

2024 Trafficking in Persons Report: Tanzania

TANZANIA (Tier 2)

The Government of Tanzania does not fully meet the minimum standards for the elimination of trafficking but is making significant efforts to do so. The government demonstrated overall increasing efforts compared with the previous reporting period; therefore Tanzania remained on Tier 2. These efforts included fully operationalizing its specialized anti-trafficking units on the mainland and in Zanzibar; referring all identified victims to services; and increasing anti-trafficking training for law enforcement officials and social welfare officers. The government increased efforts to protect migrant workers and prevent trafficking among this population. However, the government did not meet the minimum standards in several key areas. The government investigated fewer trafficking crimes and did not convict any traffickers for the second consecutive year. Due to inconsistent use of formal identification procedures and limited protection services, authorities reportedly deported, detained, and arrested potential trafficking victims for alleged “prostitution” or immigration crimes without screening for trafficking indicators. The government continued to rely on civil society organizations to provide most victim services without providing financial or in-kind support. Although the 2008 anti-trafficking law became applicable to Zanzibar in 2022, it was not implemented due to a lack of awareness among officials, undermining overall anti-trafficking efforts on the archipelago.

PRIORITIZED RECOMMENDATIONS: ✓

Increase efforts to investigate and prosecute alleged traffickers, including complicit officials, and seek adequate penalties for convicted traffickers, which should involve significant prison terms. * In Zanzibar, open the Anti-Trafficking Secretariat (ATS) office and fully implement the 2008 anti-trafficking law, including by training prosecutors and judges on the law. * Further train officials on the use of the standard operating procedures for victim identification and systematically and proactively identify trafficking victims by screening for trafficking indicators among vulnerable populations, including individuals involved in commercial sex, refugees, foreign workers from neighboring countries, and Cuban government-affiliated professionals, and refer all trafficking victims to appropriate services. * Increase the availability of protection services – including short-term shelter, long-term housing, counseling, and medical care – for all trafficking victims, including by partnering with and allocating increased funding to civil society service providers and providing support directly from the Anti-Trafficking Fund. * Develop, finalize, and implement a formal national referral mechanism to refer victims to appropriate care. * Add representatives from the Tanzania Employment Services Agency (TaESA) and the Department of Employment in Zanzibar to the Anti-Trafficking Committee (ATC). * Continue to establish a systemic victim-witness assistance program to increase protective services for trafficking victims participating in the criminal justice process and prevent re-traumatization. * Ensure victims are not inappropriately penalized solely for unlawful acts committed as a direct result of being trafficked. * Increase protections for Tanzanian trafficking victims exploited abroad, including by training Tanzanian embassy staff to identify and assist victims and assigning additional labor attachés to Tanzanian embassies to monitor migrant working conditions abroad. * Continue to allocate increased financial and personnel resources for antitrafficking efforts, including provision of services for victims in partnership with NGOs, and implementation of the 2021-2024 NAP, including subsequent activities in Zanzibar. * Consistently enforce strong regulations and oversight of labor recruitment companies, including by training labor inspectors to identify and report trafficking crimes and increasing efforts to identify fraudulent labor recruiters and hold them criminally accountable. * Develop a comprehensive and centralized database on trafficking crimes to improve interagency coordination and accurately report anti-trafficking law enforcement efforts and victim identification statistics.

PROSECUTION ✓

The government maintained anti-trafficking law enforcement efforts. The 2008 Anti-Trafficking in Persons Act, as amended, criminalized sex trafficking and labor trafficking. The law prescribed punishments of 20 to 30 years' imprisonment and a fine between 50 million to 100 million Tanzanian shillings (TZS) (\$19,960 to \$39,920) for offenses involving adult victims and a minimum of 30 years' imprisonment and a fine between 50 million to 100 million TZS (\$19,960 to \$39,920) for those involving child victims. These penalties were sufficiently stringent, and with regard to sex trafficking, commensurate with those for other grave crimes, such as kidnapping.

The government did not maintain a centralized law enforcement data collection system on trafficking crimes, hindering its ability to disaggregate national human trafficking statistics and likely resulting in underreported anti-trafficking statistics. The government investigated eight trafficking cases, compared with 12 investigations during the previous reporting period. The government initiated five prosecutions involving six alleged traffickers, five of which were charged under the 2008 anti-trafficking law and one charged under an unspecified law, compared with six prosecutions involving nine alleged traffickers in the previous reporting period. The government did not convict any traffickers for the second consecutive year. The government did not disaggregate data to distinguish between sex and labor trafficking cases.

The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking crimes; however, corruption and official complicity in trafficking crimes remained significant concerns, inhibiting law enforcement action. Although not explicitly reported as human trafficking, the UN reported six new allegations submitted in 2023 of alleged sexual exploitation with trafficking indicators by Tanzanian peacekeepers deployed to the UN peacekeeping missions in the Democratic Republic of the Congo and the Central African Republic. UN investigations into the allegations were pending at the end of the reporting period; however, the Tanzania People's Defense Forces have taken active steps to address allegations of sexual exploitation and abuse (SEA) through internal investigations, increased emphasis on SEA prevention during pre-deployment training, and transparency with the UN on training shortfalls. Investigations and accountability actions also remained pending for similar allegations reported in previous years, including four in 2022, one in 2021, and two in 2020.

The government's Anti-Human Trafficking and Child Protection Task Force (AHTCP-TF) in the Office of the Director of the Public Prosecutions (DPP), recently established in 2022, continued to act as a specialized unit focused on human trafficking and crimes against children. The government had 27 staff dedicated to the AHTCP-TF, including members of ATS, police officers, prosecutors, immigration officials, and social welfare officers and established a designated, central office space in Dar es Salaam. Observers reported the AHTCP-TF improved interagency coordination and streamlined victim support services as part of a coordinated, national response to trafficking cases. However, observers noted a lack of interagency case referrals, unclear roles, complicated coordination processes, and information-sharing challenges hindered overall anti-trafficking efforts.

The government continued efforts to build anti-trafficking enforcement capacity in other regions outside Dar es Salaam. ATS continued to support the anti-trafficking working group (ATWG) in the country's North Western Zone to increase coordination of trafficking cases. The ATWG included resident magistrates, police officers, immigration officers, social welfare officers, prosecutors, and labor officers from the Geita, Kagera, Katavi, Kigoma, Shinyanga, and Tabora regions. The government, both independently and in partnership with international organizations, local NGOs, and foreign governments, trained police officers, immigration officials, prosecutors, magistrates, social welfare officers, labor officers, prison wardens, and airline personnel on anti-trafficking laws, trafficking trends and vulnerabilities, victim-centered investigations and prosecutions, and victim identification. Despite these trainings, observers reported officials continued to misidentify and prosecute potential trafficking crimes as migrant smuggling or kidnapping. Officials reported resource and capacity limitations, including a lack of vehicles and evidence gathering technology, impeded their ability to comprehensively investigate trafficking crimes, particularly outside urban areas. Prosecutors and judges continued to rely on in-person victim testimony and regularly dropped cases or acquitted defendants due to a lack of evidence, as victims often chose not to

participate in court proceedings due to the lack of available victim-witness assistance. The DPP continued to collaborate with the Governments of Malawi and Mozambique on anti-trafficking law enforcement activity through informal border enforcement coordination arrangements and mutual legal assistance activities. The DPP and the AHTCP-TF coordinated closely with their counterparts in the semi-autonomous region of Zanzibar to address trafficking issues.

PROTECTION ✓

The government maintained protection efforts. Due to the lack of coordinated data collection, the government only provided data from shelters that had a formal MOU with ATS. The government identified 54 trafficking victims, compared with 151 trafficking victims during the previous reporting period. Of the 54 identified victims, traffickers exploited 35 in sex trafficking and 19 in labor trafficking; 19 were adults (all women), and 35 were children (three boys and 32 girls); 51 were Tanzanian nationals, of whom 25 were identified abroad and 26 were identified within Tanzania, and three were foreign nationals from Burundi. Six of the victims identified were persons with disabilities. NGOs and international organizations reported identifying an additional 48 trafficking victims. The government coordinated information sharing between ATS and the Department of Social Welfare (DSW); social welfare officers often worked closely with police and designated “gender and children’s desk officers” to identify and refer victims to assistance. Although the government maintained formal SOPs to guide officials in the proactive identification of victims, officials did not consistently use these SOPs, and few officials were trained to do so; in practice, officials routinely bypassed the SOPs and directly contacted NGOs to coordinate victim assistance. ATS, in collaboration with the Director of Refugee Services, continued to conduct trafficking screening in the Nduta and Nyarugusu refugee camps; however, the government did not provide information on the number of victims identified during these specific screenings.

The government remained without a formal national referral mechanism to refer victims to services. The government, in partnership with an international organization, published a national anti-trafficking service provider directory in the previous reporting period; however, the government did not publish the directory online or train officials on its use, which limited its implementation. The government continued to rely on civil society organizations to provide the vast majority of victim services. ATS maintained MOUs with eight NGO-operated shelters that offered lodging, medical assistance, counseling, and family reunification services to trafficking victims. The government reported referring all 54 identified victims to NGO-operated shelter services; DSW reported directly providing medical assistance, counseling, and family reunification services to victims in addition to referring them to NGO-provided services. Some NGO shelters for children provided access to government schools or vocational training and offered separate accommodations for boys and girls. The government did not operate any trafficking-specific shelters, and NGO shelters primarily accommodated women and children. The government maintained the Anti-Trafficking Fund to provide assistance to trafficking victims; however, the government did not report utilizing the fund nor allocating any additional resources to it. However, the government reported spending 32 million TZS (\$12,740) of its operating budget on trafficking victim protection and assistance.

Due to the inconsistent use of formal identification SOPs, authorities reportedly deported, detained, and arrested potential trafficking victims, including children, for alleged immigration or “prostitution” crimes without screening them for trafficking indicators. Additionally, given the limited availability of protection services, the government sometimes held potential victims in detention facilities for extended periods of time, often alongside traffickers; authorities did not always separate children from adults. The 2008 antitrafficking law required authorities to consider legal alternatives for foreign trafficking victims who believed they may face hardship or retribution if returned to their country of origin, but the government did not report providing this protection to victims during the reporting period. The government did not require victims to participate in criminal justice proceedings to receive protection services, and the Whistle Blowers and Witness Protection Act of 2015 and the 2008 anti-trafficking law allowed any crime victim, including trafficking victims, the option to decline participation in the criminal justice process. The government took steps to develop a systemic victim-witness assistance program by establishing the Witness Care and Protection Guidelines to support victim-witness participation in criminal justice

proceedings. Victims could testify during trial in private sessions or via video testimony; however, most courts did not have adequate equipment to accommodate alternatives to in-person appearances. Observers reported victims often decided not to participate in criminal proceedings due to the lack of assistance available. The anti-trafficking law entitled victims to restitution from convicted traffickers.

PREVENTION ✓

The government increased efforts to prevent trafficking. The ATS, the government's national coordinating task force composed of working-level officials, continued to lead anti-trafficking efforts. The ATC, composed of 19 senior-level representatives from various government agencies, maintained oversight over ATS; however, ATC's efforts were limited due to ongoing personnel and financial constraints. Three additional members from Zanzibar joined the ATC, and the government continued its efforts to establish an office in Zanzibar. However, ATC lacked representatives from labor agencies such as TaESA and the Department of Employment in Zanzibar, two agencies with an important role in protecting Tanzanians from forced labor domestically and abroad, creating challenges for interagency coordination. The government maintained its allocation for anti-trafficking programs led by ATS; the 2023 federal budget provided 563.8 million TZS (\$225,070) to ATS, compared with 560 million TZS (\$223,550) in 2022. The government continued to implement its 2021-2024 anti-trafficking NAP, including convening stakeholders to evaluate the implementation of the plan. ATS, in partnership with international organizations and local civil society, held awareness campaigns throughout the country for religious leaders, law enforcement officials, social welfare officers, teachers, journalists, and village-level community leaders to discuss trafficking trends and potential community risks. The government continued to fund and publicize a national 24-hour, toll-free hotline operated by a local NGO to report violence against children, including child trafficking. During the reporting period, the hotline received more than 30 calls that resulted in victim identification and were referred to authorities; however, the government did not provide disaggregated data on the cases.

The Prime Minister's Office of Labor, Youth, Employment and Persons with Disabilities (PMO-LYED) and TaESA, housed within PMO-LYED, continued to regulate labor migration, including efforts to prevent labor trafficking, and increased efforts to improve ethical recruitment practices. The Companies Act of 2002 required recruitment agencies to be registered and licensed, and the government required recruitment agencies to ensure migrant workers received training on worker rights and destination countries' laws prior to departure. TaESA oversaw the migrant worker recruitment process from job request to placement using an online services system, which reportedly included a database of Tanzanians seeking work abroad. TaESA, in partnership with private recruitment agencies, provided mandatory pre-departure training for Tanzanians seeking work abroad, including on job skills, employment contracts, worker rights, and resources for assistance. TaESA partnered with an NGO to develop and incorporate trafficking awareness information into the predeparture training. TaESA also implemented government-funded vocational training programs, ranging from two weeks to one year for potential migrant workers. In partnership with a non-governmental organization, the government trained immigration officials and began screening departing overseas domestic workers at the Dar es Salaam and Zanzibar airports for indicators of trafficking, verified completion of TaESA's pre-departure training, and collected contact information for follow up monitoring and support by an NGO. In November 2023, the government signed an MOU with the Government of Saudi Arabia to increase protections for Tanzanian workers. Tanzanian embassies abroad continued to require employers to submit security deposits to ensure registration of Tanzanian migrant workers upon their arrival and verify workers possessed the proper documentation, including employment contracts and passports. Despite these requirements, the government did not employ labor attachés at Tanzanian diplomatic missions and relied on virtual engagements with TaESA for verification, which potentially hindered the government's overall ability to monitor migrant worker conditions abroad. The government did not report efforts to hold fraudulent or unregistered labor recruiters criminally accountable.

Labor inspectors overseeing working conditions in the country conducted regular inspections; however, the government did not report training labor inspectors on identifying cases of human

trafficking or how to report potential trafficking crimes identified during inspections to law enforcement. The government cooperated with a foreign donor to provide Tanzanian troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions. The government did not make efforts to reduce the demand for commercial sex acts.

ZANZIBAR ✓

Trafficking in persons occurs in Zanzibar, a semi-autonomous region of Tanzania. The 2008 Anti-Trafficking in Persons Act became applicable in Zanzibar in September 2022; however, officials lacked awareness of its applicability and therefore, the law was not implemented during the reporting period. Zanzibar had other laws it could use to prosecute some forms of trafficking. Section 172 of the Penal Act Decree of 2004, entitled “trafficking in persons,” criminalized illegal adoption crimes that did not constitute trafficking in persons under the international definition of the crime. However, Sections 155, 256, and 263-265, which criminalized child sexual exploitation, slavery and forced labor crimes, could be utilized to prosecute some forms of sex and labor trafficking. The Ministry of Community Development, Gender, Elderly, and Children (MoCDGEC), in collaboration with ATS, led anti-trafficking efforts in Zanzibar. Of the eight investigations and five prosecutions the government reported, none occurred in Zanzibar, compared with two investigations and no prosecutions during the previous reporting period. Officials reported families or village elders continued to settle most allegations of violence, including human trafficking, informally through traditional means without recourse to the formal criminal justice system. The government, in partnership with foreign donors, continued to operationalize a multi-disciplinary team in Zanzibar, which acts as a specialized investigation team focused on organized crime, including human trafficking and crimes against children. However, observers reported that, in practice, local law enforcement did not refer suspected trafficking cases to the specialized team. Hierarchical coordination protocols among government agencies impeded interagency coordination on trafficking cases. Law enforcement officials reported resource and capacity limitations, including low awareness of trafficking crimes and relevant legislation among police, prosecutors, and judges impeded investigations and prosecutions.

Of the 54 victims identified, six victims were identified in Zanzibar, compared with 41 victims identified in Zanzibar during the previous reporting period. In February 2024, the Zanzibar Department of Employment coordinated with an NGO and the Tanzanian embassy in Oman to assist two potential trafficking victims in exiting situations of exploitation in domestic work within private residences in Oman. The government prioritized screening vulnerable populations at entry, exit, and transit points at Malindi Port for trafficking indicators and ensured a social welfare officer or local NGO-employed social worker was present at the port for all ship arrivals and departures. Officials reported the lack of a dedicated space to conduct victim interviews at the port created challenges to actively avoid re-traumatizing victims, especially unaccompanied minors. The MoCDGEC had an MOU with a local research and training firm to build the capacity of MoCDGEC and NGO social workers to identify and intercept potential trafficking victims at Malindi Port. The MoCDGEC could provide services, including shelter, medical care, and family reunification assistance at a government-operated shelter in Unguja funded by an international organization. The Zanzibar DPP had a victim-witness assistance unit that could provide services to victims of gender-based violence, including human trafficking, participating in criminal justice proceedings.

TRAFFICKING PROFILE: ✓

As reported over the past five years, human traffickers exploit domestic and foreign victims in Tanzania, and traffickers exploit victims from Tanzania abroad. Traffickers exploit men, women, children, and individuals from underserved communities – particularly impoverished children, orphans, and children with disabilities from rural areas – in forced labor in domestic work, mining, agriculture, and forced begging and in sex trafficking in urban areas, such as Arusha, Dar es Salaam, Dodoma, Mbeya, and Mwanza. Traffickers exploit children in sex trafficking, including

extraterritorial sexual exploitation and abuse, and domestic servitude in Zanzibar. Observers noted a recent increase in online sexual exploitation. Traffickers and brokers often fraudulently promise family members, friends, or intermediaries to provide their children with education, better living conditions, or employment, but instead they exploit them in forced labor and sex trafficking. Some unscrupulous individuals manipulate the traditional practice of child fostering – in which parents entrust their children into the care of wealthier relatives or respected community members – and exploit children in forced labor, particularly in domestic work, or sex trafficking. Traffickers often promise Tanzanian women and girls from rural areas marriage, education, or employment in Zanzibar, facilitate their travel from the mainland, and subsequently exploit them in forced labor in domestic work and farming. Traffickers exploit children in forced labor in tobacco and sea salt farming, cattle herding, mining, quarrying, and fishing. Traffickers exploit women and girls in domestic servitude throughout the country and in sex trafficking, particularly in tourist hubs along the border with Kenya. Traffickers utilize transnational organized crime networks in Lake Victoria to facilitate the exploitation of adults and children in Tanzania, Kenya, and Uganda.

Traffickers exploit Tanzanians in forced labor and sex trafficking in other African countries, the Middle East, and Asia. Increasingly, traffickers utilize social media and online technology to recruit Tanzanians abroad through fraudulent job postings or other advertisements, and use initial payment for travel documents, accommodation, and transportation to exploit victims through debt-based coercion. Tanzanians from rural areas, including the island of Pemba, are particularly vulnerable to trafficking schemes. Traffickers bring children and persons with physical disabilities from Tanzania to Kenya and exploit them in forced begging; traffickers often coerce victims to serve as facilitators to further such trafficking schemes. Traffickers increasingly use Zanzibar to transit Tanzanian women to the Middle East, namely Oman and the United Arab Emirates, where traffickers subsequently exploit them in domestic servitude. Observers report traffickers exploit Zanzibari migrant workers in forced labor abroad, including in the fishing sector in Yemen and in domestic servitude in Oman. Fraudulent recruiters promise Zanzibari migrant workers employment as security guards in Qatar; however, upon arrival, traffickers may exploit these individuals in situations indicative of forced labor, including domestic servitude. A research study released in January 2024 found more than half of Tanzanian domestic workers experienced trafficking during their employment abroad. The study found the majority of returned domestic workers worked in Oman, followed by the United Arab Emirates. The research identified high rates of restricted movement and violence, with 52 percent of respondents reporting being prohibited from leaving the workplace during non-working hours, 14 percent reporting experiencing physical violence, and 16 percent experiencing sexual violence while working abroad.

Tanzania hosts more than 240,000 refugees and asylum-seekers from Burundi and the Democratic Republic of the Congo, primarily in the Nduta and Nyarugusu refugee camps in Kigoma. Refugee populations are particularly vulnerable to domestic servitude in western Tanzania, and refugee children are vulnerable to forced labor in farming and sex trafficking. Traffickers exploit migrant children, particularly from Burundi and Rwanda, in forced labor in agriculture and girls from Burundi and Malawi in domestic servitude and sex trafficking in Tanzania. Observers report vulnerable migrants, including potential trafficking victims, from the Horn of Africa transit Tanzania en route to South Africa where they are vulnerable to trafficking. Observers also report migrants from neighboring countries, primarily Burundi, are increasingly transiting Dar es Salaam en route to the Middle East and to Mayotte, a French department; traffickers may exploit these individuals in forced labor or sex trafficking. Cuban government-affiliated workers, including medical professionals and teachers, in Tanzania may have been forced to work by the Cuban government.