about human trafficking. These include the Ministry of Justice, the National Police Agency, the Coast Guard Administration, the Council of Agriculture, the Veterans Affairs Council, and the Mainland Affairs Council.

3.1.5.1 Target audiences and objectives

The goal is to raise awareness of human trafficking prevention and related reporting mechanisms among the general public, deep-sea fishing crews, indigenous peoples, veterans, and mainland Chinese spouses. It is essential that people possess the ability to recognize human trafficking cases and report them to the authorities. This will complement the government’s efforts to stamp out human trafficking through various forms of transportation.

3.1.5.2 Media

All sorts of media were employed to maximize the scope of the outreach, such as spots on public radio, LED electronic bulletin boards, pamphlets and films for seminars and meetings, advertisements in government publications, and other promotions at related forums held by government agencies.

Ministry of Justice

A. The MOJ worked with the Police Broadcasting Service of the MOI to launch a competition open for radio broadcasters and DJs to solicit short radio programs on the rights of children, new immigrants, and indigenous people. Winners of this competition—including “The Little Anchor” (first prize), “Voice of Guo–Gender Equality” (second prize), and “The Love Eterne” (third prize)—as well as programs receiving an honorable mention—including “Diversity Rules,” “Sound of Firecrackers,” “Let Me Be Myself,” and “The Dream–Children’s Rights”—were broadcast to

promote human rights and highlight the importance of cultural diversity.

B. A comic art competition on law education for adults, junior high school and elementary school students was held by the MOJ and the Shih Hsin University-affiliated Lihpao Daily. New immigrants, immigrant workers and immigrants' children from Southeast Asia were encouraged to use their native language to create works on the prevention of drug addiction, drunken driving, human trafficking, and domestic violence. The aim was to help participants better understand Taiwan's regulations and avoid violating the law, while also encouraging immigrant children to learn more about the culture of their parents' home country. Winning submissions were published in the Lihpao Daily.

National Police Agency

A. Community-based security meetings were held to raise awareness, facilitate voluntary services, maintain safety, and combat human trafficking and other crimes. In 2014, a total of 56,846 people attended 1,151 such meetings organized by municipal and local police departments.

B. Anti-TIP print materials, such as booklets and pamphlets, were placed at the counters of local police departments and offices. Posters were also employed to raise public awareness.

C. LED electronic bulletin boards and website banners of governmental agencies and related organizations were used to promote anti-TIP hotlines.

Coast Guard Administration

The Coast Guard Administration carried out anti-TIP campaigns at seminars across Taiwan. In 2014, a total of 2,906 people attended 34 such events.

Council of Agriculture

The Council of Agriculture printed messages in four issues of its magazine targeting the fishing industry. The Fishermen's Radio broadcasted anti-TIP messages 62 times, and human trafficking introductions and anti-TIP video clips were incorporated in 44 training courses at the Deep Sea Fishery Research and Development Center of the Fisheries Agency.

Council of Indigenous Peoples

A total of 643 persons attended 17 lectures and classes on human trafficking organized by 186 indigenous social workers in 55 offices of the Service Center for Families and Women.

Veterans Affairs Council

Service centers were funded to organize events aimed at helping foreign and mainland Chinese spouses better adapt to their new environment. A total of 2,210 persons attended 20 such events, where representatives from related authorities introduced regulations and promoted tolerance and respect for different cultures.

Mainland Affairs Council

Funding was provided to the Chinese Association for Relief and Ensuing Services to hold 12 lectures on various topics, so as to help immigrants gain a better understanding of their rights.

3.2 Capacity building and training for front-line personnel

3.2.1 Training materials

To unify judicial police officers' concepts and techniques for protecting victims and enforcing the law, the NIA used materials from a workshop on TIP prevention to create a DVD to be incorporated in the training courses of different agencies.

3.2.2 Field evaluations

To effectively facilitate TIP prevention, the MOI and NIA launched an assessment system for

related efforts of municipalities and local governments in 2012. A panel of inspectors composed of experts and representatives from the MOL, the National Police Agency and the NIA conducted field evaluations in 22 cities and counties from May 23 to July 9, 2014, so as to raise awareness among local governments and consolidate momentum. TIP prevention, as well as implementation of the HTPCA, are further enhanced as a result. Keelung and Chiayi were rated as “A,” whereas 15 other local governments were rated as “B.” Two were rated as “C.” Those that did well in the evaluation not only met the standards in terms of organizational structure, but also launched innovative measures that were highly recognized.

3.2.3 Seminars and training courses

A. The NIA held two seminars on May 26 and June 12, respectively, on human trafficking, exploring the topic from three angles, namely policy, practice and the law, so as to further reinforce front-line civil servants’ knowledge. A total of 177 staff from local labor affairs departments, the CGA, the MOJ, the NPA and the NIA attended the seminars. Meanwhile, 207 staff from local labor affairs departments, the CGA, the Investigation Bureau, the NPA, the NIA, the Central Police University, the Taiwan Police College, as well as judges and prosecutors, attended a workshop on human trafficking co-organized by the NIA from July 21 to 22. Speakers included the Director General of the Directorate-General for Migration and Home Affairs of the European Commission and officials of the American Institute in Taiwan (AIT). The annual 2014 International Workshop on Strategies for Combating Human Trafficking held by the NIA kicked off on October 8. A total of 236 people, including local and foreign experts, as well as representatives from government agencies, foreign missions and chambers of commerce in Taiwan, immigrant groups, foreign enterprises and NGOs took part in this workshop.

B. Local police departments, in accordance with instructions from the National Police Agency, held training classes on TIP-related offenses for various units, including foreign affairs police divisions, criminal investigation corps, juvenile delinquency prevention brigades, women and children’s protection divisions, and police personnel assigned to TIP cases. Experienced judges and prosecutors were invited to talk about the HTPCA, victim identification, and investigation skills. A total of 3,008 persons attended 46 such events in 2014.

C. The Ministry of Justice organizes training courses on judicial practices in human trafficking cases every year to help prosecutors better understand various aspects, including investigation, public prosecution, adjudication, and protection and placement of victims. A seminar on human trafficking cases was held from June 11 to 13, 2014. In addition to 64 prosecutors from prosecutors’ offices under the MOJ, six law enforcement officers from mainland China (main area of origin for TIP victims) were also invited to join the seminar and enhance coordination.

D. The Judicial Yuan, in cooperation with the AIT, held a seminar on TIP prevention in Hualien and Taitung in eastern Taiwan in March, which was attended by many local chief judges of first- and second-instance courts. The seminar helped them gain a better understanding of key aspects of TIP cases involving society, economy, culture and regulations in other countries. In April, a seminar on judicial practices for TIP cases was held. Judges, prosecutors, attorneys and representatives of civil society discussed various issues, including investigation and litigation of TIP cases, victim identification, and placement and protection measures for TIP victims, with the purpose of facilitating communication among courts, prosecutors’ offices, related government agencies, and NGOs. To help judges learn more about various types of human trafficking, the Judges Academy organized a seminar on TIP in July, inviting officials from the MOJ and AIT, as well as investigation experts, to talk about the nature, types and punishments of TIP-related offenses.

3.2.4 Overview of TIP-related seminars and training courses held in 2014

Subject	No. of events/ participants	Target audience
※ General		
General competency training for TIP prevention	2/177	Civil servants in charge of TIP prevention at the central and local government levels
Training course on TIP prevention network (seed trainers)—advanced course for personnel in charge of TIP cases	1/120	Judicial police, social workers and labor affairs officers from the central and local governments, representatives from the Central Police University and NGOs, judges and prosecutors
International Workshop on Strategies for Combating Human Trafficking	1/236	Government officials, local and foreign experts and scholars, NGOs, and foreign diplomats stationed in Taiwan
Border control conference	1/163	Foreign diplomats stationed in Taiwan, delegates from MOFA, the Central Police University, other government agencies and airlines, as well as experts and scholars
※ Enforcement and investigation		
Annual workshop on practices for prevention of human trafficking	1/70	64 prosecutors from Taiwan and six prosecutors from mainland China
Training for police on TIP prevention (incl. case studies)	46/3,008	Police in charge of cases related to foreigners, criminal activity, women and children, juvenile delinquents, and others
Routine TIP training courses as part of continuing education	125/9,555	Police officers
Training on TIP prevention—victim identification and placement, case studies	3/131	Coast guard officers and squad leaders from all jurisdictions
Practical training on uncovering undocumented foreign laborers and related regulations	2/134	All field officers of the NIA's Specialized Operation Brigades
NIA training for online control and surveillance	2/417	NIA Border Affairs Corps officers assigned to this task
NIA training on detection of travel document forgery	2,770 persons	Border control field staff and supervisors

※Prevention and protection		
Capacity building regarding TIP and foreign worker-related statutes for personnel conducting consultation and field visits	4/457	MOL staff, related local government inspectors, foreign worker consultation center staff, and shelter personnel
Training on TIP victim identification and relevant regulations	2/96	Supervisors and consultation service staff who provide consultation to foreign workers at airports
Training for personnel working at hotline centers serving foreign workers	2/158	Supervisors and staff at hotline centers that provide consultation and protection services to foreign workers
MOFA pre-departure briefing on immigration policies, TIP prevention, and human rights conventions	2/40	Executive Yuan personnel to be stationed abroad (diplomatic and consular personnel, news correspondents, and overseas compatriot affairs personnel)
MOHW training on TIP awareness and protection measures for victims	6/243	Healthcare staff at hospitals and clinics
CIP on-the-job TIP awareness training	1/131	Social workers serving indigenous people
VAC training for mainland China affairs staff on relevant policies and practices	2/125	VAC staff serving military veterans
Tourism Bureau pre-employment courses introducing relevant regulations and case studies	48/5,335	Tour guides and tour managers
Tourism Bureau training introducing relevant regulations and case studies	28/3,216	Hotel staff and operators
Financial Supervisory Commission (FSC)—Banking Bureau, Securities and Futures Bureau, and Insurance Bureau—training on prevention of TIP and money laundering	38/1,982	Bank employees
	89/3,477	Auditors and new recruits at securities and futures businesses
	23/1012	Members of the Securities Investment Trust & Consulting Association
	9/429	Insurance company employees

3.3 Care for foreign spouses

The government, in collaboration with the private sector, has formulated various measures to offer assistance to foreign spouses. Based on respect for different cultural and social values, the measures help spouses adapt to their new home in Taiwan, and prevent them from being exploited or harmed.

3.3.1 Orientation programs

Since October 2005, Taiwan's representative offices in Bangkok, Manila, Jakarta, Hanoi, and Ho Chi Min City have been offering orientation programs for incoming foreign spouses. Local counselors with excellent educational and professional backgrounds have been hired to conduct group seminars and individual sessions in the spouses' native language. In 2014, a total of 531 group seminars were held for more than 5,200 persons, including 3,300 spouses and 1,900 ROC nationals. Using the NIA-compiled manual *Beautiful New Home*, as well as a variety of pamphlets and booklets about human trafficking and cross-cultural marriage collected from other related authorities (the NIA and the MOL) and civic groups (the Legal Aid Foundation), Taiwan's representative offices provide information about Taiwan's customs, culture, immigration laws, as well as spouses' rights and obligations. The events also urge participants to be vigilant about traffickers. In addition, an animation video is shown and print materials in the participants' native language are distributed at these events.

3.3.2 Home visits

To demonstrate the government's commitment to care for foreign spouses, and ensure that Taiwanese families properly treat foreign and mainland Chinese spouses, NIA personnel pay formal visits to foreign spouses and their families. The NIA aims to get to know foreign spouses within 15 days after their arrival in Taiwan when they apply for a resident permit at one of the NIA offices. An NIA counselor later visits the couple's home to distribute a package containing necessary documents and discuss with the couple and other family members relevant laws and regulations, personal safety issues, as well as education and employment prospects. In 2014, visits were made to the households of 2,891 foreign spouses and 7,390 mainland Chinese spouses—a total of 10,281 spouses.

3.3.3 Toll-free hotline (0800-024-111)

The toll-free hotline offers counseling in seven languages on issues related to education, culture, employment, healthcare, personal safety, resident status, the law, and adapting to a new life in Taiwan. The hotline received 51,270 calls in 2014.

3.3.4 Support network

A support network for foreign and mainland Chinese spouses has been established, connecting 22 local governments and two central government agencies. Once every six months a meeting is held to promote cooperation and optimize resource utilization. Participants include administrative staff members, social workers, educators, labor officials, public health officers from local governments, as well as representatives from foreign spouse centers, NGOs and local community service stations for foreign spouses. In 2014, a total of 40 meetings were held.

3.3.5 New Immigrant Torch Project

The New Immigrant Torch Project was launched to support new immigrant families and help them pursue a better life. Schools in which 10% of students are children of new immigrants or which have more than 100 of such students were chosen as seed schools for the project. During the year, 696 seed schools were given funds to organize 7,406 events and visit 20,683 families, with a total of 502,314 people participating. The project aims to proactively show care for new immigrant families and provide help to particularly vulnerable ones. Various cultural events contribute to building a multicultural society, promoting related concepts among students, and enriching local communities based on equal treatment of all residents.

4. Strengthening international exchanges and cooperation

4.1 International exchanges

4.1.1 Government agencies

Taiwan has personnel stationed in major cities around the world to maintain contact with other governments. In addition, since 2007, the NIA has organized anti-TIP international conferences or workshops to provide platforms where local and foreign representatives from both the public and private sectors can exchange ideas and form regional alliances. Foreign diplomats stationed in Taiwan are also invited to attend regular meetings and exchange opinions on TIP prevention. The following provides details on major events held in 2014.

A. The NIA organized the Fourth Taiwan-Japan Immigration and Border Management Conference on January 16, 2014. The Japanese delegation was led by Kinefuchi Masami, Director General of the Immigration Bureau of Japan's Ministry of Justice. The two sides exchanged views on repatriation, sharing of border safety information, and prevention of human trafficking, thereby gaining a better understanding of each other's policies and efforts.



B. The NIA held the second ministerial meeting on immigration between Taiwan and Indonesia on April 15, 2014. The Indonesian delegation was led by Bambang Irawan, Director General of the Directorate General of Immigration. The two sides signed a mutual agreement in the presence of Director-General of the NIA Hsieh Li-kung, the head of the Taipei Economic and Trade Office in Indonesia Ambassador Chang Liang-jen, and the Representative of the Indonesian Economic and Trade Office to Taipei Ahmad Syafri, so as to further consolidate bilateral cooperation on immigration, as well as prevention of human trafficking.



C. The NIA held the first meeting on immigration between Taiwan and the United States on July 22. The US delegation was led by Scott Hatfield, Director of the Human Smuggling and Trafficking Center (HSTC). The two sides exchanged views on TIP prevention and related issues.



D. The NIA held the 2014 Border Management Seminar: An Exchange of Experiences in Fighting Human Trafficking and Ensuring Effective Border Control on September 25. At the event, Robert E. Perez, Director of New York Field Operations of the US Customs and Border Protection (CBP), discussed technologies used in border control operations in the US.



E. A total of 28 representatives from foreign missions in Taiwan and 20 foreign governments were invited to join the 2014 International Workshop on Strategies for Combating Human Trafficking held by the NIA on October 8.



F. A total of 37 representatives from foreign missions in Taiwan and 27 foreign governments were invited to join the 2014 International Conference on Immigration Policy held by the NIA on November 19.



G. Major-General Tran Gia Cuong, Director-General of the International Cooperation Department of Vietnam's Ministry of Public Security, led a delegation to Taiwan and visited Director-General of the NIA Hsieh Li-kung on May 12, exchanging views on immigration issues.

H. Lieutenant General Chatchawal Suksomjit of the Thai Royal Police met with Director-General of the NIA Hsieh Li-kung on May 12, exchanging views on immigration issues and signing an MOU on prevention of human trafficking.

I. The MOJ held a practical TIP seminar from June 11 to 13, 2014. Law enforcement officers from mainland China also attended the meeting and gave presentations on investigation of TIP cases in mainland China and future cooperation across the Taiwan Strait. They exchanged views with Taiwanese attendees and later visited the NIA's temporary shelter and TIP victim shelters to gain a better understanding of Taiwan's protection mechanisms and measures.

J. Director-General of the Mongolian Immigration Agency Purevdorj Bukhchuluun visited NIA Director-General Mo Tien-hu on June 26, exchanging views on immigration issues.

K. Siegfred B. Mison, Commissioner of the Philippine Bureau of Immigration, met with NIA Director-General Mo Tien-hu on June 27 to exchange views on the signing of a mutual agreement concerning immigration affairs and prevention of human trafficking.

L. NIA Director-General Mo Tien-hu led a delegation to South Africa from July 29 to August 8. In South Africa, he met with officials of the Department of International Relations and Cooperation (DIRCO) to discuss the signing of an MOU.

M. On behalf of the MOJ, the Director General of the Department of Prosecutorial Affairs led prosecutors of first-instance and second-instance courts, as well as representatives from the Investigation Bureau and the NIA, on a visit to police and border control departments of Chengdu and Chongqing in Sichuan, mainland China, on August 25. The Criminal Investigation Bureau of mainland China's Ministry of Public Security held a cross-strait conference on combating human trafficking, which was attended by law enforcement personnel from the provinces of Sichuan, Anhui, Fujian, Jiangxi and Guangdong, as well as the special municipality of Chongqing. Attendees from Taiwan and mainland China gave talks on regulations and investigation of human trafficking, and shared experiences on law enforcement practices in the hope of facilitating information exchanges and other forms of cooperation to tackle human trafficking.

N. Maria Jose Spata, Director of the Migration Information Department of Argentina's National Immigration Bureau, led a delegation to Taiwan, visiting the NIA on November 20 to discuss automated immigration clearance systems (e-Gate) and the signing of an MOU.

4.1.2 NGOs

The Taipei Women's Rescue Foundation, ECPAT-Taiwan, the Good Shepherd Sisters Taiwan, the Chung-Hwa Labor and Employment Relations Association, the Association of Asian Police Studies and the Yilan County Fishermen's Union have gained valuable experience after years of protecting human trafficking victims. Besides various long-term initiatives in Taiwan, these organizations also actively participated in international exchanges in 2014, as detailed below.

4.1.2.1 Taipei Women's Rescue Foundation

A. The Taipei Women's Rescue Foundation launched an international cooperation project in May to enhance prevention of human trafficking in the Middle East and North Africa, inviting seven anti-TIP experts and law enforcement officers from Jordan, Bahrain, Lebanon and Iraq to join a

series of training programs and visit anti-TIP related agencies.

B. It was also invited by the Pan Pacific and Southeast Asia Women's Association (PPSEAWA) International and the PPSEAWA Taiwan to participate in the international conference on campaigns and policies to prevent human trafficking of women and children held in Chicago in August, sharing its experience in conducting anti-TIP campaigns and raising public awareness in Taiwan.

C. It helped organize a visit to Jordan for five Taiwanese professionals, including a prosecutor, lawyer, scholar, and front-line social worker. They called at law enforcement institutions, legal aid associations, and shelters for trafficking victims in Amman, Jordan in October, exchanging views in the hope of enhancing bilateral cooperation on prevention of human trafficking.

D. It also shared information on trafficking victims in Taiwan, the government's prevention efforts, and other findings and suggestions to the Walk Free Foundation of Australia, which later included Taiwan for the first time in its global slavery index.

E. The Taipei Women's Rescue Foundation worked with the Polaris Project to launch the Global Human Trafficking Hotline Network. As the partner for Taiwan, the foundation shared information and experiences, as well as Taiwan's demands, which were incorporated in the network.

4.1.2.2 ECPAT-Taiwan

A. ECPAT-Taiwan invited representatives of Japanese immigration agencies to visit the Yilan shelter for TIP victims on January 16.

B. It held an international conference on prevention of sexual exploitation of children on May 14, inviting Dorothy Rozga, Executive Director of ECPAT International, Frank Ackermann, former Vice President of the International Association of Internet Hotlines (INHOPE), Mi Yung Park, attorney with the US Department of Justice, and Laura Bosch from the Dutch organization Terre des Hommes, to share their insights and suggestions.

C. ECPAT-Taiwan also attended the annual conference INHOPE from June 10 to 12, at which views were exchanged on technologies to prevent dissemination of images of sexual exploitation of children. Nearly 40 member groups from 34 countries took part in the conference.

D. ECPAT-Taiwan held a training course on investigations of child sex cases and a roundtable conference on prevention of online crime involving sexual offenses against children from June 16 to 18. Guillermo Galarza, Program Director of the International Center for Missing and Exploited Children (ICMEC), Mike Duffey, special agent of the Florida Department of Law Enforcement, Yang Hai-Feng from the Homeland Security Investigations (HSI) in Hong Kong, Eben Roberts, Deputy Attaché at the Homeland Security Investigations (HSI) in Hong Kong, Aaron K. Covey, supervisor of the Violent Crimes Against Children Program of the US Federal Bureau of Investigation, Robert Erdely, special agent of the Indiana County District Attorney's Office, Robert White, Attaché at the US Customs and Border Protection in Hong Kong, Morgan Parker, Consular Section Chief of the American Institute in Taiwan, Jeff Wu, Chief Legal Officer of Facebook Asia Pacific, Vikram Langeh, Manager of the Legal Department of Facebook India, and Andy Yee, Country Lead of Public Policy and Government Relations of Google Hong Kong and Taiwan, were invited to analyze online crime against children and related legal issues, and speak about how this form of crime can be reduced through cooperation.

E. ECPAT-Taiwan accompanied a delegation of the Human Smuggling and Trafficking Center to the Yilan shelter for TIP victims on July 21.

- F. It held an international conference on ending commercial sex exploitation of children in Southeast Asia from August 25 to 27, inviting 32 representatives from various countries to explore the latest trends and perspectives, and discuss ways of dealing with new issues.
- G. It also welcomed Amy Crocker to Taiwan, who visited on behalf of INHOPE on August 28 to discuss directions and strategies to support member associations in the Asia-Pacific region, and to exchange views on related projects.
- H. It exchanged views with Keiko Saito and Kazuna Kanajiri, representatives of the ECPAT/Stop Japan, on August 29 on strengthening bilateral networks to prevent human trafficking.
- I. It met with representatives of Korean NGOs, who were accompanied by members of the Good Shepherd Sisters Taiwan, on October 7 to discuss prevention of human trafficking and related issues.
- J. It accompanied a delegation from Singapore's Inter-Agency Taskforce on Trafficking in Persons on a visit to the Yilan shelter for TIP victims on October 9.
- K. Secretary General Lee Li-feng, Deputy Secretary General Liao Bi-ying, and Manager of International Affairs Chen Yi-ling of ECPAT-Taiwan attended the World Congress against the Commercial Sexual Exploitation of Children held in Paris from December 2 to 3, working on directions and resolutions to cope with issues related to children's rights.

4.1.2.3 Good Shepherd Sisters Taiwan

- A. Good Shepherd Sisters Taiwan was invited by the Asia-Pacific Women Religious Against Trafficking in Humans (APWRATH) to take part in the international conference on tackling human trafficking and modern slavery in the Asia-Pacific region, which was co-organized by APWRATH and the University of Asia and Pacific of the Philippines in Manila from February 26 to March 1. It shared Taiwan's experiences concerning prevention of human trafficking, as well as education efforts and other campaigns, with Asian NGOs. It also exchanged views with these organizations about future cooperation in the hope of fostering international coordination and partnerships.
- B. It worked with the Thailand Trade and Economic Office and the Good Shepherd Sisters Thailand from May to June to help orphaned children of Thai nationality in Taiwan to travel back to Thailand to live with their grandparents.
- C. It attended the 2nd Asia Pacific Congress on Migration, Family, and Mission held by the Chinese Regional Bishops' Conference's Episcopal Commission for the Pastoral Care of Migrants and Itinerant People from September 25 to 28, exchanging views with representatives from 17 countries on immigrants, foreign workers, fishing workers, refugees, and related services.
- D. It met with executive directors and senior managers of organizations providing shelters for women and TIP victims in South Korea, along with 20 members of the Good Shepherd Sisters Korea, from October 6 to 10, visiting the Collective of Sex Workers And Supporters (COSWAS) and exchanging views and experiences on prevention of forced sexual exploitation and human trafficking.
- E. It met with Sister Tseng, former chair of the Good Shepherd Sisters Indonesia, from October 8 to 9, discussing job opportunities for Indonesian TIP victims when they return to Indonesia. Sister Tseng was also invited to give lectures at the Nantou shelter run by the Good Shepherd Sisters Taiwan on such topics as prevention of re-trafficking. She also had a chance to talk to Indonesian victims about their repatriation plans and further support services in Indonesia.

F. It worked with the Good Shepherd Sisters Indonesia and the Bishops' Conference of Indonesia from October to November to help migrant workers and their children who lived in the Nantou shelter travel back to Indonesia following the end of legal proceedings.

G. It was invited by the Vatican to attend the international conference titled Against Prostitution and Human Trafficking: the Greatest Violence against Human Beings, which was held from November 15 to 16. Pope Francis brought together experienced social workers from different countries to share experiences in reducing prostitution and human trafficking, and discuss recovery and rescue efforts for TIP victims. The Good Shepherd Sisters Taiwan talked about how prevention work was conducted in Taiwan and discussed cross-border cooperation with other Asia-Pacific organizations.

4.1.2.4 The Chung-Hwa Labor and Employment Relations Association and Association of Asian Police Studies

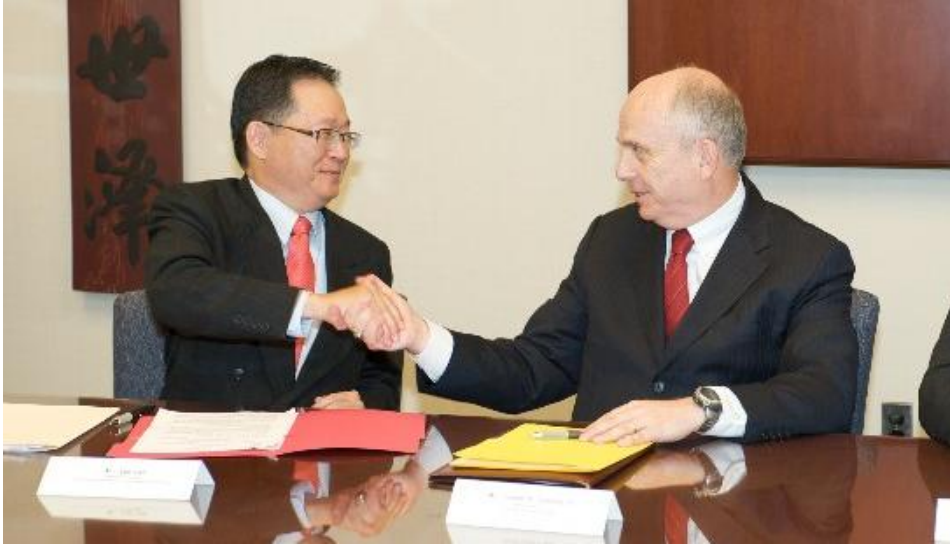
The Chung-Hwa Labor and Employment Relations Association and the Association of Asian Police Studies took part in the 103rd Session of the International Labor Organization (ILO) from May 28 to June 12, obtaining first-hand information concerning the ILO's Protocol of 2014 to the Forced Labour Convention (no. 29) that deals with international regulations and policies on combating labor trafficking, which could serve as valuable reference for amendments to Taiwan's HTPCA.

4.1.2.5 Yilan County Fishermen's Union

The Yilan County Fishermen's Union conducted a special project from June 25 to 29 to promote direct hiring of foreign fishing workers and prevent them from being deceived by illegal brokers or fall victim to other forms of exploitation.

4.2 International cooperation

To prevent human trafficking and expand the scope of international cooperation, Taiwan signed agreements or MOUs on immigration and anti-TIP efforts with the US on May 29, Solomon Islands on June 25, Belize on August 15, and St. Christopher and Nevis on September 18, 2014, respectively. In addition, an MOU on information exchange and cooperation concerning management of immigration affairs between Taiwan and Japan was signed on November 20, 2014. The Ministry of Foreign Affairs also confirmed with the competent authority of South Africa that the MOU on cooperation in police services, which was signed between the two countries in 2003, should be applied to operations targeting human trafficking. Taiwan will continue to work with South Africa to step up law enforcement and reduce human trafficking.



MOU on Information Exchange and Dissemination for Prevention of Human Trafficking between the ROC (Taiwan) and the US, signed in the US on May 29, 2014



MOU on Immigration Affairs and Prevention of Human Trafficking between the ROC (Taiwan) and Solomon Islands, signed in Taipei on June 25, 2014



MOU on Immigration Affairs and Prevention of Human Trafficking between the ROC (Taiwan) and Belize, signed in Taipei on August 15, 2014



MOU on Information Exchange and Cooperation for Management of Immigration Affairs between the ROC (Taiwan) and Japan, signed in Taipei on November 20, 2014

IV. Future focus areas

1. Prosecution

1.1 The judicial police continue to carry out an anti-slavery plan, which focuses on offenses committed by at least three people as well as syndicated crime networks, so as to track down leaders of criminal groups, spouses engaged in marriage fraud, and other suspects. The judicial police also conduct random checks at sites which are often used by TIP syndicates or where foreign laborers are known to work. These efforts aim to reduce TIP crime and show the government's determination to combat human trafficking.

1.2 The government endeavors to enhance cross-border law enforcement operations in cooperation with other countries based on such agreements as the Cross-Strait Joint Crime-fighting and Mutual Judicial Assistance Agreement, the Preventing and Combating Serious Crime (PCSC) agreement, as well as the MOU on Dissemination and Exchange of Information Relating to Human Smuggling and Trafficking between Taiwan and the United States. These accords aim to foster exchanges of information and cross-border prosecutorial and judicial cooperation to eradicate TIP.

1.3 Prosecution and law enforcement capabilities continue to be strengthened. The MOJ continues to urge prosecutors to devote more time to trafficking cases and to submit monthly reports detailing achievements in combating TIP as well as the number of criminal charges and convictions made based on current regulations and legal precedents.

1.4 To protect the rights of deep-sea fishing workers and reduce labor exploitation, the MOJ has helped the Fisheries Agency draft standard operating procedures for disputes or problems that arise due to violations of the HTPCA concerning foreign fishing workers hired abroad. If competent authorities believe criminal offenses have taken place, cases should be transferred to the district prosecutors' office in the jurisdiction of the vessel's port of registry.

2. Protection

2.1 Law enforcement agencies are required to arrange for an interpreter and social worker at judicial interviews to keep victims informed of proceedings. Law enforcement agencies should also respect victim's decision on whether to accept protection and/or testify in court.

2.2 Judicial police and shelter staff are required to inform victims regarding Taiwan's judicial proceedings, and to keep the victims abreast of the investigation's progress. This boosts their willingness to stay in Taiwan and provide testimony.

2.3 The NIA and the MOL continue to cooperate with NGOs to improve operations at shelters that are responsible for victims' safety assessment and protection, and provide a wide range of services, including individual counseling, accompanying victims to court and hospitals, legal aid, interpretation, language and skill education, and welfare referral. The aim is to help victims recover from physical and psychological trauma and formulate career plans. In coordination with employers, shelters help residents who are willing to work for pay find employment either outside or inside the shelter. Working is an important step for victims in rebuilding their lives.

2.4 To keep TIP victims abreast of the investigation's progress, minimize their anxiety during legal proceedings, and thereby protect their basic human rights, proactive measures are to be developed that could be utilized by related agencies for resident permit extensions, job counseling, and repatriation.

3. Prevention

3.1. Amending the HTPCA

To ensure that the conditions for the punishment of criminal behavior under the HTPCA on the one hand and practical law enforcement operations on the other hand are more effectively harmonized, so as to achieve appropriate punishment of perpetrators and protection of victims, the NIA commissioned ECPAT-Taiwan in 2013 to conduct research on amendments and improvements in order to maximize the effects of the law. Five seminars were held in 2014 to discuss such draft amendments, which will be sent to the Executive Yuan for further review.

3.2 Strengthening prevention campaigns and training

3.2.1 Various media campaigns will continue in 2015 to inform the general public, students, foreigners in Taiwan, employers, brokers and front-line civil servants about TIP, relevant laws and victim protection measures. An informed and vigilant society helps curb human trafficking. One of these campaigns focuses on child sex tourism and online child sex, and is aimed at the tourism industry, educators and the general public. In addition, special guidelines governing relevant issues in the tourism industry are promoted, while shipowners employing foreign workers are encouraged to create safe work environments without exploitation. The MOJ will continue to raise public awareness on prevention of human trafficking through radio and other channels as well as cooperation with the private sector, so as to enable new immigrants and migrant workers to better understand Taiwan's regulations and protect their rights.

3.2.2 To enhance local governments' efforts with regard to prevention of human trafficking, the NIA will continue to conduct field evaluations and implement innovative measures concerning prosecution, protection, prevention and partnerships from May to June 2015. The results will be uploaded to the NIA's website, so that the public can track the government's achievements in combating human trafficking.

3.2.3 On-the-job training for front-line personnel in various fields will continue in 2015, and case studies, as well as topics on specific skills, will be incorporated in the training for law enforcement personnel. The NIA also plans to hold a networking workshop on prevention of human trafficking for front-line personnel to help them understand the diverse characteristics of TIP cases. The NPA will continue to hold TIP-related seminars to enhance victim identification and case investigation skills of foreign affairs police divisions, criminal investigation corps, juvenile delinquency prevention brigades, women and children's protection divisions, and police personnel assigned to TIP cases. The MOJ again plans to hold the annual practical TIP seminar in 2015. At this event, experienced prosecutors and judicial police officers will address such topics as evidence gathering, relevant regulations, and investigation skills, so as to prosecute human trafficking perpetrators in a more effective manner.

3.3 Reviewing management of migrant workers

3.3.1 Promoting direct hiring: The direct-hiring and cross-border recruitment system was launched to connect with worker databases in labor exporting countries and allow employers to directly hire workers. This system allows for direct dealings between employers and employees, thus cutting out the middlemen and avoiding the brokerage fees that in many cases have become the root cause of exploitation. The MOL will continue to encourage workers' countries of origin to utilize the system

through bilateral communications. Thailand, for instance, has adopted the system so as to safeguard the employment rights of laborers. The MOL is also working on a simplified online platform to streamline paperwork requirements, and increase incentives for employers to directly recruit foreign laborers.

3.3.2 Increasing punishments for illegal brokerage services: The MOL has amended Article 45 of the Employment Service Act to stop illegal brokerage activities. Punishments for violations have been increased to a fine ranging from NT\$300,000 (approx. US\$10,000) to NT\$1.5 million (approx. US\$50,000), or imprisonment of less than five years, detention, or a fine of under NT\$2.4 million (approx. US\$80,000) for a second violation in a five-year period. Punishments will be given based on the number of persons involved instead of the number of cases. The Executive Yuan sent the amended version to the Legislative Yuan on July 11, 2014, for further deliberation, and will continue to push for passage of the amendment.

3.3.3 Promoting safeguards for domestic workers: The draft of the Domestic Worker Employment Act has been sent to the Executive Yuan for further review. However, related measures are still being developed to ensure the rights of both employers and employees in a pragmatic fashion. The review of this draft should therefore be carefully conducted, and different views should be taken into account. Before the act enters into force, the MOL will try to incorporate important terms and conditions of employment, such as wages, into a standard contract template to protect the rights of laborers.

3.3.4 Safeguarding the rights of foreign fishing workers: The government has prioritized the rights of deep-sea fishing workers in its TIP prevention efforts. The COA is also drafting standard operating procedures for disputes and problems that arise due to violations of the HTPCA concerning foreign fishing workers hired overseas, so as to better protect the rights of these workers, who play an important role in Taiwan's deep-sea fishing industry. Foreign fishing workers should be regarded not just as employees of the shipowner or captain, but as partners in the ship's operations. Taiwanese and foreign fishing workers on the same boat also share the same working conditions, and it is therefore very important that Taiwanese workers are considerate of foreign workers and accept cultural differences. Competent authorities will take suspected cases of labor exploitation or human trafficking very seriously, and transfer cases to relevant judicial agencies in order to eradicate illegal activities.

4. Partnerships

4.1 Organizing international workshops: The NIA will continue to host international workshops, inviting speakers from the public and private sectors to analyze actual cases and examine practical issues with regard to victim identification and protection measures. Judges, prosecutors, judicial police officers, officials and NGOs also participate in these events.

4.2 Pursuing bilateral immigration agreements: The fight against cross-border human trafficking requires that the international community make concerted efforts in a timely and effective manner. The NIA has immigration attachés stationed around the globe. They are ideally positioned to work with officials in host countries with regard to signing bilateral MOUs on cooperation in immigration affairs.

4.3 Collecting and assessing information: Staff of Taiwan's diplomatic missions in foreign countries will continue to collect and assess information on TIP-related policies and regulations that can be

used as reference for regulatory improvements and adjustments in Taiwan.

4.4 Participating in international conferences: Taiwan should seize opportunities to take part in international meetings to not only learn from other countries' experiences and build relationships for further exchanges and cooperation, but share Taiwan's experience and expertise with the international community.

4.5 Facilitating cross-border investigation cooperation: A system should be built to foster information sharing and law enforcement assistance in order to maximize the efficiency of cross-border investigations in TIP cases.

V. Conclusion

Taiwan has been widely recognized around the world for its efforts to combat human trafficking. For instance, it has been rated as a tier-one country in the US Department of State's TIP report for five consecutive years. Nevertheless, due to differences in economic development among Asia-Pacific countries, as well as the growing income inequality, human trafficking remains a significant problem.

The anti-TIP task force of the Executive Yuan has been effective in coordinating resources from the public sector, and in advancing partnerships with NGOs and the private sector in general. The task force will continue to expand its efforts in combating human trafficking by leveraging resources of both the public and private sectors, amending the HTPCA, sparing no effort in preventing TIP offenses from occurring, raising public awareness, enhancing compensation for and protection of victims, strengthening law enforcement, and enhancing indictment and conviction rates of traffickers, so as to ensure that Taiwan remains a tier-one country. Meanwhile, Taiwan will continue to pursue international partnerships to jointly safeguard peace and stability in the Asia-Pacific region.