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TRAFFICKING IN PERSONS REPORT

JUNE 2014

Dear Reader:

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

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

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

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

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

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

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

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

Onwards,

John F. Kerry
Secretary of State

Dear Reader:

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

I remember how frightened "Phuong" looked entering the empty courtroom a few days before the trial. To ease the trauma of testifying, she and her fellow survivors took turns sitting in the witness stand, the jury box, and even—with the permission of the court—the judge's chair. She sat at counsel's table, questioning one of the agents as if she were the prosecutor. As the hour went by and she became comfortable in the courtroom, her nervousness turned to laughter and then to determination. A week later, leaving the stand after a long cross-examination, she remarked about the defendant: "He looks so small." The balance of power had finally shifted. A decade later, he remains in federal prison and his victims are living their lives in America. I was honored to attend the 10th anniversary celebrating their liberation from the garment factory; we danced and sang and told stories and laughed with the children. Phuong and her friends were no longer victims, they were survivors.

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

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

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

Sincerely,

Luis CdeBaca

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

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This Report and subsequent updates are available at **www.state.gov/j/tip**

> *"As we work to dismantle trafficking networks and help survivors rebuild their lives, we must also address the underlying forces that push so many into bondage. We must develop economies that create legitimate jobs, build a global sense of justice that says no child should ever be exploited, and empower our daughters and sons with the same chances to pursue their dreams."*
>
> – President Barack Obama, 2013

THE JOURNEY FROM VICTIM TO SURVIVOR

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

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

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

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

BUILDING ON A STRONG FOUNDATION

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

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

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

VICTIMS' STORIES

The victims' testimonies included in this *Report* are meant to be illustrative only and do not reflect all forms of trafficking that occur. These stories could take place anywhere in the world. They illustrate the many forms of trafficking and the wide variety of places in which they occur. Many of the victims' names have been changed in this *Report*. Most uncaptioned photographs are not images of confirmed trafficking victims. Still, they illustrate the myriad forms of exploitation that comprise human trafficking and the variety of situations in which trafficking victims are found.

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

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

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

CAMBODIA

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

DIGNITY, SECURITY, AND RESPECT

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

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

HUMAN TRAFFICKING DEFINED

The TVPA defines "severe forms of trafficking in persons" as:

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

A victim need ***not*** be physically transported from one location to another in order for the crime to fall within these definitions.

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

THE VULNERABILITY OF LGBT INDIVIDUALS TO HUMAN TRAFFICKING

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

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

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

Countries in the *TIP Report* that are **NOT** States Parties to the Protocol to Prevent, Suppress and Punish Trafficking In Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime

AFGHANISTAN
ANGOLA
BANGLADESH
BARBADOS
BHUTAN
BRUNEI
COMOROS
CONGO, REPUBLIC OF
CZECH REPUBLIC
ERITREA
FIJI
IRAN
JAPAN
KOREA (DPRK)
KOREA, REPUBLIC OF
MALDIVES
MARSHALL ISLANDS
NEPAL
PAKISTAN
PALAU
PAPUA NEW GUINEA
SIERRA LEONE
SINGAPORE
SOLOMON ISLANDS
SOMALIA
SOUTH SUDAN
SRI LANKA
SUDAN
TONGA
UGANDA
YEMEN

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

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

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

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

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

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

UNITED STATES

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

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

As trafficked persons become more independent, they often need support in finding housing, job training, education, and employment. Best practices are to not place conditions on access to such support by requiring victims to participate in a criminal investigation, or to live in a particular shelter, or to follow a prescribed course for recovery. Assistance options are most effective if they are flexible and adaptive, reflecting the difficulty in predicting what a victim may need as he or she takes steps toward becoming a survivor. In any case, well-designed, long-term assistance does not involve telling a victim what he or she must do with his or her life, but rather entails providing the help requested to help each individual reach personal goals.

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

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

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

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

ACCESS TO JUSTICE

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

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

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

THE USE OF FORCED CRIMINALITY: VICTIMS HIDDEN BEHIND A CRIME

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

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

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

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

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

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

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

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

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

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

ROMANIA – ENGLAND

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

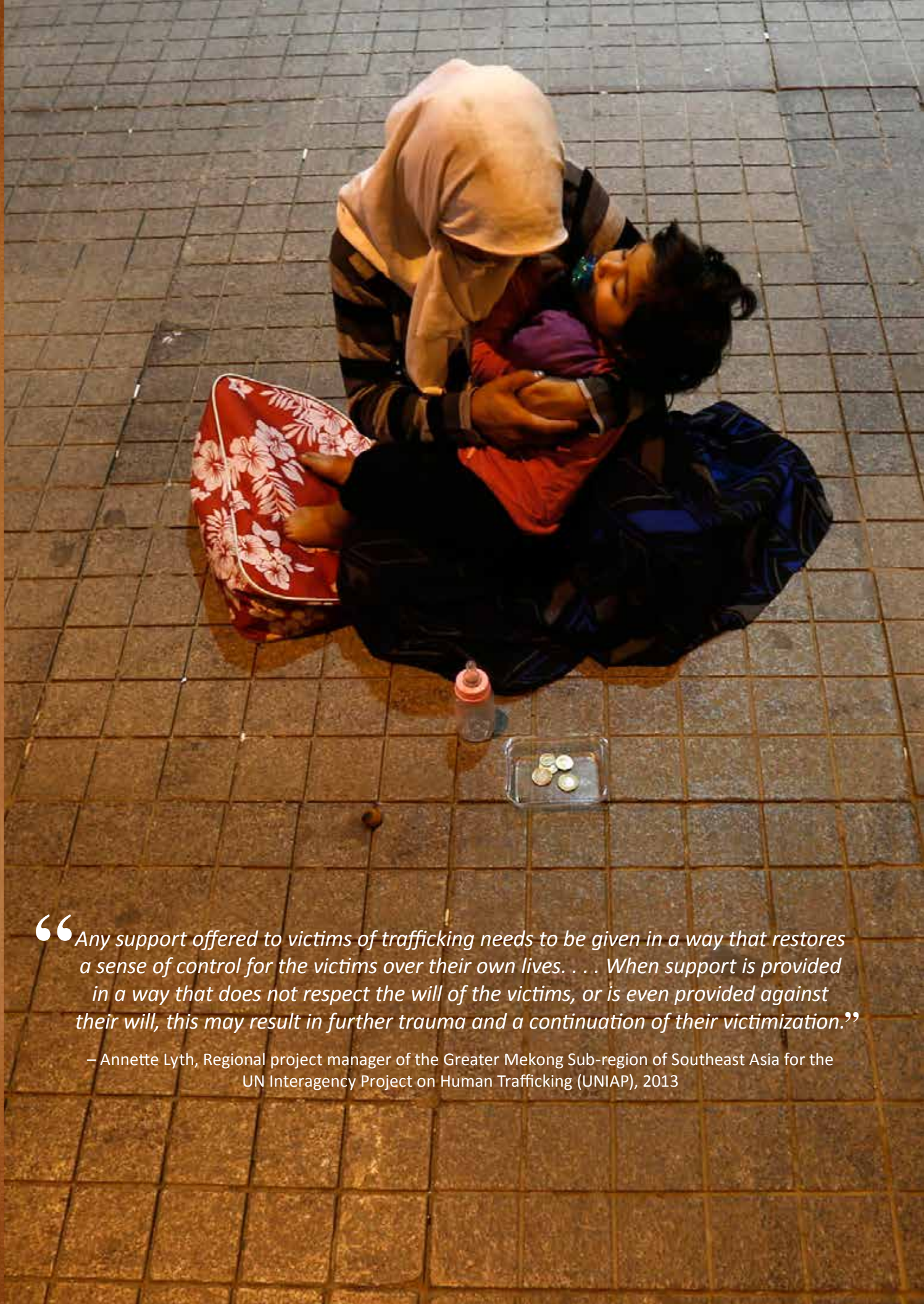
A young child brings tea to customers in Nepal, as two school children wait for the bus behind him. Poverty and lack of schooling increase the vulnerability of millions of children worldwide to forced labor and debt bondage.

> *"Having survived trafficking at the age of 12, I knew, from my own experience, that each time victims were stopped by police or treated like criminals, they were pushed closer to their trafficker."*
>
> – Carissa Phelps, founder and CEO of Runaway Girl, FPC, 2013

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

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

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



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

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

MARGINALIZED COMMUNITIES: ROMANI VICTIMS OF TRAFFICKING

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

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

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

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

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

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

HUMAN TRAFFICKING AND MAJOR SPORTING EVENTS

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

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

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

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

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

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

– Shyima Hall

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

PROMISING PRACTICES IN THE ERADICATION OF TRAFFICKING IN PERSONS

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

MOBILE TECHNOLOGIES IN UGANDA:

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

"TECHCAMPS" IN PHNOM PENH AND TLAXCALA:

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

TECHNOLOGY TO IDENTIFY AND SERVE VICTIMS:

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

IDENTIFYING IRREGULAR FINANCIAL TRANSACTIONS:

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

CLEARING THE WAY

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

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

INDIA

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

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

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

THE SURVIVOR'S VOICE: GUIDING THE WAY FORWARD

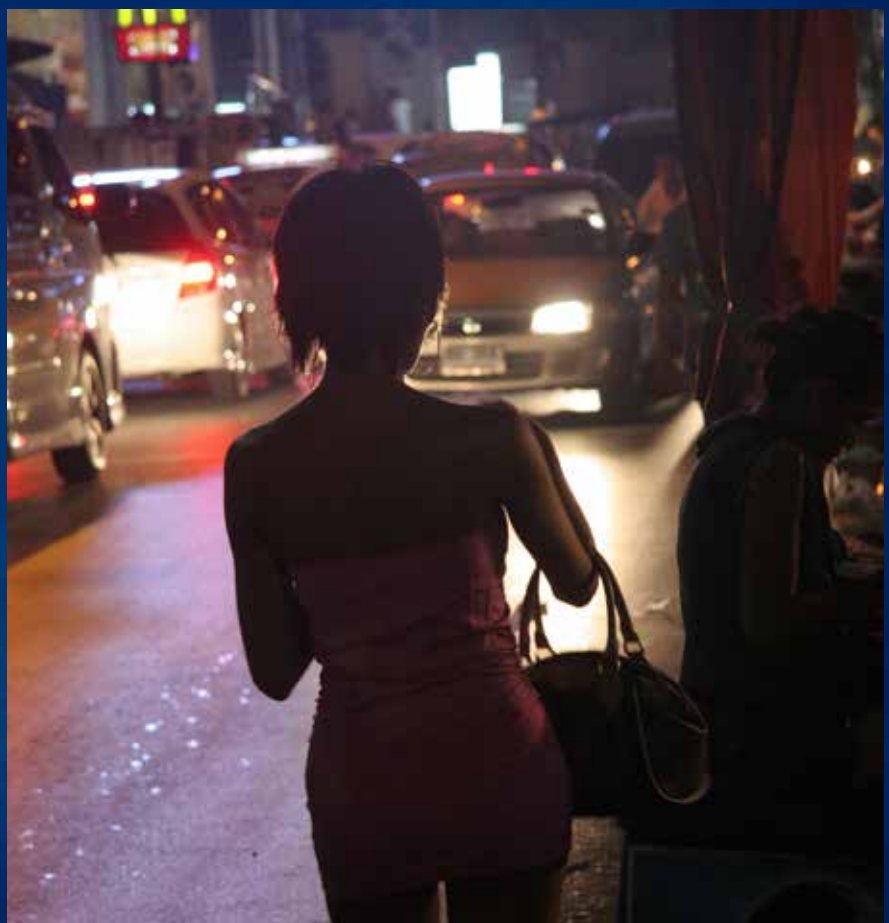
The approaches and practices that this *Report* recommends are not a panacea for the challenge of modern slavery, nor do they offer a perfect solution for what trafficked persons need. The search for those answers is what continues to drive the fight against modern slavery forward.

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

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

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

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



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

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

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

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

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

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

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

PERU

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

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

REACTIVATING TRAUMA IN SEX TRAFFICKING TESTIMONY

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

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

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

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

PHILIPPINES – SAUDI ARABIA

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

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

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

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

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

DEFINITIONS AND METHODOLOGY

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

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

WHAT IS TRAFFICKING IN PERSONS?

"Trafficking in persons" and "human trafficking" have been used as umbrella terms for the act of recruiting, harboring, transporting, providing, or obtaining a person for compelled labor or commercial sex acts through the use of force, fraud, or coercion. The Trafficking Victims Protection Act (TVPA) of 2000 (Pub. L. 106-386), as amended, and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (the Palermo Protocol), describe this compelled service using a number of different terms, including involuntary servitude, slavery or practices similar to slavery, debt bondage, and forced labor.

Human trafficking can include, but does not require, movement. People may be considered trafficking victims regardless of whether they were born into a state of servitude, were transported to the exploitative situation, previously consented to work for a trafficker, or participated in a crime as a direct result of being trafficked. At the heart of this phenomenon is the traffickers' goal of exploiting and enslaving their victims and the myriad coercive and deceptive practices they use to do so.

THE FACE OF MODERN SLAVERY

Sex Trafficking

When an adult engages in a commercial sex act, such as prostitution, as the result of force, threats of force, fraud, coercion or any combination of such means, that person is a victim of trafficking. Under such circumstances, perpetrators involved in recruiting, harboring, enticing, transporting, providing, obtaining, or maintaining a person for that purpose are guilty of sex trafficking of an adult. Sex trafficking also may occur within debt bondage, as individuals are forced to continue in prostitution through the use of unlawful "debt," purportedly incurred through their transportation, recruitment, or even their crude "sale"—which exploiters insist they must pay off before they can be free. An adult's consent to participate in prostitution is not legally determinative: if one is thereafter held in service through psychological manipulation or physical force, he or she is a trafficking victim and should receive benefits outlined in the Palermo Protocol and applicable domestic laws.

Child Sex Trafficking

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

PAKISTAN – UNITED ARAB EMIRATES

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

MEDIA BEST PRACTICES

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

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

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

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

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

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

HUMAN TRAFFICKING AND THE DEMAND FOR ORGANS

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

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

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

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

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

The use of children in the commercial sex trade is prohibited both under U.S. law and by statute in most countries around the world. Sex trafficking has devastating consequences for minors, including long-lasting physical and psychological trauma, disease (including HIV/AIDS), drug addiction, unwanted pregnancy, malnutrition, social ostracism, and even death.

Forced Labor

Forced labor, sometimes also referred to as labor trafficking, encompasses the range of activities—recruiting, harboring, transporting, providing, or obtaining—involved when a person uses force or physical threats, psychological coercion, abuse of the legal process, deception, or other coercive means to compel someone to work. Once a person's labor is exploited by such means, the person's prior consent to work for an employer is legally irrelevant: the employer is a trafficker and the employee is a trafficking victim. Migrants are particularly vulnerable to this form of human trafficking, but individuals also may be forced into labor in their own countries. Female victims of forced or bonded labor, especially women and girls in domestic servitude, are often sexually exploited as well.

Bonded Labor or Debt Bondage

One form of coercion is the use of a bond or debt. U.S. law prohibits the use of a debt or other threats of financial harm as a form of coercion and the Palermo Protocol requires states to criminalize threats and other forms of coercion for the purpose of forced labor or services or practices similar to slavery or servitude. Some workers inherit debt; for example, in South Asia it is estimated that there are millions of trafficking victims working to pay off their ancestors' debts. Others fall victim to traffickers or recruiters who unlawfully exploit an initial debt assumed as a term of employment.

Debts taken on by migrant laborers in their countries of origin, often with the support of labor agencies and employers in the destination country, can also contribute to a situation of debt bondage. Such circumstances may occur in the context of employment-based temporary work programs in which a worker's legal status in the destination country is tied to the employer and workers fear seeking redress.

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

BURMA – THAILAND

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

Involuntary Domestic Servitude

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

Forced Child Labor

Although children may legally engage in certain forms of work, children can also be found in situations of forced labor. A child can be a victim of human trafficking regardless of the location of that exploitation. Some indicators of possible forced labor of a child include situations in which the child appears to be in the custody of a non-family member who requires the child to perform work that financially benefits someone outside the child's family and does not offer the child the option of leaving. When the victim of forced labor is a child, the crime is still one of trafficking. Anti-trafficking responses should supplement, not replace, traditional actions against child labor, such as remediation and education. When children are compelled to work, their abusers should not be able to escape criminal punishment by taking weaker administrative responses to child labor practices.

Unlawful Recruitment and Use of Child Soldiers

Child soldiering is a manifestation of human trafficking when it involves the unlawful recruitment or use of children—through force, fraud, or coercion—by armed forces as combatants or other forms of labor. Some child soldiers are also sexually exploited by members of armed groups. Perpetrators may be government armed forces, paramilitary organizations, or rebel groups. Many children are forcibly abducted to be used as combatants. Others are unlawfully made to work as porters, cooks, guards, servants, messengers, or spies. Young girls can be forced to marry or have sex with male combatants. Both male and female child soldiers are often sexually abused and are at high risk of contracting sexually transmitted diseases.

> *"I worked for him for a few months, cleaning and cooking, but he never paid me. . . . When I demanded my overdue money, he said I would have to have sex with him, then he would give me the money, but I refused so he beat me. After this I was too scared to ask for my money, so I did whatever he asked."*
>
> "Christine," human trafficking survivor who migrated from Zimbabwe to South Africa looking for work, 2014

VICTIMS' CONSENT

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

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

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

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

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

VULNERABILITY OF INDIGENOUS PERSONS TO HUMAN TRAFFICKING

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

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

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

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

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

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

– Withelma "T" Ortiz Walker Pettigrew

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

METHODOLOGY

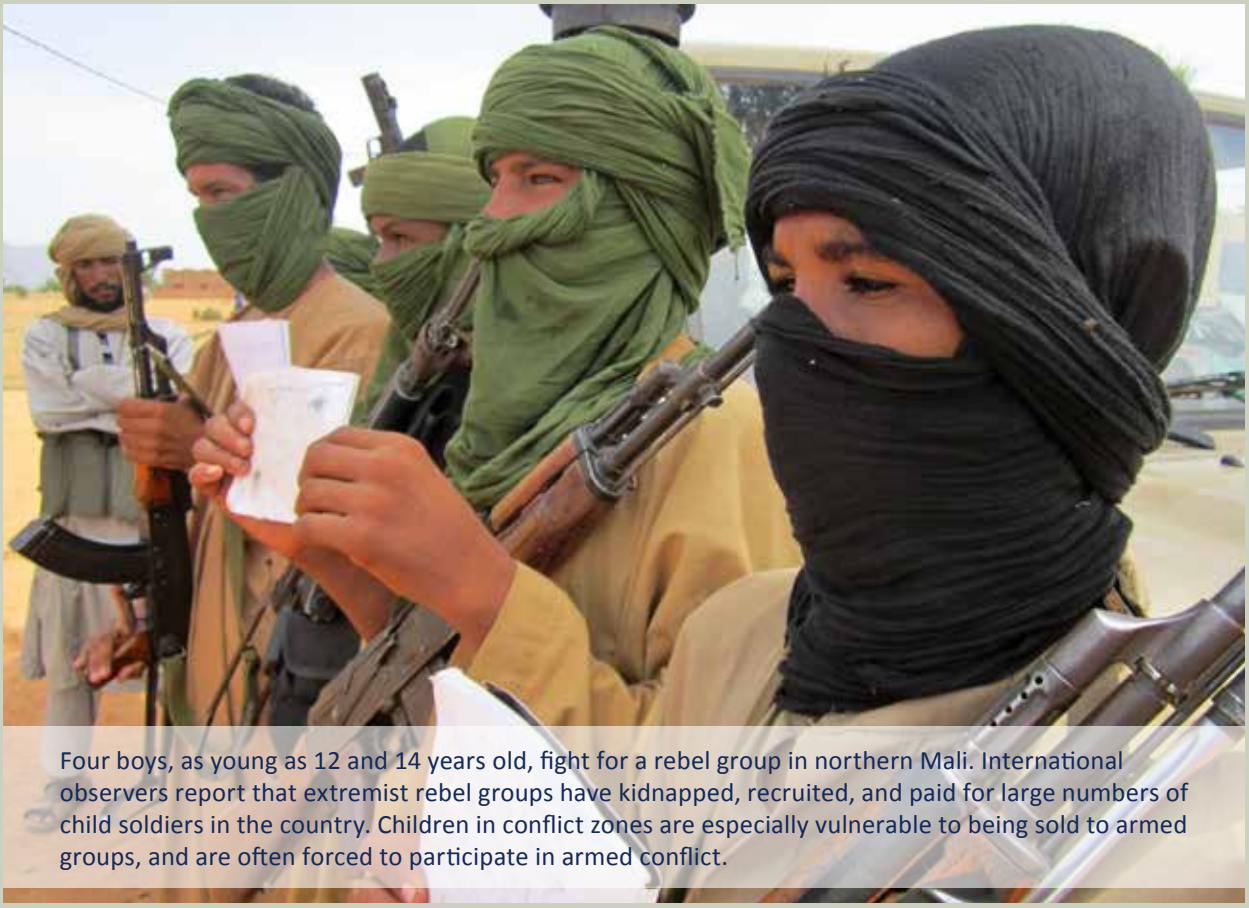
The U.S. Department of State prepared this *Report* using information from U.S. embassies, government officials, non-governmental and international organizations, published reports, news articles, academic studies, research trips to every region of the world, and information submitted to tipreport@state.gov. This email address provides a means by which organizations and individuals can share information with the Department of State on government progress in addressing trafficking.

U.S. diplomatic posts and domestic agencies reported on the trafficking situation and governmental action to fight trafficking based on thorough research that included meetings with a wide variety of government officials, local and international NGO representatives, officials of international organizations, journalists, academics, and survivors. U.S. missions overseas are dedicated to covering human trafficking issues. The 2014 *TIP Report* covers government efforts undertaken from April 1, 2013 through March 31, 2014.

PHILIPPINES – AUSTRALIA

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

CHILD SOLDIERS



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

The Child Soldiers Prevention Act of 2008 (CSPA) was signed into law on December 23, 2008 (Title IV of Pub. L. 110-457), and took effect on June 21, 2009. The CSPA requires publication in the annual *TIP Report* of a list of foreign governments identified during the previous year as having governmental armed forces or government-supported armed groups that recruit and use child soldiers, as defined in the Act. These determinations cover the reporting period beginning April 1, 2013 and ending March 31, 2014.

For the purpose of the CSPA, and generally consistent with the provisions of the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, the term "child soldier" means:

(i) any person under 18 years of age who takes a direct part in hostilities as a member of governmental armed forces;

(ii) any person under 18 years of age who has been compulsorily recruited into governmental armed forces;

(iii) any person under 15 years of age who has been voluntarily recruited into governmental armed forces; or

(iv) any person under 18 years of age who has been recruited or used in hostilities by armed forces distinct from the armed forces of a state.

The term "child soldier" includes any person described in clauses (ii), (iii), or (iv) who is serving in any capacity, including in a support role such as a "cook, porter, messenger, medic, guard, or sex slave."

Governments identified on the list are subject to restrictions, in the following fiscal year, on certain security assistance and commercial licensing of military equipment. The CSPA, as amended, prohibits assistance to

governments that are identified in the list under the following authorities: International Military Education and Training, Foreign Military Financing, Excess Defense Articles, and Peacekeeping Operations, with exceptions for some programs undertaken pursuant to the Peacekeeping Operations authority. The CSPA also prohibits the issuance of licenses for direct commercial sales of military equipment to such governments. Beginning October 1, 2014 and effective throughout Fiscal Year 2015, these restrictions will apply to the listed countries, absent a presidential national interest waiver, applicable exception, or reinstatement of assistance pursuant to the terms of the CSPA. The determination to include a government in the CSPA list is informed by a range of sources, including first-hand observation by U.S. government personnel and research and credible reporting from various United Nations entities, international organizations, local and international NGOs, and international media outlets.

The 2014 CSPA List includes governments in the following countries:

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

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

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

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

TIER PLACEMENT

The Department places each country in the 2014 *TIP Report* onto one of four tiers, as mandated by the TVPA. This placement is based more on the extent of government action to combat trafficking than on the size of the country's problem. The analyses are based on the extent of governments' efforts to reach compliance with the TVPA's minimum standards for the elimination of human trafficking (see page 425), which are generally consistent with the Palermo Protocol.

While Tier 1 is the highest ranking, it does not mean that a country has no human trafficking problem or that it is doing enough to address the problem. Rather, a Tier 1 ranking indicates that a government has acknowledged the existence of human trafficking, has made efforts to address the problem, and meets the TVPA's minimum standards. Each year, governments need to demonstrate appreciable progress in combating trafficking to maintain a Tier 1 ranking. Indeed, Tier 1 represents a responsibility rather than a reprieve. A country is never finished with the job of fighting trafficking.

MEXICO – UNITED STATES

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

Tier rankings and narratives in the 2014 *TIP Report* reflect an assessment of the following:

- enactment of laws prohibiting severe forms of trafficking in persons, as defined by the TVPA, and provision of criminal punishments for trafficking offenses;
- criminal penalties prescribed for human trafficking offenses with a maximum of at least four years' deprivation of liberty, or a more severe penalty;
- implementation of human trafficking laws through vigorous prosecution of the prevalent forms of trafficking in the country and sentencing of offenders;
- proactive victim identification measures with systematic procedures to guide law enforcement and other government-supported front-line responders in the process of victim identification;
- government funding and partnerships with NGOs to provide victims with access to primary health care, counseling, and shelter, allowing them to recount their trafficking experiences to trained social counselors and law enforcement in an environment of minimal pressure;
- victim protection efforts that include access to services and shelter without detention and with legal alternatives to removal to countries in which victims would face retribution or hardship;
- the extent to which a government ensures victims are provided with legal and other assistance and that, consistent with domestic law, proceedings are not prejudicial to victims' rights, dignity, or psychological well-being;
- the extent to which a government ensures the safe, humane, and to the extent possible, voluntary repatriation and reintegration of victims; and
- governmental measures to prevent human trafficking, including efforts to curb practices identified as contributing factors to human trafficking, such as employers' confiscation of foreign workers' passports and allowing labor recruiters to charge prospective migrants excessive fees.

Tier rankings and narratives are NOT affected by the following:

- efforts, however laudable, undertaken exclusively by non-governmental actors in the country;
- general public awareness events—government-sponsored or otherwise—lacking concrete ties to the prosecution of traffickers, protection of victims, or prevention of trafficking; and
- broad-based law enforcement or developmental initiatives.

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

– "Amit," male, age 33, 2014

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

A GUIDE TO THE TIERS

Tier 1
Countries whose governments fully comply with the TVPA's minimum standards for the elimination of trafficking.

Tier 2
Countries whose governments do not fully comply with the TVPA's minimum standards but are making significant efforts to bring themselves into compliance with those standards.

Tier 2 Watch List
Countries whose governments do not fully comply with the TVPA's minimum standards, but are making significant efforts to bring themselves into compliance with those standards, and for which:

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

b) there is a failure to provide evidence of ***increasing efforts*** to combat severe forms of trafficking in persons from the previous year, including increased investigations, prosecution, and convictions of trafficking crimes, increased assistance to victims, and decreasing evidence of complicity in severe forms of trafficking by government officials; or

c) the determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on ***commitments by the country to take additional steps over the next year.***

Tier 3
Countries whose governments do not fully comply with the TVPA's minimum standards and are not making significant efforts to do so.

The TVPA lists additional factors to determine whether a country should be on Tier 2 (or Tier 2 Watch List) versus Tier 3. First is the extent to which the country is a country of origin, transit, or destination for severe forms of trafficking. Second is the extent to which the country's government does not comply with the TVPA's minimum standards and, in particular, the extent to which officials or government employees have been complicit in severe forms of trafficking. And the third factor is the reasonable measures that the government would need to undertake to be in compliance with the minimum standards in light of the government's resources and capabilities to address and eliminate severe forms of trafficking in persons.

A 2008 amendment to the TVPA provides that any country that has been ranked Tier 2 Watch List for two consecutive years and that would otherwise be ranked Tier 2 Watch List for the next year will instead be ranked Tier 3 in that third year. This automatic downgrade provision came into effect for the first time in the 2013 *Report*. The Secretary of State is authorized to waive the automatic downgrade based on credible evidence that a waiver is justified because the government has a written plan that, if implemented, would constitute making significant efforts to comply with the TVPA's minimum standards for the elimination of trafficking and is devoting sufficient resources to implement the plan. The Secretary can only issue this waiver for two consecutive years. After the third year, a country must either go up to Tier 2 or down to Tier 3. Governments subject to the automatic downgrade provision are noted as such in the country narratives.

INDIA

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

VIETNAM

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

PENALTIES FOR TIER 3 COUNTRIES

Pursuant to the TVPA, governments of countries on Tier 3 may be subject to certain restrictions on bilateral assistance, whereby the U.S. government may withhold or withdraw non-humanitarian, non-trade-related foreign assistance. In addition, certain countries on Tier 3 may not receive funding for government employees' participation in educational and cultural exchange programs. Consistent with the TVPA, governments subject to restrictions would also face U.S. opposition to assistance (except for humanitarian, trade-related, and certain development-related assistance) from international financial institutions, such as the International Monetary Fund and the World Bank.

Imposed restrictions will take effect upon the beginning of the U.S. government's next Fiscal Year—October 1, 2014—however, all or part of the TVPA's restrictions can be waived if the President determines that the provision of such assistance to the government would promote the purposes of the statute or is otherwise in the United States' national interest. The TVPA also provides for a waiver of restrictions if necessary to avoid significant adverse effects on vulnerable populations, including women and children.

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

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

– Secretary of State John F. Kerry, 2014

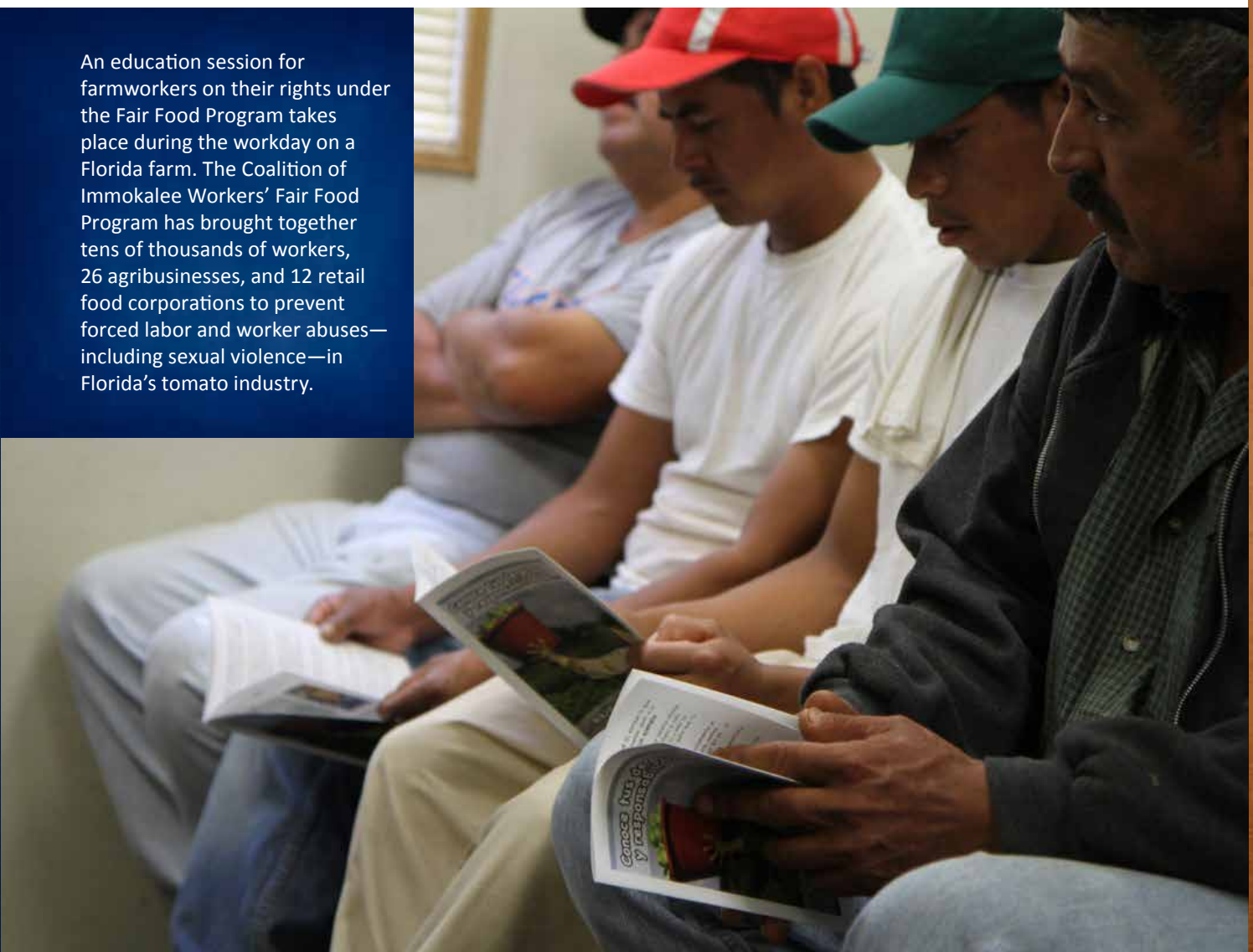
State troopers in New Jersey receive assignments for the security posts for the 2014 Super Bowl. New Jersey officials trained law enforcement, airport employees, and hospitality personnel about how to identify victims of sex trafficking before the event.

GLOBAL LAW ENFORCEMENT DATA

The Trafficking Victims Protection Reauthorization Act (TVPRA) of 2003 added to the original law a new requirement that foreign governments provide the Department of State with data on trafficking investigations, prosecutions, convictions, and sentences in order to be considered in full compliance with the TVPA's minimum standards for the elimination of trafficking (Tier 1). The 2004 *TIP Report* collected this data for the first time. The 2007 *TIP Report* showed for the first time a breakout of the number of total prosecutions and convictions that related to labor trafficking, placed in parentheses.

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2006	5,808	3,160		21
2007	5,682 (490)	3,427 (326)		28
2008	5,212 (312)	2,983 (104)	30,961	26
2009	5,606 (432)	4,166 (335)	49,105	33
2010	6,017 (607)	3,619 (237)	33,113	17
2011	7,909 (456)	3,969 (278)	42,291 (15,205)	15
2012	7,705 (1,153)	4,746 (518)	46,570 (17,368)	21
2013	9,460 (1,199)	5,776 (470)	44,758 (10,603)	58

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



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

2014 TIP REPORT HEROES

Each year, the Department of State honors individuals around the world who have devoted their lives to the fight against human trafficking. These individuals are NGO workers, lawmakers, police officers, and concerned citizens who are committed to ending modern slavery. They are recognized for their tireless efforts—despite resistance, opposition, and threats to their lives—to protect victims, punish offenders, and raise awareness of ongoing criminal practices in their countries and abroad.

GILBERT MUNDA

Democratic Republic of the Congo (DRC)

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

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

BHANUJA SHARAN LAL

India

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

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

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

MYEONGJIN KO
Republic of Korea (ROK)

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

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

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

ELISABETH SIOUFI
Lebanon

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

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

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

TEK NARAYAN KUNWAR
Nepal

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

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

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

BEATRICE JEDY-AGBA
Nigeria

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

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

JHINNA PINCHI
Peru

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

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

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

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

MONICA BOSEFF
Romania

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

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

CHARMAINE GANDHI-ANDREWS
Trinidad and Tobago

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

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

VAN NGOC TA
Vietnam

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

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

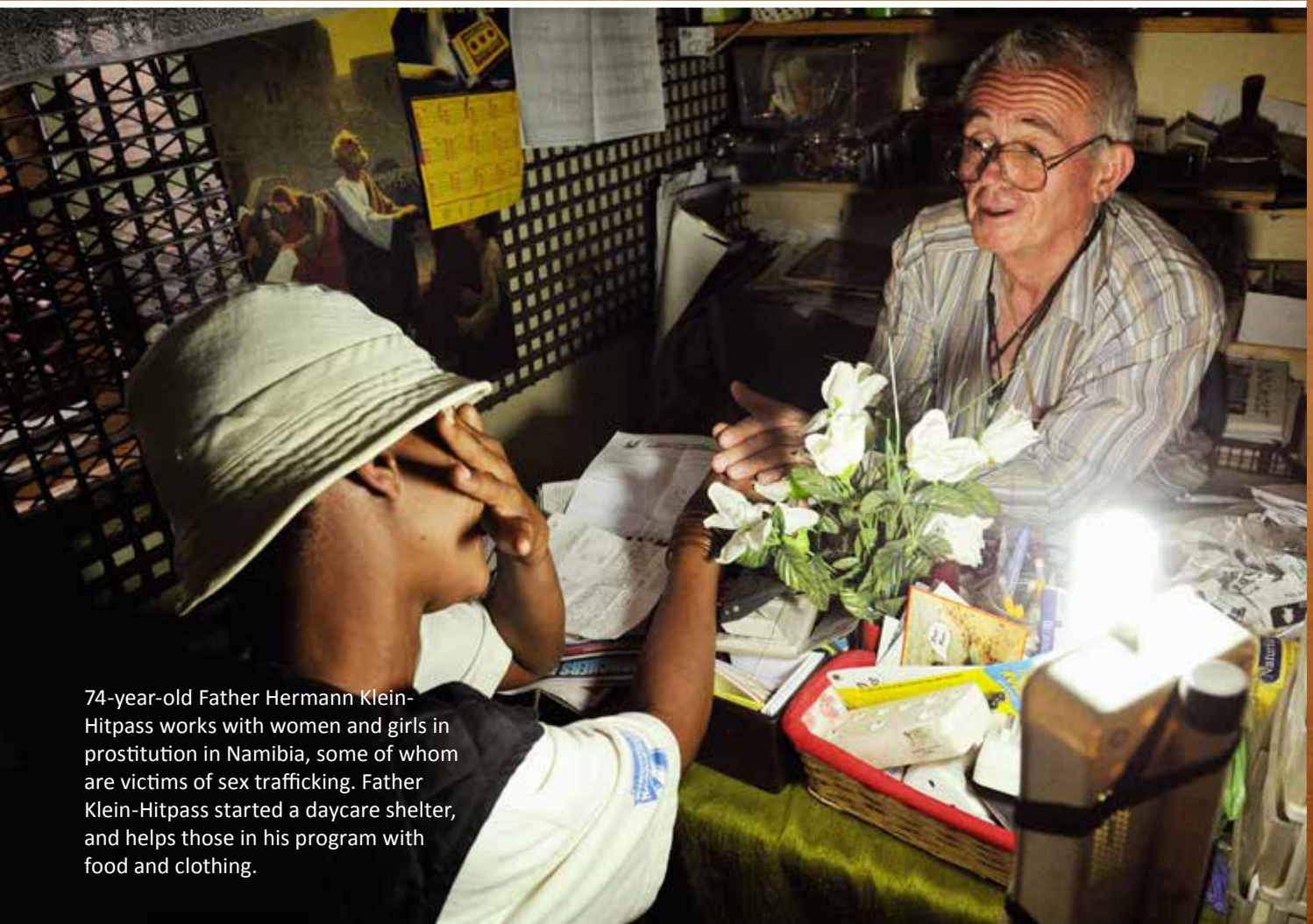
In addition to direct services, Mr. Van has had a great impact on communities in Vietnam where he conducts awareness campaigns and meets with leaders and families to educate them on prevention. Truly making a difference both at the individual level and on a national scale, Mr. Van is influencing the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

IN MEMORIAM

Irene Fernandez, *Malaysia*

Photo courtesy of Malaysiakini

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



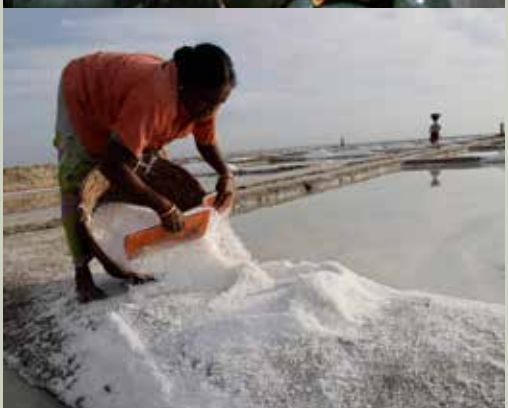
74-year-old Father Hermann Klein-Hitpass works with women and girls in prostitution in Namibia, some of whom are victims of sex trafficking. Father Klein-Hitpass started a daycare shelter, and helps those in his program with food and clothing.

THE INTERSECTION BETWEEN ENVIRONMENTAL DEGRADATION AND HUMAN TRAFFICKING

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

AGRICULTURE (CROPS AND LIVESTOCK)

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



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

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

For example:

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

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

FISHING AND AQUACULTURE

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

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

Reports of maritime forced labor include:

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

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

LOGGING

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

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

Recent reports of trafficking in this sector include:

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

MINING

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

Examples of human trafficking related to the mining industry include:

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

NEXT STEPS

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

THE TIERS

TIER 1

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

TIER 2

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

TIER 2 WATCH LIST

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

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

b) There is a **failure to provide evidence of increasing efforts** to combat severe forms of trafficking in persons from the previous year; or

c) The determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on **commitments by the country to take additional future steps over the next year.**

TIER 3

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

TIER PLACEMENTS

TIER 1

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

TIER 2

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

TIER 2 WATCH LIST

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

TIER 3

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

SPECIAL CASE

SOMALIA

* *Auto downgrade from Tier 2 Watch List*

Boundary representation is not authoritative.

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2007	123 (28)	63 (26)		5
2008	109 (18)	90 (20)	7,799	10
2009	325 (47)	117 (30)	10,861	8
2010	272 (168)	163 (113)	9,626	5
2011	340 (45)	217 (113)	8,900 (5,098)	2
2012	493 (273)	252 (177)	10,043 (6,544)	4
2013	572 (245)	341 (192)	10,096 (2,250)	7

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

TIER PLACEMENTS

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Special Case

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2007	1,047 (7)	651 (7)		4
2008	1,083 (106)	643 (35)	3,374	2
2009	357 (113)	256 (72)	5,238	3
2010	427 (53)	177 (9)	2,597	0
2011	2,127 (55)	978 (55)	8,454 (3,140)	4
2012	1,682 (115)	1,251 (103)	8,521 (1,804)	4
2013	2,460 (188)	1,271 (39)	7,886 (1,077)	3

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

TIER PLACEMENTS

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Tier 3 (*Auto downgrade*)

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2007	2,820 (111)	1,941 (80)		7
2008	2,808 (83)	1,721 (16)	8,981	1
2009	2,208 (160)	1,733 (149)	14,650	14
2010	2,803 (47)	1,850 (38)	8,548	4
2011	3,188 (298)	1,601 (81)	10,185 (1,796)	2
2012	3,161 (361)	1,818 (112)	11,905 (2,306)	3
2013	3,223 (275)	2,684 (127)	10,374 (1,863)	35

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

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

TIER PLACEMENTS

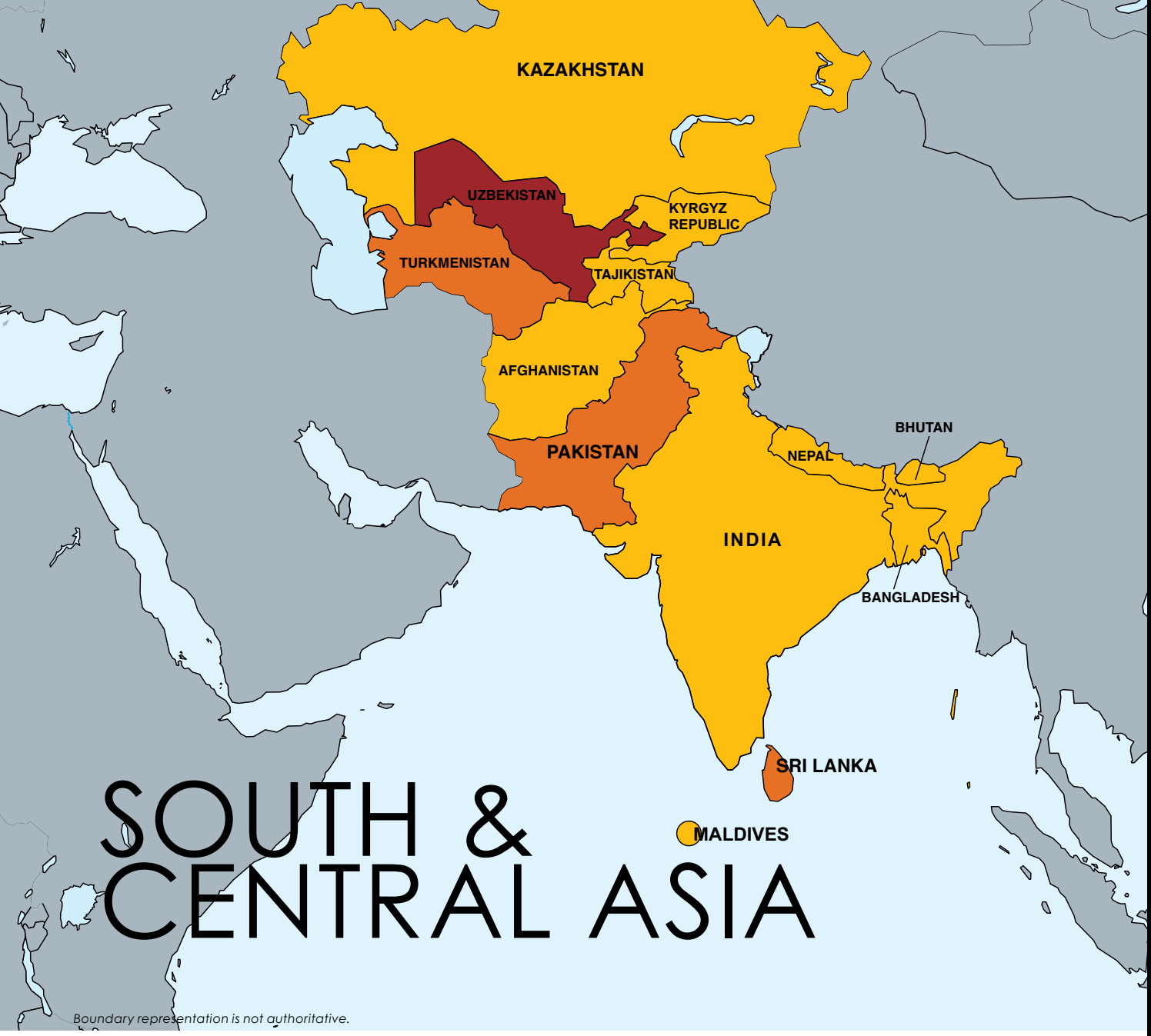
Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3

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

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

TIER PLACEMENTS

Tier 1 Tier 2 Tier 2 Watch List Tier 3



YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2007	824 (162)	298 (33)		4
2008	644 (7)	342 (7)	3,510	2
2009	1,989 (56)	1,450 (10)	8,325	1
2010	1,460 (196)	1,068 (11)	4,357	1
2011	974 (24)	829 (11)	3,907 (1,089)	2
2012	1,043 (6)	874 (4)	4,415 (2,150)	1
2013	1,904 (259)	974 (58)	7,124 (1,290)	5

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

TIER PLACEMENTS

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3

WESTERN HEMISPHERE

Boundary representation is not authoritative.

YEAR	PROSECUTIONS	CONVICTIONS	VICTIMS IDENTIFIED	NEW OR AMENDED LEGISLATION
2007	426 (1)	113 (1)		7
2008	448 (42)	161 (24)	6,609	5
2009	647 (47)	553 (66)	9,020	1
2010	732 (80)	293 (65)	6,681	6
2011	624 (17)	279 (14)	9,014 (2,490)	3
2012	1,077 (369)	402 (107)	7,639 (3,501)	8
2013	1,182 (207)	446 (50)	7,818 (3,951)	4

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

TIER PLACEMENTS

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Tier 3 (*Auto downgrade*)

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

HOW TO READ A COUNTRY NARRATIVE

This page shows a sample country narrative. The Prosecution, Protection, and Prevention sections of each country narrative describe how a government has or has not addressed the relevant TVPA minimum standards (see page 425), during the reporting period. This truncated narrative gives a few examples.

The country's tier ranking is based on the government's efforts against trafficking as measured by the TVPA minimum standards.

COUNTRY X (Tier 2 Watch List)

Profile of human trafficking in recent years.

Country X is a transit and destination country for men and women subjected to forced labor and, to a much lesser extent, forced prostitution. Men and women from South and Southeast Asia, East Africa, and the Middle East voluntarily travel to Country X as laborers and domestic servants, but some subsequently face conditions indicative of involuntary servitude. These conditions include threats of serious harm, including threats of legal action and deportation; withholding of pay; restrictions on freedom of movement, including the confiscation of passports and travel documents and physical, mental, and sexual abuse. In some cases, arriving migrant workers have found that the terms of employment in Country X are wholly different from those they agreed to in their home countries. Individuals employed as domestic servants are particularly vulnerable to trafficking since they are not covered under the provisions of the labor law. Country X is also a destination for women who migrate and become involved in prostitution, but the extent to which these w[illegible]bjected to forced prostitution is unknown.

TVPA Minimum Standard 4(11) – whether the government shows evidence of overall increasing efforts.

Synopsis of government efforts.

The Government of Country X [illegible] the minimum standards for th[illegible] however, it is making significant e[illegible]gh the government has not yet enacted necessary anti-trafficking legislation, during the reporting period it reaffirmed its commitment to this goal over the next year. Despite these efforts, the government did not show evidence of overall progress in prosecuting and punishing trafficking offenders and identifying victims of trafficking; therefore, Country X is placed on Tier 2 Watch List.

Guidance on how the government can improve its performance and obtain a better tier ranking.

RECOMMENDATIONS FOR COUNTRY X:

Enact the draft comprehensive anti-traff[illegible]lation; significantly increase efforts to in[illegible] trafficking offenses, and convi[illegible] offenders; institute and consiste[illegible] to identify victims of trafficking a[illegible] as those arrested for immigratio[illegible] and collect, disaggregate, analyze [illegible] trafficking law enforcement data.

TVPA Minimum Standards 1-3 – whether the government prohibits all forms of trafficking and prescribes adequate criminal punishments.

Summary of the government's legal structure and law enforcement efforts against human trafficking.

PROSECUTION

The Government of Country X made minimal efforts to investigate and prosecute trafficking offenses during the reporting period. Country X does not prohibit all acts of trafficking, but it criminalizes slavery under Section 321 and forced labor under Section 322 of its criminal law. The prescribed penalty for forced labor – up to six months' imprisonment – is not sufficiently stringent. Article 297 prohibits forced or coerced prostitution, and the prostitution of a child below age 15 even if there was no compulsion or redress; the prescribed penalty is up to 15 years' imprisonment, which is commensurate with penalties prescribed for other serious crimes, such as rape. Draft revisions to the penal code have not yet been enacted. An unconfirmed report indicates that four traffickers were charged with fraudulently issuing visas to workers who they then exploited. Two were reportedly deported, and two were reportedly convicted. The government did not confirm nor deny the existence of this case. The government did not report any investigations, prosecutions, convictions, or sentences for trafficking complicity of public officials.

TVPA Minimum Standard 4(1) – whether the government vigorously investigates and prosecutes trafficking offenses and convicts and punishes trafficking offenders and provides data on these actions.

TVPA Minimum Standard 4(7) – whether the government has made adequate efforts to address the involvement in or facilitation of human trafficking by government employees.

TVPA Minimum Standard 4(2) – whether the government adequately protects victims of trafficking by identifying them and ensuring they have access to necessary services.

PROTECTION

Country X made minimal progress in protecting vic[illegible] trafficking during the reporting period. Although he[illegible] care facilities reportedly refer suspected abuse cases to the government anti-trafficking shelter for investigation, the government continues to lack a systematic procedure for law enforcement to identify victims of trafficking among vulnerable populations, such as foreign workers awaiting deportation and women arrested for prostitution; as a result, victims may be punished and automatically deported without being identified as victims or offered protection. The government reported that the MOI has a process by which it refers victims to the trafficking shelter; however, this process is underutilized in practice. The trafficking shelter assisted 24 individuals during the reporting period and provided them with a wide range of services, including full medical treatment and legal and job assistance. Country X commonly fines and detains potential trafficking victims for unlawful acts committed as a direct result of being trafficked, such as immigration violations and running away from their sponsors, without determining whether the individuals are victims of trafficking.

Country X sometimes offers temporary relief from deportation so that victims can testify as witnesses against their employers. However, victims were generally not permitted to leave the country if there is a pending case. The government did not routinely encourage victims to assist in trafficking investigations or consistently offer victims alternatives to removal to countries where they may face retribution or hardship.

Summary of the government's efforts to ensure that trafficking victims are identified and provided adequate protection.

PREVENTION

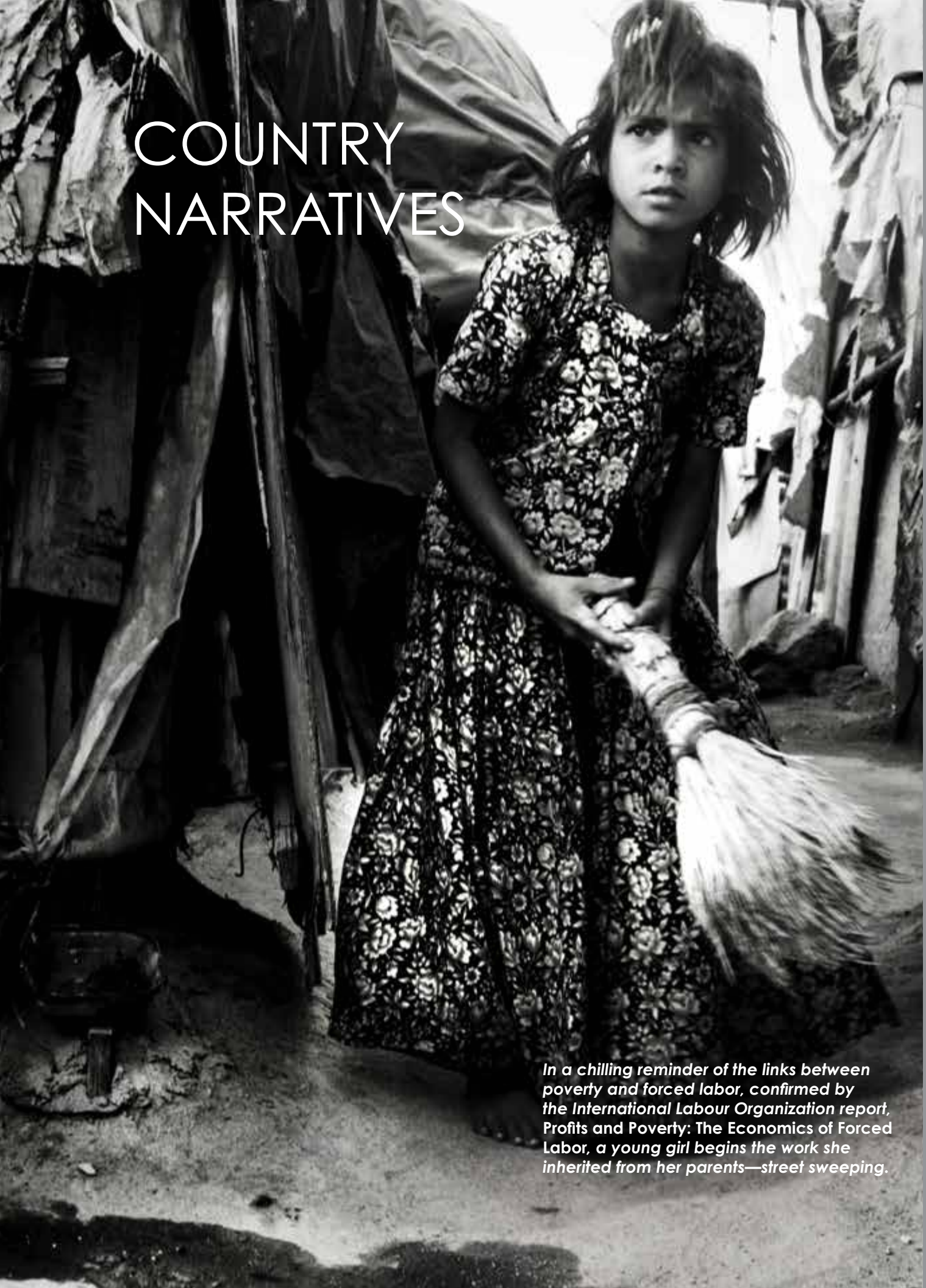
Country X made modest progress in preventing traffick[illegible] in persons during the reporting period. In March, Coun[illegible] hosted a two-day regional workshop meant to establish d[illegible] between scholars, government officials, and stakeholder[illegible] discuss regional and international efforts to combat TIP, and how to help victims. While the government made no apparent effort to amend provisions of Country X's sponsorship law – enacted in March 2009 – to help prevent the forced labor of migrant workers, the government did start to enforce other parts of the law to the benefit of migrant workers. One provision in the sponsorship law continues to require foreign workers to request exit permits from their sponsors in order to leave Country X. Although this may increase migrant workers' vulnerability to forced labor, the law created a new process through which a laborer who was not granted an exit permit due to a sponsor's refusal or other circumstances can seek one by other means. The government has a national plan of action to address trafficking in persons, but did not publicly disseminate the plan or take steps to implement it during the reporting period. The government did not take any public awareness campaigns aimed at reducing the demand for commercial sex acts in Country X, but the government undertook public awareness campaigns, but the government convicted two of its nationals for soliciting children for sex in other countries and sentenced them to 10 years' imprisonment.

TVPA Minimum Standard 4(3) – whether the government is making adequate efforts to prevent human trafficking.

Summary of the government's efforts to prevent human trafficking.

TVPA Minimum Standard 4(12) – whether the government has made efforts to reduce the demand for commercial sex acts, and, if applicable, participation in international sex tourism by its nationals.

COUNTRY NARRATIVES



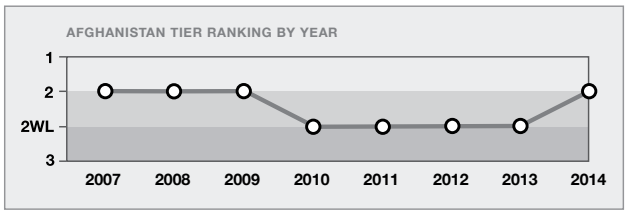
In a chilling reminder of the links between poverty and forced labor, confirmed by the International Labour Organization report,* Profits and Poverty: The Economics of Forced Labor, *a young girl begins the work she inherited from her parents—street sweeping.

AFGHANISTAN (Tier 2)

Afghanistan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Internal trafficking is more prevalent than transnational trafficking. The majority of Afghan victims are children subjected to human trafficking in carpet-making and brick kiln factories, domestic servitude, and in commercial sexual exploitation, begging, transnational drug smuggling, and assistant truck driving within Afghanistan, as well as in the Middle East, Europe, and South Asia. Most Afghan victims exploited in Iran are boys under age 18 who are compelled to work in forced labor in the construction and agricultural sectors upon their arrival. The majority of Afghan victims in Pakistan are women and girls who are trafficked for the purpose of commercial sexual exploitation, including by forced marriages. Some Afghan families knowingly sell their children into prostitution, including for *bacha baazi*—where wealthy or influential men, including government officials and security forces, use young boys for social and sexual entertainment. Other families send their children to obtain employment through labor brokers, but the children end up in forced labor. Opium-farming families sometimes sell their children to settle debts with opium traffickers. According to the government and the UN, insurgent groups use children as young as nine years old as suicide bombers. Boys from Badakhsan, Takhar, Baghlan, Kunduz, and Balkh provinces in the north region of Afghanistan, as well as those travelling unaccompanied, were reportedly at the highest risk of trafficking. Exploiters often used drugs to control their victims. Sometimes entire Afghan families, including children, are trapped in debt bondage in the brick-making industry in eastern Afghanistan. Traffickers recruit Afghan villagers to Afghan cities and then sometimes subject them to forced labor or forced prostitution after their arrival.

Increasing numbers of men, women, and children in Afghanistan pay intermediaries to assist them in finding employment primarily in Iran, Pakistan, India, Europe, or North America; some of these intermediaries force Afghan citizens into labor or prostitution after their arrival. Afghan women and girls are subjected to prostitution and domestic servitude primarily in Pakistan, Iran, and India. Afghan boys and men are subjected to forced labor and debt bondage in the agriculture and construction sectors primarily in Iran, Pakistan, Greece, Turkey, and the Gulf states. Some Afghan boys are found in sex trafficking in Greece after being smuggled into the country with high fees. There were reports of women and girls from the Philippines, Pakistan, Iran, Tajikistan, Africa, and China subjected to sex trafficking in Afghanistan. Under the pretense of high-paying employment opportunities, labor recruiting agencies lure foreign workers to Afghanistan, including from Sri Lanka, Nepal, India, Iran, Pakistan, and Tajikistan; the recruiters subject these migrants to forced labor after arrival.

The Government of Afghanistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Afghan government's response to the extensive human trafficking in its country and of its citizens was deficient. While victims of trafficking were routinely prosecuted and convicted as criminals for moral crimes, the government failed to hold the vast majority of traffickers criminally accountable for their crimes. Government complicity remained a serious problem and political will to combat the crime was low. The majority of the government's action plan to address trafficking was not completed. There were areas of small improvements, however. During the reporting period, the government issued a decree directing law enforcement agencies to cease prosecuting trafficking victims. It also took some limited steps to implement its anti-trafficking action plan, including through making executive branch efforts to ratify the 2000 UN TIP Protocol. Despite extensive international support of the government's anti-trafficking programming, the level of understanding of human trafficking among Afghan government officials remained very low.



RECOMMENDATIONS FOR AFGHANISTAN:
Eliminate police and court penalization of trafficking victims for offenses committed as a direct result of being trafficked, such as prostitution, sodomy, or adultery; increase use by law enforcement of the 2008 anti-trafficking law, including prosecuting suspected traffickers and convicting trafficking offenders; consider amending the 2008 anti-trafficking law to prohibit and penalize all forms of trafficking in persons; investigate and prosecute government officials suspected of being complicit in human trafficking; strengthen the capacity of the High Commission for Combating Crimes of Abduction and Human Trafficking/Smuggling, and implement the anti-trafficking national action plan; educate government officials at national, provincial, and local levels, including law enforcement and judicial officials, on the definition of human trafficking, as well as protection and law enforcement strategies; segregate older and younger boys in trafficking shelters to prevent the abuse of younger boys; increase awareness about the trafficking of male children, particularly in the northern regions of Afghanistan; strengthen the capacity of the Ministry of Interior (MOI)'s anti-trafficking/smuggling unit, including by ensuring the unit is fully staffed and able to differentiate between smuggling and trafficking; undertake initiatives to prevent trafficking, such as running a public awareness campaign to warn at-risk populations of the dangers of trafficking, and encourage religious leaders to incorporate anti-trafficking messaging in religious teachings; improve efforts to collect, analyze, and accurately report counter-trafficking data; implement culturally appropriate long-term victim rehabilitation programs for boys that are designed for their specialized needs; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Afghanistan sustained low anti-trafficking law enforcement efforts over the reporting period; it failed to amend its anti-trafficking law and official complicity in human trafficking remained a serious problem. Afghanistan's 2008 Law Countering Abduction and Human Trafficking/Smuggling, along with Article 516 of the penal code, prohibits many, but not all, forms of human trafficking. For example, the law does not cover sex trafficking of a child if coercion was not involved. Government officials, including law enforcement and judicial officials, continued to have a limited understanding of human trafficking. In Dari—the language spoken most widely in Afghanistan—the same word denotes both human trafficking and human smuggling, compounding the confusion. The law prescribes between eight and 15 years' imprisonment for persons

convicted of some forms of labor trafficking and prescribes penalties of up to life imprisonment for those convicted of some forms of sex trafficking. The 2009 Elimination of Violence Against Women (EVAW) law and other provisions of the penal code contain penalties for most forms of trafficking. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The MOI has an anti-trafficking in persons unit with approximately 20 officers, but they did not appear to be dedicated full-time to this unit and there was frequent turnover in their leadership. The interagency committee, the High Commission to Combat Trafficking in Persons (High Commission), reported that it convicted 14 offenders under the trafficking statute—an increase from four Pakistani sex traffickers convicted by the attorney general's office in the previous reporting period. The courts reportedly sentenced these offenders to terms of imprisonment ranging from three months to 20 years. For example, a defendant in Herat was convicted of human trafficking after bringing young girls from foreign countries and forcing them into prostitution. International organizations and NGOs continued to provide training to police, prosecutors, and other government officials on identifying and investigating trafficking cases; the MOI provided venues for some of the trainings.

Government employees' complicity in human trafficking remained a serious problem. Reports indicated that government officials, including commanders of the Afghan National Security Forces and provincial governors, engaged in the practice of *bacha baazi*. There have been reports that law enforcement facilitated trafficking and raped sex trafficking victims. Afghan courts convicted two policewomen for sex trafficking in 2013 and sentenced each to eight years' imprisonment. A Ministry of Defense official reported five Afghan National Army soldiers were convicted for crimes related to *bacha baazi* and received one to 10 years' imprisonment. There were no other reports of investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

The Government of Afghanistan made some progress on victim protection; despite a late-issued formal decree on prohibiting punishment of victims, penalization of victims was widespread and victim protection inadequate. Afghanistan did not develop or employ systematic procedures to identify victims of trafficking or refer them to protective services. The government, particularly authorities from the Ministry of Labor and Social Affairs, Martyrs, and the Disabled (MOLSAMD) and the Ministry of Women's Affairs, in practice referred victims to NGO-run shelters. The Ministry of Public Health reported it had created special forms for use by its health centers that could help to identify victims of human trafficking, but did not report whether these forms were used. The MOI reported that police lacked formal guidelines and funding to provide basic care (including water and food) to victims during the course of an investigation. In some instances, policemen paid out-of-pocket for basic care for the victims. Authorities reportedly placed child trafficking victims in juvenile detention facilities; some of these victims were questioned by the MOI for committing crimes of sodomy. The MOI reported it identified 91 victims of trafficking in 2013, but did not indicate whether they were sex or labor trafficking victims. MOLSAMD owns four short-term trafficking shelters in Kabul, Herat, Kunduz, and Nangarhar, which were operated by IOM and partner NGOs and paid for by other sources. Child trafficking victims were sometimes placed in shelters or orphanages; there have been reports that older boys sexually abused younger boys in shelters. IOM reported it assisted 250 victims during the reporting period, the majority of whom were boys; many of these boys were referred by the Afghan government. Experts report that victim identification was hindered by lack of capacity, lack of understanding of human trafficking, and lack of will to pursue criminal cases against traffickers. Although the government claimed that it encouraged victims to participate in investigations, this encouragement sometimes resulted in potentially negative rehabilitative consequences, including in a case in which a child trafficking victim was forced to testify in front of his alleged trafficker.

Police often had trouble distinguishing trafficking victims from criminals, and government officials punished victims of trafficking for acts they may have committed as a direct result of being trafficked. Afghan officials continued to arrest, imprison, or otherwise punish female trafficking victims for prostitution or adultery, or for escaping from husbands who forced them into prostitution, even if the destination was a shelter. Authorities sometimes treated male and female victims as criminals simply for being unchaperoned or for having committed moral crimes. For example, two Pakistani child sex trafficking victims were convicted of moral crimes and jailed. NGOs reported instances of child trafficking victims placed in juvenile detention centers, sometimes for several years. Male child sex trafficking victims, including those subjected to *bacha baazi*, were referred to juvenile rehabilitation centers on criminal charges. Officials often placed trafficked women who could not be accommodated in shelters in prisons. Trafficked adult men were incarcerated, in part because they could not stay in shelters. In February 2014, the High Commission, in coordination with the Ministry of Justice, released a directive emphasizing that law enforcement must cease the prosecution of trafficking victims and refer them instead to social services. In response to international pressure, the Afghan government released five imprisoned child sex trafficking victims in February and March 2014. The government does not have a policy that provides relief from deportation for foreign victims of trafficking who may face retribution or hardship in the countries to which they would be deported; however, Afghan law allows foreign victims of trafficking to remain legally in Afghanistan for at least six months. There was no information that the government forcibly deported any foreign victims of trafficking during the reporting period.

PREVENTION

The government made modest improvements in preventing human trafficking. The Afghan government continued to organize its anti-trafficking activities through its interagency High Commission. From April 2013 to February 2014, the government held eight working level interagency meetings of its technical committee and four High Commission meetings, in addition to an *ad hoc* meeting to address the detention and convictions of two child sex trafficking victims. For the majority of the reporting period, attendance by deputy ministers at the meetings was poor and the commission ineffective; invitations to High Commission meetings were sent out with inadequate notice for many officials to be able to attend. In the last few months, there were some improvements to the functioning of the High Commission's administrative organizational unit, the Secretariat, largely attributed to the secondment to the Secretariat of two staff members from the quasi-governmental Afghanistan Independent Human Rights Commission (AIHRC) who professionalized its administration. The High Commission

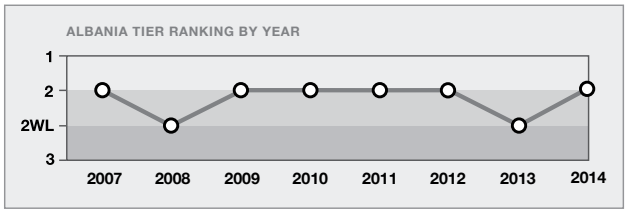
took some limited steps to implement activities set forth in its national anti-trafficking action plan. Specifically, the Ministry of Foreign Affairs took steps to ratify the 2000 UN TIP Protocol, although the decision remained pending before Parliament at the close of the reporting period.

The government increased its efforts to raise awareness on trafficking. The AIHRC launched a national inquiry into the practice of *bacha baazi*, although the report had not yet been published at the close of the reporting period. The Ministry of Education reported that it asked all schools to spend the first five minutes of the school day on raising awareness about human trafficking/smuggling; there is no information confirming that this directive has been implemented. In collaboration with international organizations, the MOLSAMD launched a series of TV spots in January 2014 warning against human trafficking. There was no progress reported toward fulfilling the goals of the action plan signed in January 2011 to combat the practice of *bacha baazi* by the Afghan National Security Forces. The government did not take steps to reduce the demand for commercial sex acts or forced labor. Afghanistan is not a party to the 2000 UN TIP Protocol.

ALBANIA (Tier 2)

Albania is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Albanian women and child victims are primarily subjected to sex trafficking within Albania and in Greece, Italy, Macedonia, Kosovo, Belgium, Netherlands, Germany, Switzerland, Ireland, and the United Kingdom. Criminal groups fraudulently recruit women with offers of employment in waitressing, bartending, dancing, or singing in neighboring countries, specifically in Kosovo, Greece, and Macedonia, and subject them to sex trafficking. Victims from the Philippines and Albania were subjected to forced labor in Albania. There is an increasing problem of Albanian children, often of the Roma ethnicity, being subjected to forced begging and other forms of compelled labor in Greece, Kosovo, and within Albania. Some Albanian girls are subjected to sex trafficking or forced labor following arranged marriages.

The Government of Albania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In October 2013, the government appointed a new national anti-trafficking coordinator, who in December initiated the development of a special taskforce to improve coordination among police, prosecutors, and judges. Albanian law enforcement improved its understanding of a victim-centered approach to human trafficking, though further training is still needed to improve their operating effectiveness in identifying cases and leading them through prosecution. The government increased the number of victims identified, but prosecuted and convicted a small number of trafficking offenders. The government did not fund the NGO shelters that provided services to victims of trafficking. Victims received inadequate mental health services at the state-run shelter, and medical care staff needed training.



RECOMMENDATIONS FOR ALBANIA:
Vigorously investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; ensure victims have access to victim-specific assistance, support and protection including reintegration services such as vocational training and free public health care; provide funding to NGOs for shelters and victim assistance services, including through the Special Fund for Crime Prevention; expand joint mobile units operated by civil society groups and law enforcement to increase victim identification; train prosecutors and judges on recent trafficking-related legal amendments; train state-run shelter medical staff on victim-centered support; further train police and officials at the local level to increase the number of victims identified and assisted; continue to train labor inspectors and other officials on victim identification; train officials in child protection units to increase the identification of trafficking indicators and refer victims to appropriate services; ensure the effectiveness and support for the national anti-trafficking coordinator; and continue to expand efforts to raise awareness of trafficking throughout Albania, including through the use of regional anti-trafficking units.

PROSECUTION
The Government of Albania increased anti-trafficking law enforcement efforts over the last year, improved its legislation for criminal offenses, and sufficiently punished convicted offenders. Albania's criminal code prohibits sex and labor trafficking under Articles 110(a) and 128(b), which prescribe penalties of eight to 15 years' imprisonment. These penalties are sufficiently stringent and exceed those prescribed for other serious crimes, such as rape. In 2013, the criminal code was amended to strengthen its anti-trafficking provisions, including by raising the minimum sentence for trafficking of adults from five to eight years' imprisonment and increasing the sentences for trafficking of minors (from seven-15 years to 10-20 years); adding internal trafficking as a criminal offense; and criminalizing facilitating trafficking by forging, removing, damaging, or otherwise manipulating identity documents; as well as benefiting from or using the services of a trafficked person. The Serious Crimes Prosecutor's Office reported investigating 24 suspected human traffickers in 2013, compared with cases involving 11 suspects in 2012, but did not disaggregate data to demonstrate that it made efforts against both sex trafficking and forced labor. One case went to trial during the year in which three alleged traffickers were charged under Article 110(a), which remained pending at the close of the reporting period. The remaining cases were either dropped, are still under investigation, or are in pre-trial procedures. In 2012, the government reported convicting two defendants and dismissing the prosecutions of two others. The Serious Crimes Court convicted two offenders for trafficking in persons, each sentenced to 15 years' imprisonment, the same number of convictions as were achieved in 2012. Prosecutors reopened for investigation a case of two Albanian men who claimed they were trafficked to Equatorial Guinea for forced labor. Albanian law enforcement officials coordinated with

police on a trafficking investigation in Italy, Germany, and Switzerland, resulting in the arrest of five traffickers in Albania. During 2013, the government trained 57 judges, prosecutors, and police officers on investigation and prosecution of traffickers, and on victim identification and protection. The government increased the number of judicial police and special prosecutors assigned to trafficking cases from three to seven during the reporting period. In December 2013, the national anti-trafficking coordinator initiated the development of a special taskforce to improve coordination among police, prosecutors, and judges. NGOs reported that police, prosecutors, and judges demonstrated improved understanding of a victim-centered approach to human trafficking, though further training is still needed. Corruption and high rates of turnover continued to be an issue within the police force, which hampered the efficacy of training. The government did not report any investigations or prosecutions of government officials allegedly complicit in human trafficking offenses during the year.

PROTECTION

The government increased anti-trafficking protection efforts by increasing identification and referral of trafficking victims to appropriate services, and by providing financial assistance to victims during the reporting period; however, bureaucratic hurdles prevented victims from accessing free healthcare that had previously been approved by the government. The government did not provide funding to NGO shelters. During the reporting period, the government reported that 95 victims of trafficking were identified in Albania; 92 were identified in 2012. Of these, 55 victims were identified and referred by the government in 2013, compared with 42 victims referred by the government in 2012. A total of 93 victims received care in state-run and NGO shelters; 27 victims were accommodated in the state-run shelter exclusively for trafficking victims. Of the 95 victims identified, 43 were child victims of trafficking. Twenty-one identified victims were subjected to labor trafficking. The state-run shelter received the equivalent of approximately $182,000 in government funding. It provided limited services, but worked in collaboration with NGOs to meet the needs of victims. The government allocated the equivalent of approximately $50,000 to NGO shelters strictly for food expenses, but failed to disburse these funds. NGOs reported improved involvement of civil society partners and the government in the national referral mechanism. In 2013, law enforcement and social worker child protection units increased to 165 from 65 in 2012; the units have a direct role in identifying child victims of trafficking and ensuring their protection. In 2013, the government, in cooperation with police directorates and NGOs, established three joint mobile identification units, each consisting of police and two NGO social workers; the units searched local communities for potential victims of trafficking.

The government allocated and disbursed the equivalent of approximately $10,000 in financial support to 30 victims of trafficking. Victim advocates and NGOs reported that the state-run shelter lacked human, physical, and financial resources for longer-term care of victims of trafficking, including health, education, and employment services. Victim advocates reported that psychological services offered at the state-run shelter were inadequate and medical staff required further training. NGOs reported that victims were punished as a direct result of being in human trafficking situations. In 2012, at least three victims of sex trafficking were convicted of prostitution. In one case, the court issued both a conviction against the defendant for trafficking in persons, and simultaneously convicted the victim for prostitution. Lack of training and the high rate of turnover among prosecutors was a challenge to progress on this problem.

The three shelters that were operated by NGOs provided comprehensive services to include: psychological care, legal assistance, medical care, reintegration services, and assistance for victims' children. Male victims of trafficking were provided with accommodations in apartments. There were no specialized shelters for child victims of trafficking. The government approved access to free healthcare for victims of trafficking in 2012; however, bureaucratic hurdles prevented victims from accessing government-approved free healthcare, and victims or NGOs often had to pay for services during the reporting period. The government encouraged victims to participate in investigations and prosecutions of trafficking offenders by providing victim-witnesses access to social workers and psychologists during trials. The Serious Crimes Prosecution Office in Tirana is the only office that employs a victim-witness coordinator. Victims outside Tirana had access to this service; however, local prosecutors lacked training on how to effectively work with victim witnesses. In 2013, one victim of trafficking was provided with witness protection. As an alternative to removal for foreign trafficking victims, Albania's anti-trafficking law provides a two-year reflection period with temporary residency status, and the opportunity to apply for permanent residency after five years in the country, as well as authorization to work. In practice, the government has yet to grant this status to a victim. There were no reports of victims being detained or otherwise penalized for unlawful acts committed as a result of their being trafficked. Under the new amendments, victims are now exempt from punishment for offenses committed during or as a result of being trafficked.

PREVENTION

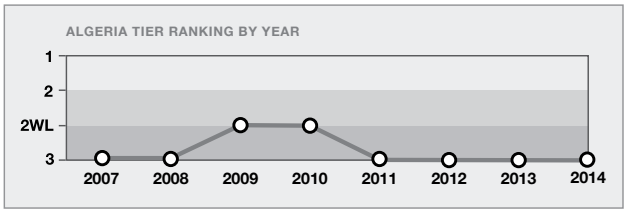
The Government of Albania increased efforts to prevent trafficking in persons during the year. In October 2013, shortly after taking office, the government appointed a new national anti-trafficking coordinator. For the first time, the government designated a separate budget for the national anti-trafficking coordinator's office of the equivalent of approximately $50,000. The government also allocated funds for the regional anti-trafficking committees to address trafficking issues in local districts. The national coordinator was successful in restarting the 12 previously dormant committees around the country. During the reporting period, the committees were active in addressing trafficking issues in their districts through establishing local action plans and conducting various meetings in cooperation with civil society partners. The government, in cooperation with NGOs, trained regional anti-trafficking committee members, government officials, social service workers, police, school teachers, and labor inspectors on implementing victim identification and referral procedures. Nevertheless, regional anti-trafficking committees and local officials continue to need further training and development. In cooperation with NGOs, the government co-funded educational initiatives to publish and distribute anti-trafficking booklets to police and potential trafficking victims, and published and distributed copies of a novella highlighting the true story of a victim of trafficking to high school students, employers, local civil society representatives, and community members in various cities. The government co-sponsored a workshop for the purpose of sensitizing hotel and travel agency owners to human trafficking and victim identification. The government co-financed a project for the implementation of a mobile device application for use by citizens in reporting suspected trafficking cases and

accessing assistance services. The government established a civil society advisory board to improve cooperation with NGOs. The government performed an internal audit of the state shelter. The government continued implementation of its 2011-2013 national action plan. The government demonstrated efforts to reduce the demand for commercial sex acts; however, it did not demonstrate efforts to reduce the demand for forced labor.

ALGERIA (Tier 3)

Algeria is a transit and, to a lesser extent, destination and source country for women subjected to forced labor and sex trafficking and, to a lesser extent, men subjected to forced labor. Most commonly, sub-Saharan African men and women enter Algeria voluntarily but illegally, often with the assistance of smugglers, for the purpose of traveling to neighboring countries or Europe. Some of these women may be forced into prostitution, domestic service, and begging. Some sub-Saharan African men, mostly from Mali, are forced domestic workers; homeowners often confiscate their identification documents, a common method of coercion. Sub-Saharan illegal immigrants from Anglophone countries remain particularly vulnerable to forced labor and sex trafficking in Algeria, primarily due to language barriers. Criminal networks, which sometimes extend to sub-Saharan Africa and to Europe, are involved in smuggling and human trafficking. Some foreign women and children, primarily sub-Saharan migrants, are forced into prostitution in bars and informal brothels in Tamanrasset and Algiers; the traffickers are typically members of the victim's own nationality. The "chairmen," or leaders, of the "African villages"—small non-Algerian ethnic enclaves located in and around the southern city of Tamanrasset—may be among those responsible for forcing some women into prostitution. Some Algerian women and children are also forced into prostitution in Algeria. Civil society groups believe that Algeria is increasingly becoming a destination for both undocumented migration and trafficking.

The Government of Algeria does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not demonstrate efforts to investigate, prosecute, or convict perpetrators of sex trafficking and forced labor. The government continued to conflate human trafficking and smuggling. The government, thus, treated trafficking victims as criminals or illegal immigrants; trafficking victims were frequently subject to arrest, detention, and deportation. Furthermore, the government lacked adequate measures to identify and provide protection services to victims of trafficking. The government minimized and denied trafficking in the face of evidence to the contrary from civil society and others.



RECOMMENDATIONS FOR ALGERIA:

Investigate, prosecute, and convict sex and labor trafficking offenders, distinct from the crime of human smuggling, and punish them with imprisonment; establish formal procedures to guide officials in the identification of victims of forced labor, forced prostitution, and child prostitution, particularly among illegal migrant communities; establish a policy to ensure that identified and suspected victims are not punished for unlawful acts committed as a direct result of being subjected to human trafficking; establish and implement victim referral procedures, and provide appropriate protection services, including shelter, medical, psychological care, legal aid, and repatriation assistance, to all victims of trafficking; establish a shelter dedicated specifically to the needs and appropriate care of men, women, and children who are victims of forced labor and sex trafficking; provide support to relevant NGOs or international organizations that offer protection services to victims of trafficking; establish strong partnerships with relevant organizations and community leaders among foreign migrant populations to ensure that trafficking victims are properly identified and receive appropriate protection and assistance; collaborate with relevant organizations and NGOs in source countries to ensure the safe and voluntary repatriation of foreign trafficking victims; train officials, including law enforcement, healthcare and social workers, and labor inspectors, who may come in direct contact with trafficking victims, on appropriate measures to identify suspected victims using victim identification guidelines; and improve efforts to increase public awareness of trafficking, including on the differences between human smuggling and trafficking.

PROSECUTION

The Algerian government made minimal efforts to address human trafficking through law enforcement means. Algeria prohibits all forms of trafficking under Section 5 of its criminal code, enacted in March 2009. Prescribed penalties under this statute range from three to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government did not have an effective system to collect and report anti-trafficking law enforcement data, and government officials had difficulty distinguishing between human trafficking and smuggling data. Though the government reported prosecuting trafficking offenders in this reporting period, it did not provide details on such cases to indicate whether they were human trafficking cases, distinct from smuggling or other similar crimes. For another year, the government did not report any convictions of trafficking offenders. By law, Algerian courts must hear testimony from the victim in order to convict the trafficking offender; courts are thus unable to secure a conviction if a victim has already left the country. The government did not report efforts to investigate or punish government employees complicit in trafficking-related offenses. In June 2013, the government, in coordination with an international organization, partially funded and provided the space for an anti-trafficking training—for Algerian judges.

PROTECTION

The government made no discernible progress in protecting victims of trafficking; proactive victim identification efforts remained weak. It did not develop or employ systematic procedures for the identification of trafficking victims among vulnerable populations, such as foreign women arrested for prostitution or undocumented migrants; government officials relied on victims to self-report abuses to authorities. Likewise, the government did not have a formal victim referral procedure in place to provide victims with appropriate protection and assistance. Some trafficking victims were jailed for unlawful

acts committed as a direct result of their being subjected to human trafficking, such as engaging in prostitution or lacking adequate immigration documentation. The government reported conducting regular raids on migrant communities—in which some may be trafficking victims—where authorities arrested and detained illegal migrants for a short period and then released them; some were returned to the Algerian border to be deported. Likewise, the government reported that undocumented migrants detained in Tamanrasset spent a week in a detention center before being deported to neighboring countries to the south. There was no indication that authorities attempted to identify potential victims of trafficking among these vulnerable migrant populations.

The government did not report identifying any trafficking victims in this reporting period. The government did not operate shelters for trafficking victims, and civil society groups were prohibited from operating any such shelters under threat of penalty for harboring undocumented migrants. NGOs operated care facilities for vulnerable populations, such as abandoned women, which could be accessible to some female trafficking victims; there was no indication that any victims received services. Government-operated health clinics continued to be available for trafficking victims, and some victims reportedly used these services; however, most victims were either unaware of these clinics, declined to use them for fear of deportation, or were arrested while attempting to seek assistance at health centers, particularly if they were illegal migrants. There was no formal program to encourage trafficking victims to participate in investigations or prosecutions of trafficking offenders. The government did not provide counseling, legal services, or long-term residency benefits to victims. Though a 2012 amendment to the anti-trafficking law allows the government to provide financial assistance and free telecommunications resources to trafficking victims, the government has never reported providing these services to victims. The government did not provide foreign victims with legal alternatives to their removal to countries where they faced retribution or hardship.

PREVENTION

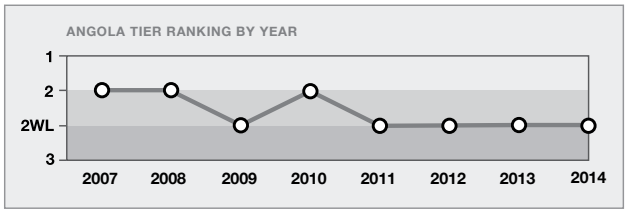
The Algerian government made no significant progress in its prevention efforts. Government officials denied that human trafficking existed in Algeria. Although the government's inter-ministerial anti-trafficking committee continued to meet monthly, the government did not have a formal policy to complement its anti-trafficking law; the government reportedly had a national plan of action, though it did not disclose the details of the plan. The government did not conduct an anti-trafficking public awareness or educational campaigns, and it did not attempt to forge effective anti-trafficking partnerships with civil society organizations. The government did not report taking any measures to reduce the demand for child sex tourism among Algerians traveling abroad. The government took actions to reduce the demand for commercial sex acts, but it did not make efforts to reduce the demand for forced labor.

ANGOLA (Tier 2 Watch List)

Angola is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Angolans are forced to labor in the agriculture, fishing, construction, domestic service, and artisanal diamond mining sectors within the country. Chinese nationals in Angola exploit Angolan children in brick-making factories, construction, and rice farming. Girls as young as 13-years-old are prostituted. Angolan adults use children under the age of 12 for forced criminal activity, as children cannot be criminally prosecuted. Some Angolan boys are taken to Namibia for forced labor in cattle herding. Angolan women and children are subjected to domestic servitude and sex slavery in South Africa, Namibia, and European countries, including the Netherlands and Portugal. During the year, two Zimbabwean child sex trafficking victims were identified in Luanda.

Vietnamese and Brazilian women in prostitution in Angola may be victims of sex trafficking. Chinese women are recruited by Chinese gangs and construction companies with promises of work, but later are deprived of their passports, kept in walled compounds with armed guards, and forced to pay back the costs of their travel by engaging in prostitution. Chinese, Southeast Asian, Namibian, and possibly Congolese migrants are subjected to forced labor in Angola's construction industry; conditions include the withholding of passports, threats of violence, denial of food, and confinement. Chinese workers are brought to Angola by Chinese companies that have large construction or mining contracts; the companies do not disclose the terms and conditions of the work at the time of their recruitment. Undocumented Congolese migrants, including children, enter Angola for work in diamond-mining districts, where some experience conditions of forced labor or forced prostitution in mining camps. Trafficking networks recruit and transport Congolese girls as young as 12-years-old from the Kasai Occidental province of the Democratic Republic of Congo (DRC) to Angola for various forms of exploitation.

The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Angola has not shown increasing efforts to address human trafficking compared to the previous year; therefore, Angola is placed on Tier 2 Watch List for a fourth consecutive year. Angola was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. During the reporting period, the government amended its penal code to include anti-trafficking prohibitions—a noteworthy accomplishment—and investigated two suspected trafficking cases. Nonetheless, the government failed to vigorously prosecute trafficking offenses in 2013, including those identified in previous reporting periods involving allegedly complicit government officials. The Angolan government has never convicted a trafficking offender. It failed to systematically investigate abuses in the Angolan construction sector or prosecute and hold accountable companies allegedly responsible for forced labor of both Angolan and foreign nationals, despite years of ongoing reports of construction companies engaged in forced labor. During the reporting period, the government developed a manual to assist law enforcement officials in identifying victims of trafficking among vulnerable populations; however, victim identification efforts remain inadequate, and the government failed to provide victims with protective services.



RECOMMENDATIONS FOR ANGOLA:

Use the revised penal code provisions to investigate and prosecute forced labor and sex trafficking offenses; train law enforcement officials on the new penal code provisions; systematically investigate labor trafficking in the Angolan construction sector; train law enforcement, social services, and immigration officials in identification and referral procedures; ensure provision of shelter, counseling, and medical care to all victims either directly or in partnership with NGOs; establish broad-based institutional capacity to coordinate and guide national efforts by forming an anti-trafficking inter-ministerial committee; collect and analyze anti-trafficking law enforcement data; organize nationwide anti-trafficking public awareness campaigns; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Angola continued to make minimal law enforcement efforts during the year. Although the government amended its penal code to include anti-trafficking provisions and arrested one alleged offender, it failed to initiate any prosecutions of suspected offenders and has never convicted a trafficker. In February 2014, the government amended the 1886 penal code to prohibit all forms of trafficking in persons, proscribing penalties of eight to 12 years' imprisonment—penalties that are both sufficiently stringent and commensurate with those proscribed for other serious crimes. Article 19 criminalizes the act of delivering, enticing, accepting, transporting, housing, or keeping of persons for the purposes of sexual exploitation, forced labor, or trafficking of organs, including by force, fraud, or coercion. Article 19 also makes the enticement, transport, or housing of a child for such purposes by any means a trafficking offense; in keeping with international law, it does not require the use of fraud, force, or coercion to prove a trafficking case when a child is the victim. This provision would appear, however, to overlap with Article 22, pimping of minors, which provides a lower penalty of two to 10 years' imprisonment for promoting, encouraging, or facilitating the exercise of the prostitution of children, with enhanced penalties for the use of force, threat, or fraud of five to 12 years' imprisonment. Slavery and servitude are separately criminalized in Article 18 with sentences of seven to 12 years' imprisonment. In August 2012, the government adopted the Law on the Protection and Integral Development of Children; Article 7 prohibits the exploitation of children and Article 33 prohibits the kidnapping, sale, trafficking, or prostitution of children. This 2012 law fails to define and prescribe penalties for these crimes, limiting its utility.

The Angolan government investigated two suspected trafficking cases during the reporting period, leading to the arrest of one labor recruiter. In May 2013, the criminal investigative police arrested a Chinese national suspected of fraudulently recruiting children and young adults, ages 15 to 25, from Huila with promises of good wages for construction work in Zaire province. A Chinese construction company exploited these children and young adults in forced labor without pay and in poor conditions for three months. The government did not initiate prosecutions in this case and provided no information on progress to prosecute cases against alleged offenders from previous reporting periods, including the January 2013 case of 54 children intercepted *en route* from Huila to Namibe province, allegedly for work on tomato farms. One suspected labor trafficking offender, arrested and charged with organized crime after a raid on a Chinese construction site in Luanda in April 2011, remained in jail pending trial. The government maintained a labor agreement with the Government of China that requires Chinese companies to follow Angolan labor laws. However, Angolan authorities have not sought to criminally prosecute Chinese construction companies and employers for alleged forced labor abuses.

The government took no action to address allegations of official complicity in trafficking from this or previous reporting periods. For example, the government did not report on its efforts to independently investigate allegations against a prominent member of the People's Movement for the Liberation of Angola (MPLA) suspected of running an international prostitution ring that brought Brazilian women in prostitution to Angola, South Africa, Austria, and Portugal; some of these women reported being detained and denied payment. Due to a culture of corruption, law enforcement efforts were stymied in many areas, including counter-trafficking. In February 2013, IOM instructed 60 government officials on best practices to identify and protect trafficking victims as part of training on migration issues held in government facilities in Zaire province. Separately, in partnership with IOM, the government provided anti-trafficking training to 248 officials in Luanda and Uige. National police academy trainings included human trafficking provisions; 513 officials received this training in 2013.

PROTECTION

The government made minimal efforts to protect victims during the year. The government identified and rescued 21 potential trafficking victims in 2013, but did not provide them with protective services. In one case, after an official with the local child protection network identified 10 children in forced labor with a Chinese construction firm, police worked alongside the National Institute of Children (INAC) to rescue the children and reunite them with their families in May 2013; however, the government did not refer the victims for additional protective services. The government failed to identify any Chinese trafficking victims among the large number of Chinese laborers in the Angolan construction sector where labor exploitation is rife.

INAC oversaw child protection networks in all 18 provinces that offered health care, legal and social assistance, and family reunification for crime victims under the age of 18. The Ministry of Social Assistance and Reintegration, the Ministry of Family and Women's Promotion, and the Organization of Angolan Women operated 27 counseling centers, seven multi-purpose shelters, and 51 children's shelters that trafficking victims could access. However, it is unclear whether any trafficking victims received government-provided services—including even basic counseling and medical care—through these centers in 2013. Although the government may coordinate with NGOs or international organizations to provide care, it failed to provide them support for such services. For example, in June 2013 the government identified a potential Tanzanian victim abandoned by her Congolese recruiter; the government temporarily placed her in a detention facility, but did not charge her with immigration violations. Government officials subsequently referred her to IOM, which supported her return to Tanzania.

During the reporting period, in partnership with an international organization, the Ministry of Interior finalized manuals and standard operating procedures for responding to trafficking crimes, including guidance on victim identification. Law enforcement, immigration, and social services personnel generally did not make systematic efforts to identify victims and lacked a mechanism for screening individuals in prostitution or undocumented migrants. Neither documented nor undocumented foreign workers, including among the Chinese population, were screened for trafficking victimization and may have been arrested and deported for unlawful acts committed as a result of having been trafficked, including immigration and employment violations. For example, if during labor inspection workers were found to be without work permits, authorities fined employers and arrested and deported the workers. On occasions when authorities identified trafficking victims among Chinese laborers, the Angolan government routinely repatriated them to China without providing care or ensuring proper treatment upon their arrival in China. Angolan law does not provide foreign trafficking victims with legal alternatives to their removal to a country where they may face hardship or retribution. The government did not actively encourage victims to participate in trafficking investigations during the year.

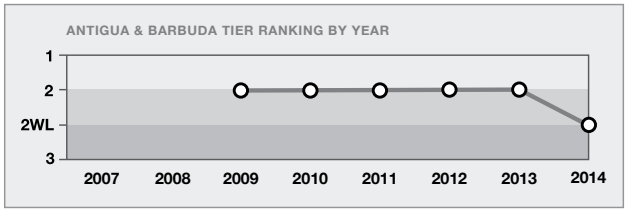
PREVENTION

The government modestly increased efforts to prevent human trafficking, though it largely relied on partnerships with international organizations to do so. In a change from previous years, the government launched anti-trafficking awareness events, including workshops in secondary schools to raise awareness of recruitment techniques used by traffickers. In late 2013, the government also constructed a maze in downtown Luanda to simulate what victims endure as they attempt to escape. In partnership with an international organization, the government placed Kikongo-language trafficking awareness posters along the border with the DRC. The government remained without an inter-ministerial body to coordinate national anti-trafficking efforts and failed to develop an updated national action for 2014. The national director of labor led an inter-ministerial commission, formed in May 2012, to examine Chinese labor in Angola and implement a labor accord with the Chinese government, which was signed into effect by the president in March 2012 and called for proper treatment of Chinese workers and compliance with Angolan labor law by Chinese employers and recruitment firms. The government did not make efforts to reduce the demand for commercial sex acts during the year. Angola is not a party to the 2000 UN TIP Protocol.

ANTIGUA AND BARBUDA (Tier 2 Watch List)

Antigua and Barbuda is a destination and transit country for men, women, and children subjected to sex trafficking and forced labor. Legal and undocumented immigrants from the Caribbean region, notably from Jamaica and the Dominican Republic, as well as from southeast Asia, comprise the population most vulnerable to trafficking. Forced prostitution has been reported in bars, taverns, and brothels. Incidences of forced labor have occurred in domestic service and the retail sector. UNICEF has documented children engaging in transactional sex with older men for material goods throughout the Eastern Caribbean; third-party prostitution of children under 18 is a form of human trafficking.

The Government of Antigua and Barbuda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Antigua and Barbuda is placed on Tier 2 Watch List. For a second year, the government did not remedy a flaw in its human trafficking law affecting which court has jurisdiction over trafficking cases. The government did not report any prosecutions, convictions, or punishments of trafficking offenders, including officials complicit in human trafficking. Authorities only identified and referred to assistance one suspected trafficking victim.



RECOMMENDATIONS FOR ANTIGUA AND BARBUDA:

Amend the anti-trafficking law to allow human trafficking offenses to be tried on indictment in the high court, which would have jurisdiction to impose the maximum sentences of imprisonment; vigorously prosecute trafficking offenses and convict and punish trafficking offenders, including officials complicit in human trafficking; continue identifying and protecting trafficking victims by formalizing procedures for law enforcement, child welfare officials, and other front-line responders to identify victims and refer them to appropriate services; and continue efforts to raise awareness among child protection specialists about child sex trafficking, underscoring that all prostituted children—regardless of whether they were moved from one place to another—are trafficking victims.

PROSECUTION

The government made no discernible progress in prosecuting and punishing trafficking offenders. Antigua and Barbuda's Trafficking in Persons (Prevention) Act 2010 prohibits all forms of human trafficking, including bonded labor, and prescribes punishments of 20 to 30 years' imprisonment with fines. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The law also includes extensive victim protection measures. The law is flawed in that it requires trafficking crimes to be tried in the lower court rather than the high court, and the lower court cannot legally impose sentences as severe as those provided for in the Act. Authorities investigated three suspected trafficking cases in 2013 compared with two in the previous reporting period. One person was arrested for allegedly maintaining a woman in domestic servitude, but the case did not progress to the prosecution stage during the reporting period. One prosecution from 2011 remained pending in 2013; the government did not report any new prosecutions, convictions, or punishments of trafficking offenders during the reporting period, and a nightclub previously shut down due to allegations of trafficking was operational again in 2013. Credible sources raised concerns of possible trafficking-related complicity by government officials and an apparent conflict of interest in the practice of some off-duty police officers providing security for sex trade establishments, an arrangement that would appear to inhibit law enforcement's willingness to investigate allegations of human trafficking in

the sex trade and victims' willingness to report offenses. The government did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses. The government provided in-kind support to IOM-led training workshops related to human trafficking for government officials.

PROTECTION

The government made limited progress in the protection of trafficking victims during the reporting period, though the Gender Affairs Department continued to provide high quality assistance to victims. Law enforcement authorities identified one adult labor trafficking victim and no sex trafficking victims in 2013, compared to two suspected sex trafficking victims in 2012. The government did not have formal procedures to encourage and guide law enforcement, child welfare officials, and other front-line responders in identifying victims and referring them to available services. The Gender Affairs Department partnered with other government officials and NGOs to raise awareness about human trafficking indicators and available government services. In 2012, the government located a space for use as a shelter for trafficking and domestic violence victims, but did not open the shelter. Gender Affairs Department officials conducted a formal needs assessment for each potential victim of trafficking and offered job placement and various legal, health, lodging, psychological, communication, advocacy, and crisis services to the one victim identified during the reporting period. In a positive step, the government offered the one identified foreign victim long-term residency and integration into Antiguan society as a legal alternative to removal to a country where he or she might have faced retribution or hardship. The government also had policies in place to encourage trafficking victims to assist in the prosecution of trafficking offenders. The Trafficking in Persons (Prevention) Act 2010 protects identified victims from punishment for unlawful acts committed as a direct result of their having been subjected to human trafficking.

PREVENTION

The government sustained trafficking prevention efforts from the previous reporting period. It continued to operate a hotline with operators trained to identify and assist human trafficking victims; the hotline received 73 calls in 2013. The government reportedly had an anti-trafficking action plan, and authorities continued to distribute human trafficking public awareness materials and posters in English and Spanish that targeted victims as well as the general public. The Gender Affairs Department hosted community talks and distributed posters throughout Antigua and Barbuda to raise anti-trafficking awareness. The Trafficking in Persons Prevention Committee included representatives from the Ministry of National Security, the Ministry of Foreign Affairs, the Directorate of Gender Affairs, the Labor Ministry, the Attorney General, the Police Commissioner, the Immigration Department, Customs, the Coast Guard, and two NGOs; it held meetings every six weeks. A separate anti-trafficking taskforce focusing on trafficking investigations and victim protection held meetings at least twice per month in 2013. The government did not report any initiatives aimed at reducing the demand for forced labor or commercial sex. The government and local NGOs reported no evidence that child sex tourism occurs in Antigua and Barbuda and reported no child sex tourism investigations.

ARGENTINA (Tier 2)

Argentina is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Argentine women and children, including many from rural areas or northern provinces, are forced into prostitution within the country. A significant number of foreign women and children, primarily from Paraguay and the Dominican Republic, are subjected to sex trafficking in Argentina. To a more limited extent, Argentine men, women, and children have been found in sex and labor trafficking in other countries. In 2013, transgender Argentines were identified as victims of sex trafficking by French authorities, and activists from the LGBT community reported that transgender Argentines were vulnerable to sex trafficking within the country and in Western Europe. Bolivians, Paraguayans, and Peruvians, as well as Argentine citizens from poorer northern provinces, are subjected to forced labor in sweatshops, agriculture, charcoal and brick production, domestic work, and small businesses, including restaurants and supermarkets. Chinese citizens working in supermarkets are vulnerable to debt bondage. In 2013, Argentine authorities identified Colombian citizens working in furniture and basket production and peddling as potential labor trafficking victims; some of these potential victims reportedly were subjected to debt bondage. Argentine officials have identified isolated cases of foreign victims recruited in Argentina and subjected to trafficking in third countries.

The Government of Argentina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Argentine officials continued to identify a significant number of potential trafficking victims and support several shelters that provided services to such victims. The government increased convictions of sex trafficking offenders, but convicted no labor traffickers in 2013, despite having identified more than 900 labor trafficking victims during the year. Trafficking-related corruption remained a serious concern, and no complicit officials were convicted or sentenced during the year. Government funding for victim services was inadequate to assist the large number of victims identified during the year, particularly in forced labor. Authorities did not report how many victims received specialized services or shelter in 2013, raising concerns that many victims might not have access to services beyond emergency assistance.

RECOMMENDATIONS FOR ARGENTINA:

Follow through on investigations of trafficking-related complicity by prosecuting, and when appropriate, convicting officials guilty of such crimes; increase funding for specialized victim services, particularly for forced labor victims, in partnership with civil society, at the federal, provincial, and local levels; consistently offer foreign victims services, including shelter, legal, medical, and employment services, as well as the opportunity to remain in the country; strengthen efforts to investigate, prosecute, convict, and punish trafficking offenders, especially labor trafficking offenders; improve efforts to collect data on victims assistance

to verify that victims receive care beyond emergency assistance; continue to develop and implement protocols for local-level officials to identify and assist trafficking victims; and strengthen anti-trafficking coordination among the federal and provincial governments and civil society organizations, including through establishing the federal council on human trafficking and implementing a national anti-trafficking plan.

PROSECUTION

The Government of Argentina maintained efforts to investigate and prosecute trafficking offenders, but did not convict any public officials implicated in a large number of ongoing trafficking investigations. It also failed to bring any labor traffickers to justice, despite identifying more than 900 potential labor trafficking victims in 2013. Law 26842, passed in 2012, prohibits all forms of human trafficking and prescribes penalties of four to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The law established the use of force, fraud, and coercion as an aggravating factor rather than an essential element of the crime, and defines facilitating or profiting from the prostitution of others and illegal sale of organs as human trafficking. The government has yet to issue implementing regulations for the law. Some prosecutors used prostitution-related statutes to address sex trafficking crimes.

Authorities carried out 391 trafficking investigations in 2013. The anti-trafficking prosecutor's office (PROTEX), which monitored all trafficking cases being heard by courts across the country, reported that 86 prosecutions were initiated during the year, 59 for sex trafficking and 27 for labor trafficking. The government convicted 25 sex trafficking offenders, with sentences ranging from three to 11 years' imprisonment. Authorities did not convict any labor trafficking offenders in 2013. In comparison, authorities reported convicting 17 sex trafficking and two labor trafficking offenders in 2012. In December 2013, judges reversed a prior ruling and convicted 10 of 13 defendants in Argentina's most high-profile sex trafficking case; the 13 defendants had been acquitted in December 2012 after 10 years of investigation reportedly due to a lack of evidence.

The Ministry of Security coordinated the efforts of different federal law enforcement entities. Although trafficking is a federal crime, some trafficking cases were investigated or prosecuted under different statutes at the local level and some provinces maintained specialized law enforcement units. Some officials and NGOs noted significant delays caused by confusion over which authorities had jurisdiction, and in some cases testimonies were discarded during this process. PROTEX published a report analyzing labor trafficking investigations since 2008. This report highlighted the important role of the Federal Agency of Public Income in identifying potential labor trafficking, and identified the need for enhanced intelligence gathering and improved victim assistance following law enforcement operations. The government continued to provide anti-trafficking training to hundreds of police, prosecutors, and judicial officials, sometimes in partnership with civil society organizations. In 2013, Argentine prosecutors coordinated with foreign governments on 35 transnational trafficking investigations.

Complicity of government officials in trafficking crimes remained a serious concern. Some police officers provided protection to brothels where trafficking victims were exploited or tipped off brothel owners about impending raids. NGOs and officials reported that some judges received bribes from traffickers or did not adequately investigate signs of official complicity. Other local officials, including mayors, reportedly protected brothels where trafficking occurred. Staff from the Program for Rescue—an inter-disciplinary team of government officials located in Buenos Aires, but responsible for coordinating victim services nationwide—reported that police were complicit in 40 percent of sex trafficking cases, either as purchasers of commercial sex or as contacts of the brothel owner. NGOs and government officials reported that this protection of the commercial sex industry by officials served as an obstacle to victims reporting their exploitation. Prosecutors filed four new cases of trafficking-related complicity in 2013, including two separate cases in which deputy police chiefs provided protection to brothels where sex trafficking occurred. It was unclear what progress had been made in cases of trafficking-related complicity opened in 2012, including the investigation of a deputy police commissioner accused of holding four trafficking victims captive. An investigation initiated in 2010 of more than 70 Buenos Aires police officers accused of taking bribes to protect brothels remained ongoing. Officials did not report the outcome of the 2010 investigation of the former head of the anti-trafficking police unit accused of running brothels. In spite of this significant number of investigations of government officials complicit in human trafficking in recent years, the government did not report convicting any complicit officials in 2013.

PROTECTION

The Argentine government reported identifying a significant number of potential trafficking victims, but did not report how many victims received services beyond emergency assistance. Resources for victims—especially labor trafficking victims—remained insufficient. The Program for Rescue reported identifying 1,746 potential human trafficking victims in 2013. The program stated that 52 percent were labor trafficking victims, while 47 percent were sex trafficking victims. Authorities did not report how many of these victims were adults or children and how many were Argentine citizens or foreign nationals. The Ministry of Security reported using written procedures on victim assistance during and immediately following raids, and Argentine immigration and consular officers received guidelines on victim identification, but implementation of systematic procedures to identify victims among vulnerable populations varied by province.

Authorities did not report how many victims received comprehensive services, such as legal, medical, and psychological care, in 2013. The Program for Rescue took initial victim statements and provided emergency post-rescue care to an unspecified number of victims. NGOs offered mixed assessments of the program's effectiveness. The Ministry of Social Development coordinated victim services, but the quality and level of victim care varied by province, and most provinces lacked dedicated resources to care for trafficking victims, particularly forced labor victims. Some provinces reportedly had programs for trafficking victim assistance, although it was unclear how many victims these programs assisted. Authorities reported providing an unspecified amount of funding to an NGO to provide victim services. However, specialized services and reintegration efforts were limited. The 2012 anti-trafficking law required the government to establish a fund for victims, but this fund was not created in 2013. For the first time, the labor ministry began incorporating some trafficking victims into employment programs in 2013.

The Program for Rescue maintained a shelter in the capital to care temporarily for adult trafficking victims, though it was unclear how many of the victims identified during the year stayed at this shelter or where they were housed immediately following law enforcement raids. Federal, provincial, and municipal authorities provided various amounts of funding to four additional government-operated shelters for women and child victims of sex trafficking and abuse across the country, but authorities did not report how many of the victims they identified were assisted at these shelters in 2013. There were no specialized shelters for forced labor victims, and it is unclear how many of the more than 900 potential labor trafficking victims identified during the year received services after giving their initial statements to authorities. Some rescued victims were temporarily housed in police stations due to lack of shelter.

Argentine authorities encouraged victims to assist with the investigation and prosecution of their traffickers, and an unspecified number of victims did so during the year. There were no specific reports of identified victims being jailed or penalized for unlawful acts committed as a direct result of their being subjected to human trafficking. Authorities did not report how many of the large number of foreign victims identified in 2013 received temporary or long-term residency. It was also unclear to what extent foreign victims were fully informed of their residency and assistance options before their repatriation. NGOs stated that the federal government's *de facto* protocol of quickly returning foreign victims to their country or province of origin was not always in the victims' best interest, and asserted that federal entities do not consistently refer victims to specialized services in their place of origin. The government did not report identifying or assisting any repatriated Argentine victims of trafficking.

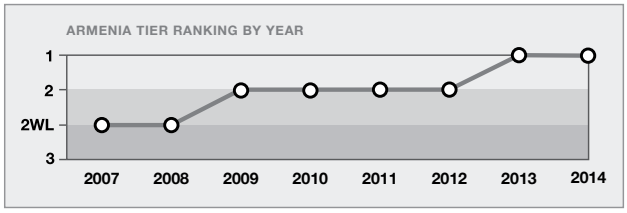
PREVENTION

The Government of Argentina did not implement key prevention aspects of the 2012 anti-trafficking law, but continued awareness campaigns, most of which focused on sex trafficking. The government did not create the federal council on human trafficking, a broad working group mandated by the 2012 anti-trafficking law that should include federal government agencies, NGOs, and provincial representatives. It did, however, create a smaller executive council on human trafficking—mandated by law to implement the initiatives of the federal council—which met several times starting in September 2013. The 2012 anti-trafficking law required the government to design and implement a national anti-trafficking plan, but this plan was not issued; without a plan, no specific budget allocations could be assigned to new anti-trafficking structures required by law. Federal authorities reported funding public awareness campaigns focused on sex trafficking—one targeted at the potential clients of sex trafficking victims—and maintaining two anti-trafficking hotlines. Some provincial governments maintained prevention efforts, including provincial anti-trafficking working groups. NGOs and municipal authorities continued to express concern about a perceived rise in child sex tourism, though there were no reported investigations or prosecutions related to this crime. The government did not report providing anti-trafficking training to Argentine troops prior to their deployment abroad on international peacekeeping operations. Employees of the labor ministry took action to reduce the use of forced labor through an initiative to register informal workers and employers in rural areas; labor officials doing this work collaborated on five labor trafficking cases in 2013.

ARMENIA (Tier 1)

Armenia is a source and, to a lesser extent, destination country for men, women, and children subjected to trafficking in persons, specifically forced labor and sex trafficking of women and men; sex and labor trafficking of women and children within the country is an increasing problem. Women and girls from Armenia are subjected to sex trafficking within the country and in the United Arab Emirates (UAE) and Turkey. Armenian men are subjected to forced labor in Russia and, to a lesser extent, Turkey. Armenian women and children are vulnerable to forced begging domestically. Officials reported the forced begging of two boys who were compelled to steal if they did not receive a certain amount of money each day. Some children work in agriculture, construction, and service provision within the country. Men in rural areas with little education and children staying in child care institutions remain highly vulnerable to trafficking.

The Government of Armenia fully complies with the minimum standards for the elimination of trafficking. In 2013, all branches of government improved their anti-trafficking coordination and collaboration in an effort to narrow gaps in policies, legislation, and practices. The government continued to preserve its strong collaborative working ties with anti-trafficking NGOs, local media, donor organizations, and regional partners. These measures contributed to an increased number of trafficking convictions and victims identified; however, gaps in the identification of victims of labor trafficking remain. In 2013, the Government of Armenia developed a draft law on identification and assistance to the victims of trafficking; however, the lack of formal victim-witness protection continued to be a concern.



RECOMMENDATIONS FOR ARMENIA:

Improve efforts to identify victims of forced labor, including by strengthening victim identification training of front-line staff, empowering labor inspectors of the reformed inspectorate to identify victims through unannounced visits, and having stronger cooperation with law enforcement; provide sensitivity training to judges to foster a culture of empathy for trafficking victims; continue to work with Russian authorities on identifying Armenian forced labor victims and prosecuting labor traffickers; continue to work with NGOs to find ways to identify and assist Armenian trafficking victims in Turkey; continue to work with NGOs to reintegrate victims; establish a victim compensation mechanism for trafficking victims; continue to work with NGOs to improve the safety of victims and ensure freedom of movement while receiving shelter and assistance; continue awareness-raising campaigns to rural and border communities as well as to children leaving child care institutions; license, regulate, and educate local employment agencies and agents so they can help prevent the forced labor of Armenians abroad; and continue robust partnerships with civil society groups.

PROSECUTION

The Armenian government strengthened law enforcement efforts, increasing the number of investigations, prosecutions, and convictions of trafficking offenses. Armenia prohibits both sex trafficking and labor trafficking through Articles 132 and 132-2 of its criminal code, which prescribe penalties of five to 15 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Article 138 was amended in 2013 to reflect punishment for rape committed against a minor under 18 and against a minor under 14, which ranges from eight to 15 years of age. The government investigated 10 new trafficking cases in 2013, the same amount as in 2012, and prosecuted 12 defendants for trafficking offenses—including one case of child forced begging—compared with prosecutions against 18 alleged traffickers in 2012; two additional cases were reopened due to new circumstances.

Armenian courts convicted 15 traffickers in 2013, compared to 10 convicted in 2012. In one case, three men and five women were convicted for trafficking eight women and girls to the UAE. Sentences ranged from four to 11 years' imprisonment. One trafficker, whose husband was also convicted, had her sentence reduced to two years' probation as a result of her cooperation and to take care of her children. Prosecution of labor trafficking cases continued to be a challenge for Armenian investigators due to the fact that most of the cases happen in Russia, with which law enforcement collaboration remained difficult. The absence of diplomatic relations with Turkey also hindered the identification of Armenian trafficking victims there.

Judges inexperienced with trafficking cases were reportedly less sensitive to victims, taking little account of the vulnerability and psychological experience of victims. In some cases, defense attorneys interrogated victims. The government conducted training sessions and awareness-raising programs on human trafficking, including forced labor, for hundreds of personnel. The Ministry of Social and Labor Affairs conducted trafficking-related training for over 250 civil servants; approximately 340 police employees and regular officers were trained at the Police Academy, and the Ministry of Justice implemented mandatory training for officers and employees of corrections institutions. The Government of Armenia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Armenia enhanced efforts to protect identified trafficking victims by counselling children who were about to leave child care facilities and co-funding one of the two NGOs that work with trafficking victims. The government certified five male and 13 female trafficking victims in 2013—eight of whom were subjected to forced begging within the country—and offered assistance, including referrals to NGO shelters, to all of them. Seventeen of these 18 certified victims were identified by police; the previous year the government certified eight trafficking victims, of which seven had been identified by police. Five of the 10 female sex trafficking victims were victimized in Armenia and the rest were victimized in the UAE. The government partially funded one of the two NGOs that sheltered 20 victims, of which 14 were newly identified. The short-term shelter provided support to nine victims and the longer-term shelter provided assistance to 29 victims, of whom 11 were referred in 2012. The government provided all victims legal, medical, and psychological help. Authorities also included victims in different social, educational, and employment projects, and provided housing. Four trafficking victims received free medical assistance, ranging from clinical examinations to surgery, through a government program for vulnerable persons. Due to security concerns, adult victims were required to notify staff when they left NGO shelters unescorted, but were free to leave if they no longer wanted assistance. Services were equally available to female and male victims. Based on the small number of minor victims, there was no special shelter for them, but when required, minor victims could be housed in a trafficking shelter or referred to a child care institution. Although none were identified in 2013, previously identified foreign victims were provided temporary residency permits and allowed to work in Armenia; in previous reporting periods the government did not deport foreign victims. The government spent the equivalent of approximately $72,000 for assistance and counseling of children leaving child care institutions as well as the equivalent of approximately $6,800 for scholarships and lump sum assistance, which were similar to previous years. Reforms to address difficulties the Labor Inspectorate had experienced in identifying victims of forced labor, including the unification of all state inspectorates, were not finalized in 2013. All victims officially recognized by the government assisted police with trafficking investigations. During the last several years many victims gained greater trust in law enforcement when witnessing ongoing efforts to investigate their cases and prosecute the offenders. There were no reports in 2013 of identified trafficking victims being inappropriately detained; they were exempted from criminal prosecution for crimes they were forced to commit as a result of their victimization.

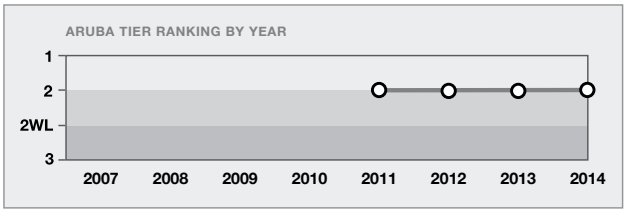
PREVENTION

The Government of Armenia continued to demonstrate robust trafficking prevention efforts. The government spent the equivalent of approximately $19,400, the same amount as the previous year, to increase public awareness of human trafficking, funding public service announcements, which included messages aimed at reducing demand for commercial sex acts; a television program on trafficking; and targeting youth in 15 cities across Armenia with seminars and role-playing scenarios. Government agencies continued to undertake a variety of prevention activities, including an anti-trafficking media contest with a cash prize designed to improve professional journalism and the broadcasting of anti-trafficking public service announcements and other programs on national and regional stations during peak viewing periods. The government also provided trafficking awareness training to labor inspectors, social workers, NGOs, educators, media, and students. The Ministerial Council to Combat Trafficking in Persons, chaired by the Deputy Prime Minister, and the Inter-Agency Working Group against Trafficking in Persons continued to meet regularly and to coordinate the implementation of the government's anti-trafficking action plan in strong partnership with NGOs and international organizations. Both NGOs operated hotlines, which were advertised nationally through all forms of media as well as awareness-raising campaigns at various events. In 2013, the police added an anti-trafficking component to their hotline for migration-related calls; this number was advertised on their daily television program. The government regularly published reports of its anti-trafficking activities during the reporting period. The government provided anti-trafficking training to Armenian troops before their deployment overseas on international peacekeeping missions.

ARUBA (Tier 2)*

Aruba is a destination and source country for women and men subjected to sex trafficking and forced labor. Those at greatest risk continue to be foreign women in Aruba's commercial sex trade, and foreign men and women in the service and construction industries. Specific at-risk communities include Chinese men and women working in supermarkets, Indian men in the jewelry sector, and Caribbean and South American women in domestic service. A 2013 international organization report identified Aruba's regulated and unregulated prostitution sectors, domestic workers, and small retail shops as the groups and sectors most susceptible to trafficking. This report also noted some children may be vulnerable to trafficking, including children providing sexual favors and/or companionship for money and gifts; third-party prostitution of children under the age of 18 is a form of human trafficking. The report also noted a trafficking case involving an Aruban girl studying in the Netherlands and media reports of Aruban women allegedly subjected to debt bondage in the Netherlands.

The Government of Aruba does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made progress in its anti-trafficking law enforcement efforts in 2013 by convicting two trafficking offenders, marking the first convictions under Aruba's human trafficking statute. The government has yet to formalize standard operating procedures to guide all front-line responders in the proactive identification of trafficking victims and their referral for care; its approach to trafficking victim identification and protection remained *ad hoc*. The government did not initiate any new prosecutions during the reporting period.



RECOMMENDATIONS FOR ARUBA:

Proactively identify trafficking victims among all vulnerable groups in Aruba, including domestic workers, migrants in construction and retail shops, and women in the sex trade and on adult entertainment visas; formalize standard operating procedures on the identification and referral of trafficking victims for all front-line responders; widely disseminate these procedures to encourage their use by immigration officials, NGOs, health workers, labor inspectors, and other officials; vigorously investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; take steps to ensure that weekly medical check-ups for foreign women in the regulated prostitution sector include screening for trafficking indicators; systematically provide information to all immigrant populations upon their arrival in Aruba so they are familiar with their rights and where to go for help; provide the anti-trafficking committee with an independent budget and provide resources to enable the national coordinator to improve overall anti-trafficking response; and develop ways to educate clients of the sex trade about trafficking.

PROSECUTION

The Government of Aruba demonstrated significant progress in its anti-trafficking law enforcement efforts by convicting and sentencing two trafficking offenders in 2013. Aruba prohibits all forms of trafficking in persons through Articles 203a and 286a of its criminal code, which prescribe penalties for trafficking offenses ranging from four to 15 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. In November 2013, an Aruban court convicted and sentenced two traffickers under Article 286a to five and four-and-a-half years' imprisonment, respectively. The court convicted the trafficking offender who received four-and-a-half years' imprisonment in *absentia*; the other perpetrator remains in prison.

During the year, the government reported the referral of five new suspected trafficking cases to the national anti-trafficking coordinator for further action. Of these cases, the government initiated one new trafficking investigation in Aruba involving one victim and at least two alleged offenders. Authorities referred another investigation to authorities in Bonaire. This represents an increase from the previous year, when the government did not launch any trafficking investigations. The government did not initiate any new prosecutions in 2013; two cases from previous years remained pending. The government did not report any investigations or prosecutions of public officials allegedly complicit in human trafficking-related offenses. In an apparent conflict of interest, security for sex trade establishments was reportedly sometimes provided by off-duty police officers, which experts note could inhibit law enforcement's willingness to investigate allegations of human trafficking in the sex trade and could prevent victims from reporting trafficking crimes. Aruban police officers reportedly also frequent the services of women in prostitution, which could also deter victims from coming forward. The government reported that adequate funding and staffing for police remained an ongoing challenge. Aruba continued to incorporate human trafficking awareness into the police academy curriculum in 2013.

PROTECTION

The Government of Aruba sustained its victim protection efforts in 2013. The government identified two potential trafficking victims during the reporting period; the government identified one potential victim in 2012. The potential victim identified in connection with the Bonaire case reportedly left Aruba before the case was reported. In the second case, the government provided the victim with emergency shelter, food, clothing, and financial and immigration assistance. The government had informal, verbal agreements with local NGOs and private sector accommodations for sheltering adult victims; the government lacked a formal referral mechanism to guide officials on the identification of trafficking victims and where to refer victims them for care. The government reported victims were permitted to leave shelters unchaperoned after conducting a risk assessment. Aruba's anti-trafficking taskforce continued to provide law enforcement and social services officials with a checklist of the 10 most common signs of human trafficking. Although police and health department officials inspected bars in Aruba with regulated prostitution, these inspections did not include an assessment of trafficking indicators, nor were these checks conducted during prime hours of operation. Further, although labor inspectors reportedly inspected work

** Aruba is a semi-autonomous entity within the Kingdom of the Netherlands. The Kingdom Charter divides responsibility among the co-equal parts of the Kingdom based on jurisdiction. For the purpose of this report, Aruba is not a "country" to which the minimum standards for the elimination of trafficking in the Trafficking Victims Protection Act apply. This narrative reflects how Aruba would be assessed if it were a separate, independent country.*

sites where vulnerable migrants were present, they did not undertake screenings for trafficking indicators. The government reported that it encouraged trafficking victims to participate in investigations and prosecutions of trafficking offenders and did not charge victims for crimes committed as a direct result of being trafficked. According to Aruban officials, the government has the authority to provide identified trafficking victims relief from immediate deportation and work permits for a maximum of six months; however, it granted no such relief to any trafficking victims in 2013.

PREVENTION

The government sustained prevention efforts during the reporting period. The anti-trafficking taskforce, via its national coordinator, continued to coordinate Aruba's anti-trafficking efforts and prevention activities in 2013. During the year, the taskforce began drafting a 2014-2018 action plan on human trafficking. The plan will incorporate key findings and recommendations from an expert regional report published in 2013 titled, "A Situational Analysis of Aruba's Response to Human Trafficking." The government partnered with IOM to produce the donor-funded report, which resulted in increased transparency about anti-trafficking efforts in Aruba. Aruba continued to promote a human trafficking awareness campaign, which included posters and flyers in four languages targeted to both victims and the general public and linked to a hotline with operators trained to assist trafficking victims. The government took no steps to reduce the demand for commercial sex acts during the reporting period. There were no known reports of child sex tourism occurring in Aruba or of Arubans participating in international sex tourism.

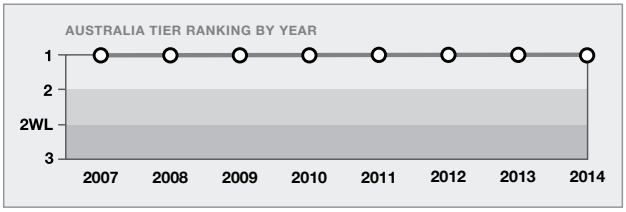
AUSTRALIA (Tier 1)

Australia is primarily a destination country for women subjected to forced prostitution and, to an increasing extent, for women and men subjected to forced labor. Child sex trafficking occurs with a small number of Australian citizens, primarily teenage girls, as well as foreign victims, exploited within the country. Some women from Thailand, Malaysia, the Philippines, South Korea, China, and to a lesser extent India, Vietnam, Indonesia, Eastern Europe, and Africa migrate to Australia voluntarily intending to work legally or illegally in a number of sectors, including the sex trade. Subsequent to their arrival, some of these women are coerced into prostitution. These foreign women and girls are sometimes held in captivity, subjected to physical and sexual violence and intimidation, manipulated through illegal drugs, and obliged to pay off unexpected or inflated debts to their traffickers. There were reports of some victims of sex trafficking and some women who migrated to Australia for arranged marriages being subsequently subjected to domestic servitude. In 2013, there were reports of an Australian female victim subjected to sex trafficking in the United States and other countries.

Men and women from several Pacific Islands, India, China, South Korea, and the Philippines are recruited to work temporarily in Australia. After their arrival, some are subjected by unscrupulous employers and labor agencies to forced labor in agriculture, horticulture, construction, cleaning, hospitality, manufacturing, seafaring, and domestic service. They may face confiscation of their travel documents, confinement on the employment site, threats of physical harm, and debt bondage through inflated debts imposed by employers or labor agencies. Most often, traffickers operate independently or are part of small organized crime networks that frequently involve family and business connections between Australians and overseas contacts.

The majority of identified victims were individuals on student visas in Australia. Many foreign students in the country spend significant sums in placement and academic fees. Some foreign students work in housekeeping, restaurants, and other service industries and are subject to a restriction of working a maximum of 20 hours per week under their visas. Unscrupulous employers coerce students to work in excess of the terms of their visas, which makes them vulnerable to trafficking because of their fears of deportation for immigration violations. There were reports that some foreign diplomats subjected household staff to forced labor in Australia.

The Government of Australia fully complies with the minimum standards for the elimination of trafficking. During the year, the government continued to prosecute a modest number of trafficking cases and convicted one offender. The government enacted legislation that enhanced protections for witnesses in trafficking cases, such as through granting the ability to provide testimony by video, and it continued to identify and refer victims to the government-funded support program. The government continued robust efforts to combat child sex tourism, including through prosecuting six cases and convicting three Australian nationals who committed this crime overseas.



RECOMMENDATIONS FOR AUSTRALIA:

Vigorously prosecute, convict, and stringently sentence traffickers, with increased focus on labor trafficking; continue to increase efforts to train police, local councils, health inspectors, diplomats, and other front-line officers to recognize indicators of trafficking, and respond to suspected cases of both sex and labor trafficking; enhance and utilize formal mechanisms for government agencies that deal with labor violations to refer cases with elements of trafficking to law enforcement officials to consider criminal prosecutions; continue to strengthen efforts to proactively identify trafficking victims among vulnerable groups, such as migrants arriving in the country without documentation, through methods other than immigration compliance actions; consistently employ multidisciplinary groups of law enforcement officers and social service providers when planning to conduct initial screening interviews with potential victims; consider ways to streamline and expedite visa processes for trafficking victims; continue to ensure all victims have access to a full suite of protective services; sustain and increase funding to NGOs for the provision of protection services and the implementation of awareness campaigns, particularly among rural communities and migrant populations that are not easily accessed through mainstream media; consider establishing a national compensation scheme for trafficking victims; consider appointing an ambassador dedicated to addressing human trafficking issues worldwide; and develop a targeted campaign to raise awareness among clients of Australia's legal sex trade about the links between prostitution and trafficking.

PROSECUTION

The Government of Australia increased investigations and prosecutions of human trafficking offenses. Australia prohibits sex and labor trafficking and trafficking-related offenses through divisions 270 and 271 of the Commonwealth criminal code, which prescribe maximum penalties of 12 to 25 years' imprisonment and fines of up to the equivalent of $152,000. These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. Through the 2013 Crimes Legislation Amendment (Slavery, Slavery-like Conditions and People Trafficking) Act, it amended the criminal code and addressed gaps in previous legislation, most notably by including specific prohibitions of forced labor and prescribing sufficiently stringent penalties of nine years' imprisonment for this offense. The legislation also expanded the definition of coercion to include non-physical forms such as psychological oppression, abuse of power, and taking advantage of a person's vulnerability. The Migration (Employer Sanctions Amendment) Act of 2007 prohibits exploiting migrant employees through forced labor, sexual servitude, or slavery and prescribes penalties of up to five years' imprisonment and various fines; these also are sufficiently stringent and commensurate with penalties prescribed for other serious crimes. Child prostitution is criminalized by state and territorial laws.

The Australian Federal Police (AFP) initiated 46 investigations in 2013, an increase from 29 investigations in 2012. The government initiated prosecutions against six defendants, compared to three in 2012. In 2013, the government convicted one offender for subjecting Malaysian women to sex trafficking; one offender was also convicted in 2012. One sex trafficking prosecution was dismissed when the jury was unable to reach a verdict; a retrial is expected to occur in 2014. The punishment of a sex trafficking offender, convicted during the previous reporting period, was reduced from eight years and 10 months' imprisonment to six years and 10 months' imprisonment as the result of a successful appeal of the sentence. The majority of labor trafficking cases were addressed through civil mechanisms. The AFP continued to use specialized Human Trafficking Teams (HTT) to investigate suspected trafficking offenses. The government provided specialized training on human trafficking investigation procedures to 18 police and immigration officers. The government did not investigate, prosecute, or convict any Australian government officials for trafficking or trafficking-related criminal activities during the reporting period.

PROTECTION

The Government of Australia sustained efforts to provide protection to identified victims of trafficking, though the number of identified victims remained low. In 2013, the government and NGOs identified 21 trafficking victims, including 12 subjected to sex trafficking and nine subjected to labor trafficking. The AFP referred these victims to the government's victim support program. Victims in this program could typically access accommodation, living expenses, legal advice, health services, and counseling. Only the AFP could refer victims to the government's victim support program; NGOs provided support to additional victims who were either not recognized by the AFP or who chose not to communicate with law enforcement. Among those referred to the support program was one Australian victim subjected to sex trafficking in the United States and other jurisdictions. Fifty-five victims identified during previous years continued to receive government support services. The government provided the equivalent of approximately $1 million to fund its victim support program. There were no government-run shelters for trafficking victims and few trafficking-specific shelters in the country; most victims were initially placed in hotels that met security standards set by the AFP and the support program assisted victims participating in the criminal justice process to access longer-term housing solutions. The government encouraged victims to participate in trafficking investigations, and 92 percent of identified victims participated in an investigation or prosecution during the reporting period. In 2013, the government granted 14 Permanent Witness Protection (Trafficking) visas to victims and their immediate family members, which required contribution to an investigation or prosecution of a trafficking offense. However, local organizations expressed concern that lengthy delays in processing this type of visa could be a disincentive for victims to pursue the benefit. In 2013, the government enacted legislation that improved protections and rights for witnesses in some criminal proceedings, including cases of human trafficking; new provisions allow for victims to provide testimony by video within or outside Australia. Victims identified by authorities were not incarcerated, fined, or penalized for unlawful acts committed as a direct result of being trafficked.

The AFP updated its procedures for the identification of victims based on the 2013 amendments to the criminal code, which includes new definitions of forced labor, and officials followed formal procedures to proactively identify and refer to services victims involved in the legal sex trade. The majority of trafficking victims were identified through immigration compliance actions, an environment in which the fear of detainment and deportation could make victims reluctant to communicate with law enforcement officers. The government did not ensure social service professionals were present during initial screening interviews, although procedures were in place to bring in social service personnel when law enforcement officers determined they were needed. The government's efforts to identify and refer victims of forced labor were limited, and many front-line officers, particularly at the sub-national level, would benefit from additional training to identify indicators of trafficking, particularly labor trafficking. The government reported that immigration officers were trained to identify indicators of potential trafficking among undocumented migrants arriving by sea, although international observers expressed concerns that possible victims among boat crew members detained in Australia for people smuggling violations, including some children, may have remained unidentified. Victims could be eligible for compensation through state and territories' general crime victim schemes, but benefits varied by region and could only be granted on the basis of trafficking-related crimes, as trafficking is not a crime in state and territorial law. Few victims had access to this form of redress. NGOs reported concerns that victims were not always adequately informed about visa options and legal avenues available to individuals who wish to remain in Australia to pursue compensation or civil remedies.

PREVENTION

The Government of Australia continued to demonstrate strong efforts to prevent trafficking in persons. Government anti-trafficking efforts were coordinated by the interdepartmental committee, chaired by the Attorney General's Department, which produced an annual report on its efforts for parliament, and the national roundtable continued to serve as a consultative mechanism between the government and NGOs on trafficking issues. The government continued to fund the Australian Institute of Criminology to conduct research on human trafficking in Australia and Asia. In May 2013, the government established

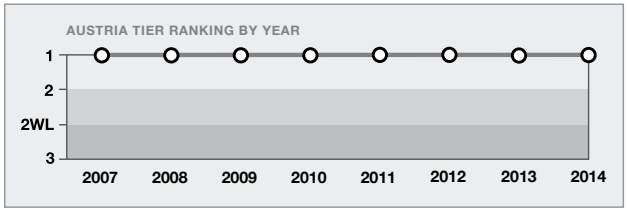
two working groups to supplement its national roundtable consultative process; one group will develop and implement a human trafficking awareness and communication strategy, and the other will develop recommendations for policies to address slavery in supply chains. In May 2013, an interagency group provided a briefing on indicators of human trafficking and avenues for assistance under Australian law for foreign diplomats in Canberra. The Fair Work Ombudsman conducted awareness campaigns and pursued civil efforts through the courts for workplace violations such as underpayment of wages; however, none of the cases it investigated were referred to the AFP or the Department of Immigration and Border Protection for criminal investigation of potential forced labor.

Australia continued to fund anti-trafficking activities in the Asia-Pacific region. AFP HTT officers conducted a two-week human trafficking training course in Thailand for law enforcement officials and social service providers from across Southeast Asia. The government conducted numerous programs to combat child sex tourism including, in May 2013, an AFP-conducted symposium on the commercial sexual exploitation of children in travel and tourism for attendees from numerous Pacific island nations. It continued to distribute materials to Australian passport applicants outlining the application of Australian child sex laws to Australians overseas. The Australian government prosecuted six cases of child sex tourism under extraterritorial provisions and convicted three offenders. The government did not take significant steps to reduce the demand for commercial sex acts, but continued to undertake specific efforts to raise awareness of and prevent trafficking within its legal sex trade.

AUSTRIA (Tier 1)

Austria is a destination and transit country for men, women, and children subjected to trafficking in persons, specifically sex trafficking and forced labor. The vast majority of identified victims of trafficking are women and girls forced to engage in Austria's sex trade. Victims primarily originate from Romania, Bulgaria, Hungary, the Slovak Republic, the Czech Republic, Ukraine, and, to a lesser extent, China, Nigeria, the Middle East, North Africa, Southeast Asia, and South America. Forced labor also occurs in the agricultural, construction, and catering sectors. Authorities identified trafficking victims among the growing population of unaccompanied minor asylum seekers, including the forced begging of children from Syria, Afghanistan, and North Africa. Physically and mentally disabled persons and Roma children were also victims of forced begging.

The Government of Austria fully complies with the minimum standards for the elimination of trafficking. The toughening of sentencing structures addressed a major concern in Austria's law enforcement response. The government devoted more resources during this reporting period to identifying and assisting men who are victims of forced labor, although authorities did not provide them with housing. Austrian officials also undertook considerable effort to sensitize law enforcement on the state, national, and international levels to trafficking in persons, as well as conducting extensive public outreach. The government continued to identify and refer trafficking victims for victim-centered assistance in partnership with NGOs. The government demonstrated proactive efforts to identify and prevent domestic servitude in diplomatic households. The government's conviction rate for trafficking offenders charged under its trafficking law increased slightly during the reporting period.



RECOMMENDATIONS FOR AUSTRIA:
Continue to aggressively prosecute and convict trafficking offenders; continue to ensure more trafficking offenders receive sentences that are proportionate to the gravity of the crime; establish and formalize a nationwide trafficking identification and referral system, including in reception centers for asylum seekers; provide housing at shelters for men who are victims of trafficking; continue efforts to sensitize the judiciary about the challenges victims of human trafficking face in testifying against their exploiters; solidify the standard operating procedures for victim identification and referral; implement screening procedures for identifying victims of human trafficking among deportees; increase the assistance available to men who are victims of human trafficking; provide more specialized assistance throughout the country for children who are victims of human trafficking; review standard operating procedures for the issuance of residency permits for victims of human trafficking who agree to testify, particularly EU nationals who do not meet the criteria for residence; step up training and local outreach efforts to proactively identify trafficking victims among children in prostitution and men working in agriculture, construction, and other sectors where foreign migrants are vulnerable to exploitation; continue to ensure victim protection organizations have access to potential trafficking victims in brothels in the legal sector; continue to proactively refer child trafficking victims, including minors in prostitution, to care and ensure they are not treated as offenders; and continue a targeted campaign for clients in the prostitution sector to alert them to the links between prostitution and trafficking.

PROSECUTION
The Austrian government sustained a vigorous level of law enforcement efforts. The law was amended to include a more comprehensive enumeration of forms of exploitation (explicitly including begging, benefiting from criminal activities committed by other persons, etc.) and to increase the penalties for the basic offense in Article 104(a)(1) from a maximum of three years' imprisonment to a maximum of five years' imprisonment. It also increased the maximum term of imprisonment for trafficking of children between the ages of 14 and 18 years to 10 years' imprisonment.

Overall convictions for trafficking offenders increased slightly. The government prohibits both sex trafficking and labor trafficking under Article 104(a) of the Austrian criminal code, but continued to use primarily Article 217, which prohibits the transnational movement of persons for prostitution, to prosecute suspected traffickers. Paragraph 1 of Article 217 prohibits the movement of people into Austria for prostitution and Paragraph 2 prohibits the use of deception, threats, or force in the transnational movement of persons for prostitution. Article 104 criminalizes "trafficking for the purpose of slavery" and prescribes penalties ranging from 10 to 20 years' imprisonment. Penalties prescribed in Article 104(a) range up to 10 years' imprisonment, while penalties prescribed in Article 217 range

from six months' to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape.

The government reportedly investigated 192 trafficking cases in 2013; 112 under Article 217; 72 under Article 104(a); and eight under Article 104; there were 134 trafficking investigations in 2012. Four of the victims in cases filed under Article 217 were minors and 15 of the victims in cases filed under Article 104(a) were minors; no minor victims were involved in cases under Article 104. The government prosecuted 40 offenders in 2013: 29 under Article 217, 11 under Article 104(a), and none under Article 104. The government prosecuted 45 offenders in 2012: 38 under Article 217, six under Article 104(a), and one offender under Article 104. Austrian courts convicted 20 offenders in 2013: 18 under Article 217, two under Article 104(a), and none under Article 104. Austrian courts convicted 17 offenders under Article 217 in 2012, and none under Articles 104 and 104(a).

In 2012, two offenders were sentenced to more than five years' imprisonment; four were sentenced to one to five years' imprisonment; nine received partial suspended sentences; and two received partially suspended sentences resulting in jail time of one month to one year. In January 2014, a man received a six-year sentence under the revised sentencing laws for pimping, rape, and trafficking in St. Poelten. Investigations and court proceedings for four of the five cases of labor exploitation concerning foreign diplomats were suspended until such time as the suspects are no longer protected by diplomatic immunity. In the other case, the equivalent of approximately $4,800 was awarded to a victim in a civil suit against a diplomat who no longer was in Austria and therefore not protected by diplomatic immunity. The government took steps to address trafficking perpetrated by diplomats posted in Austria, despite challenges diplomatic immunity posed.

Although Paragraph 1 of Article 217 does not require the use of means, such as deceit or force, to prove transnational movement of persons for prostitution, approximately half of those convicted under this statute meet all of the trafficking elements; in the other half, illegal means are suspected, but evidence was insufficient to prove them in court. Experts observed that some criminal investigations against trafficking offenders who victimized Nigerian nationals were dismissed, despite the availability of victim testimony. The government reported domestic workers intending to work for diplomats increasingly applied for tourist visas, in an attempt to evade government scrutiny. The Government of Austria did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Austria maintained a high standard of assistance to female trafficking victims, but continued to lack sufficient services for male trafficking victims. It proactively identified trafficking victims and implemented its policy of granting trafficking victims access to the Austrian labor market. An NGO that worked closely with the government identified 261 women and children subjected to trafficking in 2013, and one government official estimated there were also a small number of male labor trafficking victims; the government, in coordination with NGOs, identified 242 trafficking victims in 2012. The government funded a specialized anti-trafficking NGO that provided 103 trafficking victims with psychological and legal assistance in 2013. Female victims were provided housing, psycho-social assistance, and legal services and were not detained involuntarily; male victims received counselling services, but not housing. The government provided this NGO the equivalent of approximately $732,000 in 2013, which was slightly more than in the previous year. On behalf of the Social Affairs Ministry, the NGO guided a qualitative and quantitative analysis of male trafficking victims in Austria. According to the study, risk sectors include the construction, cleaning, agriculture, prostitution, and gastronomy industries.

The government provided foreign victims with legal alternatives to their removal through its 2009 Residence and Settlement Act, and in 2013 issued six new residency permits to victims and six extensions under Article 69(a). Residence permits were generally granted for a period of one year. The government granted victims who hold residence permits unconditional access to the Austrian labor market. Austrian law encouraged victim cooperation by allowing for residency and work permits. Victims could file civil suits for compensation against traffickers. Victims could testify via video conference or provide anonymous depositions and witness protection programs, including a high-risk witness protection program, allowed victims to retain anonymity in testifying. In one case, the government permitted a victim's child to travel to Austria to forestall threats against the victim's family. The Justice Ministry reported 103 victims assisted in prosecutions during 2013. This number remained low due to fears of retaliation. A government-subsidized NGO encouraged and assisted trafficking victims to seek compensation through civil suits, including compensation for non-material damages. Four victims won civil suits in 2013 and collected judgment awards under Article 217. The Federal Criminal Police Office conducted a forensic project to conduct detailed medical examinations of trafficking victims at special hospital units shortly after the identification of victims to obtain evidence for future legal proceedings. During the year, experts cited inconsistencies in legal residency options. The "special protection" residency permit for victims of human trafficking who testify against their traffickers does not apply to non-Austrian citizens of the EU, who must meet a minimum income requirement to legally remain in the country for the duration of the trial. Funding for voluntary repatriation was also not provided for identified trafficking victims. Austria has made considerable effort to address concerns voiced in the 2011 Council of Europe's Group of Experts on Action against Trafficking in Human Beings (GRETA) report by intensifying law enforcement cooperation with countries of origin, increasing efforts to identify child victims, and creating a working group to improve identification methods. The government's regulation of Austria's sizable, legal commercial sex sector included weekly health checks for sexually transmitted infections and periodic police checks of registration cards. The police continued screening women in prostitution for trafficking indicators using various manuals on trafficking and victim identification—including a pocket card developed in coordination with NGOs—that listed the main indicators for identifying victims of trafficking. Most trafficking victims declined to cooperate with authorities due to fears of retaliation. The government funded Vienna's specialist center for unaccompanied minors; many of the 202 child victims assisted in 2013 were likely subjected to trafficking. Although the government reported an internal policy shielding victims from punishment for unlawful acts committed as a direct result of being trafficked, an NGO reported in a previous reporting period that some Nigerian trafficking victims were deported.

PREVENTION

The Government of Austria continued to devote considerable resources to prevent human trafficking, with increased emphasis on child and labor exploitation. The government published a report in September 2013 in response to the GRETA findings, documenting how it is in compliance with the Council of Europe Convention on Action Against Trafficking. The Trafficking Task Force has formed three working groups (prostitution, child trafficking, and labor exploitation) to discuss and recommend policy and legal changes. Actions directly initiated through the taskforce include intensified cooperation between federal and provincial authorities, expanded training, increased public awareness, statutory changes enabling police surveillance for suspicions of pimping, and improved statistical collection. In particular, tabulation of trafficking cases is no longer limited to classification by the leading charge. As a result, trafficking statistics capture all cases in which one of the charges is for trafficking.

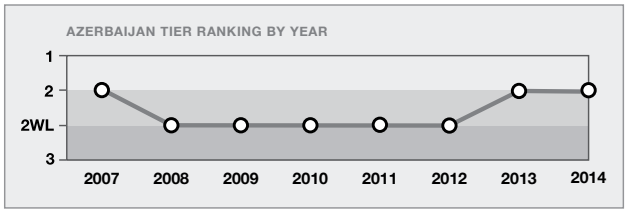
The government organized and/or supported numerous public awareness events and programs. Austria hosted several international conferences dealing with the subject of trafficking. For EU Anti-Trafficking Day in October 2013, the Foreign Ministry organized an international conference to discuss strategies to combat trafficking with a strong focus on labor trafficking. The government also subsidized several publications and television programs dealing with the issue of trafficking, and funded campaigns to inform women in prostitution and clients of the rights of women in prostitution under the law. The government also continued a series of school exhibitions to sensitize Austrian youth to trafficking. The exhibition was supplemented by a handbook for teachers that contained additional information on identifying victims of trafficking. The Interior Ministry continued to run a 24-hour trafficking hotline and email service. The Trafficking Task Force's working group on child trafficking distributed leaflets to various government authorities and the military.

The government continued to cooperate with Germany and Switzerland in the trilateral Campaign to Protect Children and Youth against Sexual Exploitation. The government screened videos to prevent child sexual exploitation in airports, outbound Austrian Airlines flights, tourism offices, train stations, hotels of the Accor group, and doctors' offices. Austria continued a campaign to encourage tourists and travel agencies to report cases of child sex tourism. The government did not undertake any awareness campaigns to reduce the demand for commercial sex acts in 2013, but did conduct awareness campaigns to sensitize clients of prostitution about sex trafficking. The government funded courses conducted by an anti-trafficking NGO to sensitize troops prior to their deployment on peacekeeping missions.

AZERBAIJAN (Tier 2)

Azerbaijan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Azerbaijani men and boys are subjected to conditions of forced labor in Russia and in Azerbaijan. Women and children from Azerbaijan are subjected to sex trafficking within the country and in the United Arab Emirates (UAE), Turkey, Russia, Iran, and Sweden. Some migrant workers from Turkey, as well as Turkmenistan, Uzbekistan, Afghanistan, the Philippines, Romania, India, and Ukraine are subjected to conditions of forced labor in Azerbaijan. Azerbaijan has been used as a transit country for victims of sex and labor trafficking from Central Asia to the UAE, Turkey, and Iran. Within the country, some children, particularly those of Romani descent, are subjected to forced begging and to forced labor as roadside vendors and at tea houses and wedding facilities. Domestic servitude of Filipina victims in Azerbaijan is an emerging problem. Women from internally displaced persons settlements and street children—children released from correctional facilities, orphanages, and state-run boarding schools who end up homeless—are especially vulnerable to trafficking.

The Government of Azerbaijan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government amended its trafficking laws to better conform to international law and continued to provide protection and reintegration services to trafficking victims. However, the government continued to identify only a limited number of foreign trafficking victims and did not demonstrate a sustained effort to thoroughly investigate companies that allegedly engaged in forced labor of migrant workers. Pervasive corruption also limited the effectiveness of anti-trafficking regulations and mechanisms.



RECOMMENDATIONS FOR AZERBAIJAN:

Strengthen efforts to identify foreign victims of labor trafficking by law enforcement and health practitioners within the country by creating standard operating procedures; increase law enforcement efforts against trafficking offenders, including individuals or companies that subject migrant workers to forced labor, and increase the number of convicted offenders who are sentenced to time in prison; improve communication among government agencies, including about victim referrals and potential cases; vigorously investigate and prosecute government officials allegedly complicit in human trafficking; increase funding to victim service providers and expand the network of providers outside Baku; provide sensitivity training to law enforcement officers, prosecutors, and the judiciary, including on how to work with trafficking victims who experienced psychological trauma; educate judges on the legal definition of human trafficking; and target public awareness campaigns to foreign migrant workers, describing indicators of human trafficking and avenues to seek help.

PROSECUTION

The Government of Azerbaijan increased law enforcement efforts by toughening its anti-trafficking laws with new legislation and increasing law enforcement efforts against labor trafficking during the reporting period. Azerbaijan's 2005 Law on the Fight against Trafficking in Persons and Article 144 of the criminal code prohibit sex trafficking and forced labor, and prescribe penalties of five to 15 years' imprisonment, punishments which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In April and May 2013, the government amended Article 144 of the criminal code to bring it in line with international law, by removing cross-

border transport as a necessary element of the crime, increasing penalties for forced labor, clarifying that means of force, fraud, or coercion need not be demonstrated to prove the crime of sex trafficking of children, and establishing criminal liability for identity document fraud if committed for the purpose of trafficking in persons.

The government reported four labor trafficking investigations and 17 sex trafficking investigations in 2013, an increase from two labor trafficking investigations and 10 sex trafficking investigations in 2012. In addition, it reported prosecuting two defendants for labor trafficking, including its first case on behalf of a Filipina domestic worker exploited in Azerbaijan, and 15 defendants for sex trafficking crimes in 2013, compared with two prosecutions for labor trafficking crimes and 12 defendants prosecuted for sex trafficking in 2012. The government reported that it convicted five traffickers in 2013, compared with 12 in 2012. The government did not report sentencing information for trafficking cases.

Systemic corruption in Azerbaijan hindered anti-trafficking efforts. Civil society groups continued to report that law enforcement bodies did not adequately investigate accusations of forced labor in the construction sector for fear of recrimination by influential figures, including government officials. Local police were accused in a previous reporting period of accepting bribes from brothels, some of which had sex trafficking victims, to ignore those businesses' illegal activities. The Government of Azerbaijan investigated one case of forced labor of a Filipina domestic worker in the home of a politically connected businessman, although charges had not been filed as of the close of the reporting period. Despite these allegations, the Government of Azerbaijan did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Azerbaijan made some progress during the reporting period to protect and assist victims of trafficking, although funding for NGOs was insufficient, and the failure to identify foreign labor trafficking victims remained a concern. The Ministry of Internal Affairs' (MIA) Anti-Trafficking Department (ATD) created a list of indicators for identifying trafficking victims—investigators referred to the list to determine whether there were enough indicators present in a potential case to move forward with a criminal investigation—but did not develop formal standard operating procedures to distribute to government agencies and NGOs. In 2013, the government certified 15 men and one woman as labor trafficking victims and 40 women as sex trafficking victims, compared with 17 male labor trafficking victims and 36 female victims of sex trafficking in 2012. The ATD reported that 19 Azerbaijanis were victims of trafficking in Turkey, 16 in the UAE, 15 in Russia, and one in Iran. One NGO assisted 97 trafficking victims, some of whom were not counted as part of the government total. Of the officially recorded victims, 37 received temporary shelter at a government facility, where they received medical and psychological treatment. Fifty victims, including two sex trafficking victims from Uzbekistan, received a stipend equivalent of approximately $510, and 13 received some form of financial compensation from the Victim's Assistance Fund. Twenty-two victims received employment assistance, and 21 were sent to vocational schools for training. The Labor Ministry's Center for Assistance to Victims of Trafficking reported that it provided rehabilitation and reintegration services to 44 victims referred by the MIA and 18 victims referred by NGOs (a total of 62 people) in 2013. Of the victims who sought the Center's services, 11 victims were provided with jobs, three people were offered training, two people received financial assistance, seven people were provided with shelter, eight people were offered psychological assistance, four people received medical aid, and six people received legal assistance. Provision of these services was not contingent upon a victim's agreement to participate in a law enforcement investigation, according to authorities. In 2013, the ATD assisted 62 victims of human trafficking, compared with 53 victims assisted in 2012. Of those victims, 43 received temporary shelter at a government-run facility, which adult victims could reportedly enter and leave freely. Eleven of the victims were provided with employment, two received financial aid, eight received psychological support, six received legal consultation, and three attended professional training courses. Questions were raised about the effectiveness of the rehabilitation and reintegration programs as they reportedly lacked funding.

The government reported identifying one case involving the trafficking of a minor for sexual exploitation, two cases involving the recruitment of minors for prostitution, and one case of foreign labor trafficking. The government did not ensure victims of trafficking were not penalized for unlawful acts committed as a direct result of their being trafficked. According to reports, authorities in May 2013 arrested a group of 53 people (45 women and eight men) working in prostitution in a Baku club. Many of the detained were Uzbek minors (aged 16 and 17), which should have automatically merited their designation as human trafficking victims; it is unknown what punishments the girls received or how long they were detained.

The MIA ATD drafted new memoranda of understanding to improve interagency cooperation for the victim referral process, which had hindered victim identification and protection. The government did not report how much funding it devoted to anti-trafficking efforts. In July 2013, the MIA, as the lead anti-trafficking agency, renewed its memorandum of understanding with the NGO Coalition against Human Trafficking through 2018. Under the agreement, the MIA routinely refers victims and potential victims to NGO partners for shelter and other assistance services. The ministry does not, however, provide any funding to the NGO partners that provide shelter and other services. Multiple NGOs reported that they are in danger of closing due to a lack of funding.

In September 2013, the Cabinet of Ministers approved amendments to the anti-trafficking law on the repatriation of foreign victims of trafficking that allowed for the provision (upon the victims' request) of temporary residence permits to recognized victims for up to one year (Article 2.3). In practice, application has been mixed at best; three foreign victims were granted documents but not permitted to obtain work permits or rent their own housing. According to the legislation on repatriation approved by the Cabinet of Ministers in September 2013, if at the end of the automatic one-year stay of deportation granted to every recognized foreign trafficking victim, the victim decides to actively assist with the criminal investigation/proceedings, that victim may stay in Azerbaijan, without penalty, until the criminal proceedings are complete. In practice, though, victims may feel pressure to leave the country, despite actively cooperating with the investigation. Identified foreign trafficking victims are provided assistance repatriating to

their country of origin or, if they would face danger as a result, going to another country.

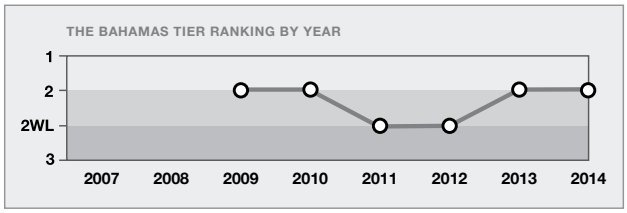
PREVENTION

The Government of Azerbaijan continued progress in its trafficking prevention efforts during the reporting period. Most of the government-supported awareness campaigns targeted potential trafficking victims. The ATD conducted awareness-raising activities in 44 cities, distributed anti-trafficking posters and video clips, and maintained a hotline. The government's existing National Action Plan to Combat Trafficking officially expired at the end of 2013 but will remain in effect until the follow-on plan comes into force. The ATD took the lead in drafting the follow-on National Action Plan (2014-2018), in consultation with international organizations, the NGO Coalition, the public, and others. The draft plan stipulates that shelters be established for youth recently released from correctional facilities—because this is a population vulnerable to trafficking—and that government workers attend anti-trafficking training. It also provides for increased protection of witnesses and includes plans to expand shelter and victims' assistance facilities outside of Baku. The government neither reported any measures taken during the reporting period to reduce the demand for commercial sex and forced labor, nor undertook any measures during the reporting period to specifically address Azerbaijani nationals' participation in international and domestic child sex tourism.

THE BAHAMAS (Tier 2)

The Bahamas is a destination, source, and transit country for men, women, and children subjected to forced labor and sex trafficking. Migrant workers are especially vulnerable to involuntary servitude in The Bahamas, particularly the thousands of Haitians who arrive in The Bahamas largely voluntarily to work as domestic employees and laborers. Other large, vulnerable, migrant worker communities are from China, Jamaica, and the Philippines. There were reports during the year that some U.S. nationals who were locally employed had their movement restricted and passports taken, activities indicative of human trafficking. There were also some anecdotal reports that passports were taken and movement restricted among some non-migrant Chinese workers. Children born in The Bahamas to foreign-born parents do not automatically receive Bahamian citizenship and face potential discrimination and vulnerability to trafficking. Economic migrants transiting through The Bahamas were vulnerable to trafficking. Groups especially vulnerable to sex trafficking in The Bahamas include foreign citizens in prostitution or exotic dancing and local children under 18 engaging in sex with men for basic necessities such as food, transportation, or material goods; third-party prostitution of children under 18 is a form of human trafficking.

The Government of The Bahamas does not comply fully with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government successfully convicted a trafficker during the reporting period, marking the first conviction for human trafficking in The Bahamas. Further, it launched its second prosecution under its anti-trafficking law, investigated an official for alleged trafficking-related complicity, and continued to implement its victim-centered assistance protocol for identified trafficking victims. Victim identification among vulnerable populations in the country remained low.



RECOMMENDATIONS FOR THE BAHAMAS:

Prosecute, convict, and punish trafficking offenders; use the victim identification and referral protocol more frequently to identify potential victims of forced labor and forced prostitution and provide them with protection and assistance; continue to implement protocols to take potential trafficking victims to a safe location while conducting victim identification interviews, as victims often first appear as immigration or prostitution violators and are reluctant to disclose details of their exploitation in a detention setting or post-raid environment; make efforts to involve independent interpreters when conducting inspections of migrant worker labor sites, and conduct private interviews of workers to enhance their ability to speak openly; continue to build partnerships with NGOs to increase grassroots outreach with potential trafficking victims among vulnerable groups; develop a nationwide public awareness campaign to educate the public and officials about human trafficking, its distinctions from human smuggling, and its manifestations in the Bahamas.

PROSECUTION

The Government of The Bahamas increased its anti-trafficking law enforcement efforts during the reporting period. All forms of human trafficking are prohibited by the Trafficking in Persons Prevention and Suppression Act of 2008, which prescribes penalties ranging from three years to life imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government reported 15 new forced labor and sex trafficking investigations, an increase from 10 in the previous reporting period. On March 26, 2014 the government convicted a sex trafficker, the first ever conviction for human trafficking in the country. The court has yet to sentence the defendant. The government launched a second prosecution under its trafficking law in a case involving two sex trafficking suspects. One alleged offender was placed in pre-trial detention; the other suspect remained at large. Notably, the government launched an investigation into trafficking-related complicity by a government official, but it did not report any prosecutions of government employees for such complicity. The government continued to provide in-kind assistance for anti-trafficking training provided by a foreign donor. The Royal Bahamas Defense Force and Royal Bahamas Police Force continued to require all new recruits to undertake a "Trafficking in Persons Awareness Training Module." Seventy-four new officers completed this government-funded training during the reporting period; the government initiated this training module for an additional 147 officers.

PROTECTION

The Bahamian government sustained efforts to protect trafficking victims. The government continued to implement a formal victim-centered protocol to guide front-line responders in how to identify human trafficking victims and refer them to available services during the reporting period. However, a UN expert noted concerns about the small number of trafficking victims formally identified in the country, observing that some trafficking victims

may not have been recognized among vulnerable populations. In 2013, the government identified one new sex trafficking victim and referred this victim for appropriate care and assistance. In addition to officially identifying one new trafficking victim, the government reported identifying 64 other potential forced labor and sex trafficking victims—both men and women—in connection with new investigations. However, the government did not indicate whether it referred all 64 potential victims to assistance providers. Some potential victims were interviewed while in police custody or in other detention-like settings.

The government reported spending the equivalent of approximately $28,000 on trafficking victim care including housing, medical, psychological, and legal assistance. During the year, it provided assistance to a total of three adult sex trafficking victims in partnership with NGOs; two of the victims were identified in the previous reporting period. Victims were placed in independent housing rented by the government, and the government facilitated the safe and responsible repatriation for one identified victim in partnership with IOM. The government provided financial stipends to two trafficking victims in the amount equivalent of approximately $750 and $600, respectively, during the reporting period. The government provided the third victim with a refugee certificate to remain in The Bahamas while participating in a prosecution; this certificate enabled the victim to work legally in The Bahamas. The UN Special Rapporteur on Trafficking in Persons, however, reported victims had difficultly receiving a work permit and thus gaining access to the labor market, noting this posed an impediment to victim protection.

The government encouraged trafficking victims to assist in prosecutions and provided foreign victims with legal alternatives to their removal to countries in which they would face retribution or hardship. During the year, it funded the costs and provided an additional stipend for one previously repatriated victim to return to The Bahamas to assist law enforcement with the prosecution of the victim's alleged trafficker. The 2008 anti-trafficking act provided victims with immunity from prosecution for unlawful acts committed as a direct result of their being subjected to trafficking. However, in December 2013, the UN Rapporteur expressed concern about lack of victim identification and noted that the government's restrictive immigration policy may deter potential trafficking victims from reporting to authorities, resulting in their possible inadvertent arrest, detention, and deportation.

PREVENTION

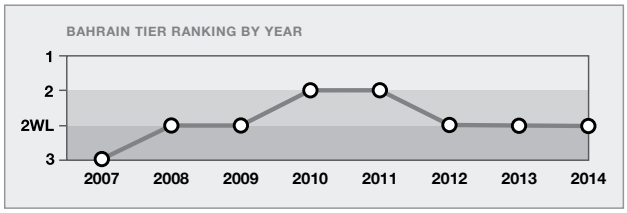
The government increased prevention efforts and took important steps to inform the public and potential victims about trafficking. The government demonstrated commitment to transparency by inviting the UN Special Rapporteur on Trafficking in Persons to visit The Bahamas to assess progress and challenges in combatting human trafficking. The government published and disseminated pamphlets in various public venues to advise potential trafficking victims of their rights and inform them about available resources. It also aired public service announcements on television and radio throughout the country. The government's inter-ministerial committee to coordinate anti-trafficking policy met regularly, as did the government's trafficking taskforce, which was charged with ensuring operational coordination on trafficking cases. The government, in partnership with NGOs, drafted a national action plan on trafficking during the reporting period. Labor inspectors reportedly incorporated trafficking indicators in inspections of labor sites. However, the UN Rapporteur reported some labor inspectors are unable to carry out monitoring to assist in the identification of potential trafficking victims. The government did not have an awareness campaign targeted at potential clients of the sex trade or forced labor. Authorities did not consider child sex tourism to be a problem in The Bahamas during the reporting period and reported no child sex tourism investigations.

BAHRAIN (Tier 2 Watch List)

Bahrain is a destination country for men and women subjected to forced labor and sex trafficking. Men and women from India, Pakistan, Nepal, Sri Lanka, Bangladesh, Indonesia, Thailand, the Philippines, Ethiopia, Ghana, Kenya, Eritrea, Uzbekistan, and other countries migrate voluntarily to Bahrain to work as domestic workers or as unskilled laborers in the construction and service industries. In 2013, NGOs observed a greater influx of workers from Ethiopia. Some migrant workers face forced labor after arriving in Bahrain, experiencing unlawful withholding of passports, restrictions on movement, contract substitution, nonpayment of wages, threats, and physical or sexual abuse. NGOs report that Bangladeshi unskilled workers—especially men—are in particularly high demand in Bahrain and are considered to be exploitable since they do not typically protest difficult work conditions or low pay, nor is there a well-established Bangladeshi expatriate community to which workers can seek support and information about their rights. Domestic workers are also considered to be highly vulnerable to forced labor and sexual exploitation because they are largely unprotected under the labor law and are not required to register with the Bahrain government's Labor Market Regulatory Authority (LMRA). Government and NGO officials report that the physical abuse and sexual assault of female domestic workers are significant problems in Bahrain; strict confinement to the household, withholding of workers' identity cards and passports, and intimidation by employers prevent these workers from reporting abuse and restrict authorities from investigating such abuses.

Forced labor, debt bondage, and isolation have led to a high incidence of suicide among migrant workers in Bahrain; workers who committed suicide reportedly lost their jobs or had their salaries and passports withheld by employers or sponsors. In 2012, 40 suicides were reported among migrant workers in Bahrain, especially those from India; 25 suicides were reported among migrant workers in 2013. A 2011 study by the LMRA found that 65 percent of migrant workers had not seen their employment contract and that 89 percent were unaware of their terms of employment upon arrival in Bahrain. The LMRA study found that 70 percent of foreign workers borrowed money or sold property in their home countries in order to secure a job in Bahrain. Many labor recruitment agencies in Bahrain and source countries require workers to pay high recruitment fees—a practice that makes workers highly vulnerable to debt bondage in Bahrain. Some Bahraini employers illegally charge workers exorbitant fees to remain in Bahrain working for third-party employers (under the illegal "free visa" arrangement). In previous years, the LMRA estimated that approximately 20,000 migrant workers were in Bahrain under "free visa" arrangements under which employers apply for work visas for nonexistent jobs and then illegally sell them to migrant workers—a practice that can contribute to debt bondage—and approximately 52,000 others are working on expired or terminated visas. Women from Thailand, the Philippines, China, Vietnam, Morocco, Jordan, Syria, Lebanon, Russia, Ukraine, and other Eastern European states are subjected to forced prostitution in Bahrain.

The Government of Bahrain does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Bahrain is placed on Tier 2 Watch List for a third consecutive year. The Government of Bahrain was granted a waiver from an otherwise required downgrade to Tier 3 because the government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. The government investigated, prosecuted, and convicted an increased number of trafficking offenders in 2013, in comparison to the previous reporting period; the number of investigations, half of which were forced labor cases, was higher than the previous reporting period. The government also continued to identify and refer victims to protection services, including government-run shelters. The government continued to implement awareness campaigns. Nonetheless, the government failed to prosecute or convict any forced labor offenders and frequently treated potential cases of forced labor as labor violations instead of treating them as serious crimes. Furthermore, potential trafficking victims—particularly domestic workers who ran away from abusive employers—continued to be arrested, detained, and deported for crimes committed as a direct result of being subjected to human trafficking. The government also did not finalize a formal trafficking victim identification procedure or guidelines for officials to refer suspected trafficking victims to protection services.



RECOMMENDATIONS FOR BAHRAIN:

Enforce the 2008 anti-trafficking law, and significantly increase the investigation and prosecution of trafficking offenses—particularly those involving forced labor—including convictions and punishment of trafficking offenders; ensure that identified victims of trafficking are not punished for unlawful acts committed as a direct result of being trafficked, such as illegal migration or prostitution; institute and apply formal procedures to identify victims of trafficking among vulnerable groups, such as domestic workers and women in prostitution; institute a formal victim referral mechanism for law enforcement and other government officials to refer identified victims to protection services; expand government-run shelters to provide protection services to all victims of trafficking, including victims of forced labor and male victims of trafficking, and ensure that shelter staff receive anti-trafficking training and speak the languages of expatriate workers; reform the sponsorship system to eliminate obstacles to migrant workers' access to legal recourse for complaints of forced labor; actively enforce labor law protections for domestic workers; continue to train officials on the anti-trafficking law and victim identification; and continue to publicly raise awareness of trafficking issues in the media and other outlets for foreign migrants, specifically domestic workers, in their native languages.

PROSECUTION

The government made some progress in its efforts to investigate, prosecute, and convict trafficking offenses. However, law enforcement efforts were hampered by lack of training of lower-level police officers, investigators, and prosecutors; the government frequently treated potential cases of forced labor as labor violations in labor court instead of treating them as serious crimes. Bahrain's anti-trafficking law, Law No. 1 of 2008, prohibits all forms of trafficking in persons and prescribes penalties ranging from three to 15 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Although withholding a worker's passport is illegal and carries a financial penalty under a ministerial order, a worker must file a complaint with the police who do not have the authority to enforce this law and can only refer a complaint to the court if the employer refuses to return the passport. According to NGO sources, employers often claimed that a worker's passport was lost. The government reported it investigated 30 trafficking cases, an increase from seven trafficking investigations in the previous reporting period; according to the Ministry of Foreign Affairs (MFA), 14 of these cases were forced labor investigations and 15 were sex trafficking. In 2013, the government prosecuted and convicted seven sex trafficking defendants; four of the convictions were cases initiated in 2012. The number of prosecutions and convictions in 2013 was an increase from three prosecutions and no convictions in the previous reporting period. Courts sentenced the seven convicted offenders to a range of two to five years' imprisonment.

The government did not prosecute or convict any potential forced labor offenders, even though NGOs and foreign embassy officials abundantly documented forced labor offenses. Cases of unpaid or withheld wages, passport retention, and other abuses—common indicators of trafficking—were treated as labor violations and taken to labor court. For example, in 2013, the labor court reviewed 225 out of 354 cases in which workers reported that their employers or sponsors withheld their passports and the Ministry of Labor (MOL) filed 36 complaints on behalf of foreign workers whose employers withheld their travel documents. However, authorities did not investigate any of these cases as potential forced labor offenses. Similarly, although the government received 927 labor court cases from workers whose employers withheld their wages, none of these cases were investigated under the criminal law as forced labor offenses. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. Bahraini government officials indicated there was a general lack of awareness of trafficking crimes among working-level police.

At the end of 2013, the LMRA established an anti-trafficking team, which worked with the office of the Public Prosecutor to refer suspected trafficking cases for judicial proceedings. The LMRA team referred eight suspected forced labor cases to the Public Prosecutor in December 2013, which were under investigation at the end of the reporting period; the LMRA also referred more than 40 suspected forced labor cases in February 2014. Additionally, in June 2013, the Ministry of Foreign Affairs—in cooperation with an international organization—organized an anti-trafficking workshop for over 200 law enforcement and judicial officials. In October 2013, the MFA organized an anti-trafficking seminar for representatives of religious ministries and officials from the Ministries of Interior and Labor, the LMRA, and local NGOs.

PROTECTION

The Bahraini government made some progress in improving identification of and protection for victims of trafficking. Nonetheless, the government continued to lack systematic procedures to identify victims among vulnerable groups, such as domestic workers who have fled abusive employers or women arrested for prostitution. The government also did not have policies to protect trafficking victims from punishment for crimes committed as a direct result of being subjected to human trafficking; trafficking victims were punished for employment or immigration violations and subjected to detention and deportation. For example, government and NGO contacts reported that some domestic workers who ran away from employers because of abuse or nonpayment of wages were sentenced to 10 days or more in jail and deported, particularly if an employer filed a criminal claim, such as theft, against the worker. Police investigating runaway workers' abuse claims are required to attempt to reach the employer three times before taking other actions. Some police stations reportedly followed up on an abuse claim immediately, while others let days or weeks lapse between attempts to contact the employer by phone. This failure to immediately investigate claims of abuse and potential trafficking crimes left victims at risk of further exploitation and without protection services. Government officials failed to recognize that some contract violations or salary disputes—including withholding of salaries—are indicators of forced labor and required further investigation. For example, the Ministry of Labor (MOL) estimated there were 1,700 runaway workers at the end of 2013, but without an official allegation of abuse from the worker, the government assumed these workers violated the labor law. The Labor Law No. 36, which was adopted in September 2012, provided some protections to domestic workers, which included requiring that domestic workers be provided a labor contract that specified working hours, annual leave, and bonuses; it also required that the employer pay the worker at least once a month. Nonetheless, the government did not issue guidance on how to implement the law. NGO sources reported that most domestic workers entered the country illegally or under false pretenses, so they did not benefit from protections in the law.

While law enforcement officials' victim identification efforts remained *ad hoc*, police identified 21 suspected victims of trafficking in this reporting period, a slight increase from the 18 identified in the previous reporting period. The government, however, did not report if the identified victims in this reporting period were sex trafficking or forced labor victims. The Ministry of Social Development (MOSD) continued to fund a 120-bed domestic violence shelter, which also offered services to female victims of trafficking and their children. The shelter assisted and provided some medical services to 45 suspected sex trafficking victims and three potential forced labor victims in 2013—which included victims involved in investigations initiated in this reporting period—which was an increase from the 25 victims the shelter assisted in the previous reporting period. Shelter residents could freely leave the shelter unchaperoned. During the year, the MOSD began sending male trafficking victims to a government-run shelter for homeless men. The majority of trafficking victims in Bahrain continued to seek shelter at their embassies or at an NGO-operated trafficking shelter, which reported assisting 156 female victims of abuse—some of whom were likely trafficking victims. Foreign embassies stated that when foreign victims of trafficking or abuse approached Bahraini labor officials for assistance, they were typically advised to seek assistance at their embassies, with no effort to proactively identify trafficking victims among those who make complaints or to refer potential forced labor cases to law enforcement for further investigation.

In November 2013, the MOSD released and sponsored a seminar on a 400-page legal framework document on the protections of trafficking victims, which also clarified the roles of the Public Prosecutor and the MOSD in protecting victims. The MOSD also sponsored a seminar in November to explain the framework to government officials; the seminar discussed human trafficking, human smuggling, and organ smuggling within the same context. Bahraini government officials stated that they encouraged victims to participate in the investigations and prosecutions of their traffickers, and the public prosecution was responsible for protecting victims of trafficking crimes during preliminary investigations and court proceedings. While the labor law stipulates that foreign workers may change sponsors during investigations and court proceedings, this option was not available to victims while their complaints were adjudicated by the court. It was unclear how many trafficking victims, if any, whose cases were not being adjudicated, were able to change sponsors. Workers typically did not file complaints against employers due to distrust of the legal system and lengthy court procedures, inability to afford legal representation, lack of interpretation and translation services, fear of losing residency permits during proceedings, and fear of additional maltreatment at the hands of the employer. The government did not provide foreign victims with legal alternatives to their removal to countries where they faced retribution or hardship.

PREVENTION

The government made sustained efforts to prevent trafficking in persons. However, despite past commitments and pledges, the government did not abolish the sponsorship system, which contributed greatly to forced labor and debt bondage. The government's interagency National Committee to Combat Trafficking in Persons, which also includes members of civil society, met once a month during the reporting period and sponsored public awareness media campaigns and organized trainings and seminars for over 400 attendees from government ministries and NGOs. In 2013, the government established the Committee for the Evaluation of Foreigners Who Are Victims of Trafficking, which was chaired by MOSD and responsible for identifying and protecting victims of trafficking. The committee helped organize a seminar on legal resources for the protection of trafficking victims in November 2013 and assessed individual trafficking cases according to the guidelines in its mandate. The LMRA distributed workers' rights pamphlets in various languages to foreign workers and launched a weekly radio program on a local Indian radio station to answer workers' labor-related inquiries in Hindi and Malayalam. The LMRA website also provided information about workers' rights in Bahrain. The government reported 170 labor complaints against 108 separate companies that were late in paying their workers' monthly salaries; however, it is unclear how many of these companies were investigated or punished for illegally withholding workers' salaries. The LMRA conducted regular visits to work places to check for indications of abuse of workers; the government did not report if suspected cases of trafficking were identified during these visits. In December 2013, the LMRA also began distributing SIM cards to workers on arrival in the country, to enable the workers to use text messaging to contact the LMRA immediately if there were problems with their employers. The Ministry of Interior continued to operate a 24 hour, toll-free hotline for trafficking victims, but officials did not provide

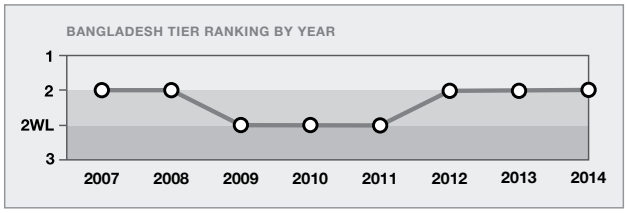
statistics on the use of the hotline. The LMRA also operates an abuse hotline during working hours, though it is unknown if any trafficking victims were identified through this number. The government reported no efforts to reduce the demand for commercial sex during the year.

BANGLADESH (Tier 2)

Bangladesh is primarily a source, and, to a lesser extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. Some of the Bangladeshi men and women who migrate willingly to the Persian Gulf, Iraq, Iran, Lebanon, Maldives, Malaysia, Singapore, Thailand, Brunei, Sudan, Mauritius, the United States, and Europe for work subsequently face conditions indicative of forced labor. Before their departure, many migrant workers assume debt to pay high recruitment fees, imposed legally by recruitment agencies belonging to the Bangladesh Association of International Recruiting Agencies (BAIRA) and illegally by unlicensed sub-agents; this places some migrant workers in a condition that could be viewed as debt bondage. Some recruitment agencies and agents also commit recruitment fraud, including contract switching, in which they promise one type of job and conditions, but then change the job, employer, conditions, or salary after arrival. Domestic workers are predominantly women and particularly vulnerable to abuse. Some women and children from Bangladesh are transported to India and Pakistan, where they are subjected to commercial sexual exploitation and forced labor. The Rohingya community in Bangladesh is especially vulnerable to human trafficking.

Within the country, some Bangladeshi children and adults are subjected to sex trafficking. Some, predominately in rural areas, are subjected to domestic servitude and forced and bonded labor, in which traffickers exploit an initial debt assumed by a worker as part of the terms of employment. Some street children are coerced into criminality or forced to beg; begging ringmasters sometimes maim children as a means to generate sympathy from donors and earn more money. In some instances, children are sold into a form of bondage by their parents, while others are induced into labor through fraud and physical coercion, including in the domestic fish processing industry, or exploited in prostitution. According to an international expert on debt bondage, some Bangladeshi families and Indian migrant workers are subjected to bonded labor in Bangladesh's brick kilns; some kiln owners sell bonded females into prostitution purportedly to further recoup the families' debts. That same expert also reported that some Bangladeshi families are subjected to debt bondage in the shrimp farming industry in southeastern Bangladesh and that some ethnic Indian families are forced to work in the tea industry in the northeastern part of the country. In some instances, girls and boys as young as 8-years-old are subjected to forced prostitution within the country, living in slave-like conditions in secluded environments.

Bangladesh does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities investigated and prosecuted more cases under the 2012 Prevention and Suppression of Human Trafficking Act (PSHTA), but continued to convict only a small number of traffickers. Bangladesh lacked a formal referral mechanism and authorities did not adequately train police and other public officials on identifying and assisting victims. While the government implemented stricter criteria in granting licenses to recruitment agents, it continued to allow extremely high and legal recruitment fees.



RECOMMENDATIONS FOR BANGLADESH:
Finalize, adopt, and disseminate the implementing rules for the PSHTA, and train government officials on its implementation; take steps to sharply reduce all recruitment fees charged by licensed labor recruiters, and enforce violations with criminal sanctions; increase efforts to prosecute trafficking cases and convict trafficking offenders, particularly labor trafficking offenders, while strictly respecting due process; increase the training provided to government officials, including law enforcement, labor inspectors, and immigration officers, on methods to proactively identify trafficking cases; expand the support services available to trafficking victims, particularly adult male and forced labor victims; use the PSHTA to prosecute fraudulent labor recruiters; take steps to address any allegations of trafficking-related complicity of public officials, particularly through criminal prosecution; conduct awareness campaigns about the existence of laws against bonded labor targeted to government officials, employers, and vulnerable populations; improve services, including shelters, legal aid, counseling, and trained staff at Bangladesh's embassies in destination countries; increase the accessibility of information about the migration process and labor laws in countries of destination to potential migrants before they decide to migrate; improve quality of pre-departure trainings, including sessions on labor rights, labor laws, and methods to access justice and assistance in destination countries and in Bangladesh; improve data collection on the number of trafficking victims identified and assisted in Bangladesh and by Bangladeshi embassies; and accede to the 2000 UN TIP Protocol.

PROSECUTION
The Government of Bangladesh maintained anti-trafficking law enforcement efforts. The 2012 PSHTA generally prohibits and punishes all forms of human trafficking, although it prohibits the fraudulent recruitment of labor migrants only if the recruiter knows that the recruited worker will be subjected to forced labor. Prescribed penalties for labor trafficking offenses are five to 12 years' imprisonment and a fine of not less than the equivalent of approximately $600, and prescribed penalties for sex trafficking offenses range from five years' imprisonment to the death sentence. These penalties are sufficiently stringent, and commensurate with those prescribed for other serious crimes, such as rape. In the reporting period, the government continued to prepare the implementing rules for the PSHTA, but did not yet finalize them.

The government reported investigating 84 new cases of sex trafficking and two cases of forced labor in 2013, compared with 67 sex and labor trafficking cases in 2012. All cases were prosecuted under the 2012 PSHTA. Authorities reported initiating prosecutions of 215 trafficking cases in 2013, compared with 94 in 2012. The government convicted 14 traffickers in 2013, compared with eight in the previous reporting period. The courts

sentenced five of the convicted traffickers to life imprisonment, eight traffickers to ten years' imprisonment, and one trafficker to four months' imprisonment.

The alleged complicity of some Bangladeshi government officials and police officers in human trafficking remained a problem. Corrupt politicians, police, and border security forces on both sides of the India-Bangladesh border reportedly recognized a token used by human traffickers to evade arrest if caught at the border. The Government of Bangladesh reported that it continued prosecuting one case of government officials suspected of trafficking-related complicity, although there were no further developments. The government provided some anti-trafficking training at the police training academy. Observers reported that information about the PSHTA had not been circulated widely among officials at the district and local government levels.

PROTECTION

The Government of Bangladesh made limited efforts to protect victims of trafficking. The police registered 377 cases involving individual or groups of victims in 2013, compared to 602 in 2012. The government lacked a formal mechanism for authorities to refer identified victims to care, and officials' ability to refer victims depended on their awareness of the PSHTA. Bangladeshi officials collaborated with Indian authorities on the repatriation of Bangladeshi child trafficking victims through a shared standard operating procedure. The government did not fund shelters or other services specifically designed for trafficking victims, but trafficking victims could access non-specialized support services for vulnerable people through nine shelter homes, drop-in centers, and safe homes administered by the Ministry of Social Welfare. Adult victims could leave the shelters on their own without supervision. The government continued to operate shelters in its embassy in Riyadh and consulate in Jeddah for female Bangladeshi workers fleeing abusive employers. The Bangladeshi diplomatic corps lacked the resources in destination countries to adequately assist Bangladeshi labor trafficking victims. When Bangladeshi migrant workers lodged complaints of labor and recruitment violations, including allegations of forced labor, they went through the Bureau for Manpower, Education, and Training. BAIRA had an arbitration process for addressing complaints, which provided victims with remediation, but rewards were often minimal and did not adequately address the illegal activities of some BAIRA-affiliated recruitment agents. In one case during the reporting period, the government worked with NGOs to provide legal services to repatriated victims from Iraq; there was no information on whether law enforcement officials encouraged other victims to participate in investigations and prosecutions of their traffickers. Unregistered Rohingya refugees who were trafficking victims may have been at risk of indefinite detention because of their lack of documentation.

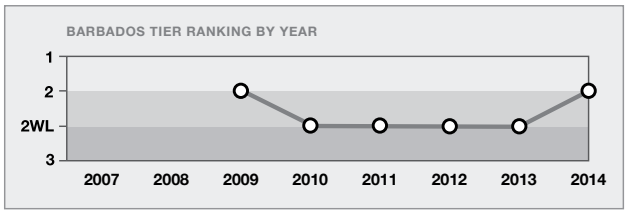
PREVENTION

The Bangladeshi government made limited efforts to prevent trafficking in 2013. The government also sustained policies that permitted the forced labor of Bangladeshi migrant workers abroad to continue. In particular, the government continued to allow BAIRA to set extremely high and legal recruitment fees and did not exercise adequate oversight to ensure BAIRA's licensing and certification practices did not facilitate debt bondage of Bangladeshi workers abroad. Authorities canceled four recruitment agencies' licenses in 2013 for labor trafficking, compared to 65 agencies for engaging in a variety of illegal practices in the previous reporting period. The Ministry of Expatriate Welfare's Vigilance Task Force continued to operate; its mandate was to improve the oversight of Bangladesh's labor recruiting process. The government continued to facilitate the migration of some willing Bangladeshi workers to Malaysia on the basis of a government-to-government agreement that aimed to mitigate the impact of private recruitment agencies' high fees and sometimes unscrupulous practices. The government enacted the 2013 Overseas Employment Act, which required labor recruiters to meet more stringent criteria to become licensed and required job seekers to register in an online database and for recruiters to only hire those in the database. The government developed a mandatory 21-day pre-departure training course for Bangladeshi women going abroad to work as domestic servants. The government did not fund any other anti-trafficking awareness campaigns. The government-NGO coordination committee continued to meet regularly, though observers noted poor coordination among the ministries. The government continued to implement the 2012-2014 national plan of action, but a few observers reported that the plan lacked clear resource allocations to relevant ministries, and that some ministries' representatives to coordination meetings were sometimes not familiar with the responsibilities assigned to their ministries by the action plan. The Ministry of Home Affairs published its annual report on human trafficking. The government trained military personnel to recognize and prevent trafficking in persons prior to their deployment abroad on international peacekeeping missions. The government did not demonstrate efforts to reduce the demand for commercial sex. Bangladesh is not a party to the 2000 UN TIP Protocol.

BARBADOS (Tier 2)

Barbados is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Authorities and NGOs report foreign women have been forced into prostitution in Barbados. Foreigners have been subjected to forced labor in Barbados, most notably in domestic service, agriculture, and construction. Legal and illegal immigrants from Jamaica, the Dominican Republic, and Guyana are especially vulnerable to trafficking. The prostitution of children occurs in Barbados. UNICEF has documented children engaging in transactional sex with older men for material goods throughout the Eastern Caribbean; this is a high risk group for human trafficking.

The Government of Barbados does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government identified and assisted an increased number of trafficking victims during the reporting period compared with 2012. It established formal, victim-centered guidelines to guide officials in the identification and protection of trafficking victims and the prosecution of trafficking offenders. No traffickers have been convicted of human trafficking offenses; however, the government arrested suspected trafficking offenders during the reporting period, including a government official for alleged complicity in trafficking. It also pledged to improve its anti-trafficking legal framework.



RECOMMENDATIONS FOR BARBADOS:

Amend the 2011 legislation to prohibit all forms of human trafficking and prescribe penalties that are sufficiently stringent (without an alternative of a fine) and commensurate with those prescribed for other serious crimes, such as rape; convict trafficking offenders, including officials complicit in human trafficking, and provide appropriate sentences for their crimes; train and encourage government officials to implement recently formalized procedures to proactively identify labor and sex trafficking victims among vulnerable populations, such as Barbadians and foreigners in prostitution and migrant workers; provide adequate funding to organizations that assist trafficking victims; continue to enhance partnership with Barbados' skilled and dedicated NGO community to combat human trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government made some efforts to prosecute trafficking offenders, including government officials complicit in human trafficking, and committed to improving its anti-trafficking legal framework. Barbadian law does not prohibit all forms of human trafficking and does not prescribe penalties for prohibited forms of trafficking that are sufficiently stringent or commensurate with the prescribed penalties for other serious crimes, such as rape. Article 8 of the Transnational Organized Crime (TOC) Act of 2011 and Articles 18, 20, 33, and 34 of the Offenses against the Person Act all address trafficking in persons. Compelling prostitution under Article 20 of the Offenses against the Person Act is punishable by five years' imprisonment, while the trafficking of an adult under the TOC Act is punishable by a potential fine with no jail time, both of which are far less stringent punishments than Barbados' prescribed penalty for rape, which is life imprisonment. In early 2014, the government expressed its intention to amend Barbados' legal framework to conform to international standards to combat human trafficking. In the interim, the government issued guidance to its officials highlighting the 2000 UN TIP Protocol definition of human trafficking and encouraging innovation within the current legal framework to address human trafficking offenses.

Authorities investigated three suspected trafficking cases during the reporting period and conducted no prosecutions against alleged traffickers, compared with two investigations and no prosecutions the previous year. In April 2013, police arrested the owner, an employee, and another person connected with a brothel and charged them with 30 counts of human trafficking using the TOC Act for exploiting foreigners in sex trafficking, and subsequently arrested an immigration official for alleged complicity on charges of misconduct in public office. One suspect remains in pre-trial detention, and authorities released the others on bail. Under the Barbadian criminal justice system, the case is still considered to be in the investigative stage. The two investigations reported in the previous year did not lead to any prosecutions. There were no convictions of trafficking offenders during the reporting period.

PROTECTION

The government increased victim protection efforts during the reporting period. In February 2014, authorities formalized procedures to guide officials across the government in proactively identifying victims of sex trafficking and forced labor and referring them to available services. Officials identified one child and four foreign adult sex trafficking victims, an improvement from identifying only two victims during the previous reporting period.

Officials and NGOs reported strong partnerships during the reporting period to provide trafficking victims assistance. The government had an agreement with an NGO to provide shelter for male victims of human trafficking, though this NGO did not assist any male trafficking victims during the reporting period. The government provided some funding to an NGO crisis center that provided shelter and psychological, medical, and occupational services to female human trafficking victims, but this funding was inadequate to cover costs. This organization and the government's gender affairs bureau cooperated with other NGOs to offer additional services. For example, one NGO provided pro bono legal assistance to trafficking victims during the reporting period. In coordination with NGOs, officials from the police, immigration department, and child care board assisted other potential victims, but after further investigation, did not classify them as trafficking victims.

In early 2014, the government formalized policies to encourage victims to participate in the investigation and prosecution of trafficking offenders. As part of its operations guidelines, the government established a policy allowing the immigration department to provide foreign trafficking victims with temporary legal alternatives, such as temporary residence in Barbados, to their removal to countries where they would face hardship or retribution. The government worked with IOM to provide safe and voluntary repatriation to some of the foreign victims identified during the year and allowed those who wanted to stay to remain in Barbados in NGO care. The government formalized guidelines directing authorities not to penalize trafficking victims for unlawful offenses committed as a direct result of being subjected to human trafficking. Complaints of potential victims being summarily deported decreased substantially compared with previous year.

PREVENTION

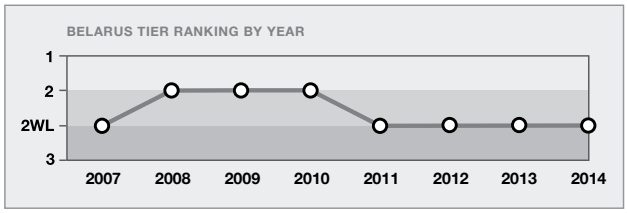
The government made progress in efforts to prevent human trafficking during the reporting period. Marking a positive shift from their previous position, government officials acknowledged the presence of human trafficking in Barbados. The Bureau of Gender Affairs conducted an anti-trafficking public awareness campaign entitled "NOT AGAIN, Trafficking in Persons—Modern Day Slavery," which included townhall and panel discussions on the issue. The government produced brochures and pamphlets on human trafficking, and developed a "before and after" questionnaire to facilitate the panel discussions' effectiveness. The government funded the operation of a hotline staffed by professionals trained to identify human trafficking. The Attorney General led the government's anti-trafficking taskforce, which met at least twice during the reporting period and included permanent secretaries from several ministries and NGOs. The government provided in-kind assistance to IOM-led anti-trafficking training for officials from various ministries. The government did not report any efforts to reduce the demand for commercial sex acts or forced labor over the year. Barbados is not a party to the 2000 UN TIP Protocol.

BELARUS (Tier 2 Watch List)

Belarus is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Belarusian women and children are subjected to sex trafficking within Belarus, and in countries such as Russia, Belgium, Cyprus, the Czech Republic, Egypt, France, Germany, Greece, Israel, Italy, Lebanon, Lithuania, Poland, Spain, Sweden, Turkey, and the UAE. Belarusian men, women, and children are found in forced labor in the construction industry and other sectors in Russia. The Government of Belarus restricted Belarusian workers in state-owned wood processing factories and construction workers employed in modernization projects at those factories, from leaving their jobs. Belarusian men seeking work abroad are subjected to forced labor. Workers are recruited through informal advertisements and notice boards and then taken by minibuses from employment centers to foreign countries, such as Russia. Some Belarusian women traveling for foreign employment in the adult entertainment and hotel industries are subsequently subjected to sex trafficking. Women from Ukraine may be subjected to sex trafficking in Belarus.

The Government of Belarus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Belarus is placed on Tier 2 Watch List for a fourth consecutive year. The Trafficking Victims Protection Act provides that a country may remain on Tier 2 Watch List for only two consecutive years, unless that restriction is waived because the government has a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. Belarus was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan.

During the reporting period, the government continued to be a leader in multilateral efforts to combat trafficking. However, these efforts were not matched by the government's work to combat trafficking and assist victims within Belarus. The government retained a decree forbidding thousands of workers in the wood processing industry from leaving their jobs in state-owned factories without their employers' permission. Authorities did not convict any traffickers under the trafficking statute and conducted the fewest number of investigations in at least four years. Despite officials' claim that the prevalence of trafficking has decreased, observers identified hundreds of trafficked Belarusian citizens in 2013, far more than the 20 victims the government identified in the course of trafficking investigations. While the government operated non-trafficking-specific emergency shelters, they were reportedly poorly equipped and lacked trained caregivers. At the close of the reporting period, the government had not implemented a January 2013 law permitting state funding for NGOs providing services to victims. The government continued its efforts to prevent trafficking through awareness campaigns, penalizing fraudulent labor recruitment, and operating a safe migration hotline. The government continued to offer trafficking-specific training to Belarusian and foreign officials through the police academy's training center.



RECOMMENDATIONS FOR BELARUS:
Revoke the December 2012 presidential decree forbidding wood processing workers' resignation without their employers' permission; significantly increase efforts to vigorously investigate and prosecute cases of forced labor and forced prostitution, thereby demonstrating the government's continuous vigilance against this crime; increase the use of Article 181 of the criminal code to prosecute trafficking cases, even in cases also charged under other statutes; improve victim identification, including of teenagers in prostitution inside Belarus and forced labor victims; increase resources devoted to victim assistance and protection within Belarus, including in state-owned territorial centers for social services; provide funding through the January 2013 law allowing public funding for NGOs offering critical victim protection services in private shelters; cultivate a climate of cooperation with NGO partners; finalize and train officials on a national identification and referral mechanism; ensure all victims, including children and foreign nationals, are provided with appropriate assistance and protection; refer all Belarusian victims exploited abroad to care facilities upon repatriation; and consider revising the definition of human trafficking under Belarusian law to ensure that trafficking cases that do not involve the purchasing and selling of a person are still considered trafficking cases during the course of prosecutions, as prescribed by the 2000 UN TIP Protocol.

PROSECUTION

The Government of Belarus demonstrated decreased law enforcement efforts, as the government failed to convict any traffickers under its trafficking statute and retained a decree issued in December 2012 forbidding workers in state-owned wood processing factories from resigning without their employers' permission. The decree applied to thousands of employees; employees are permitted to appeal any worker's proposed resignation to the government-appointed provincial governor, but not to a judge. At least one instance of a worker being barred from quitting occurred during the reporting period. The government has explained that the decree was temporary in nature and workers were free not to sign new contracts required under the decree.

Belarusian law prohibits both sex and labor trafficking through Article 181 of its criminal code, which prescribes penalties ranging from five to 15 years' imprisonment in addition to the forfeiture of offenders' assets. These penalties are sufficiently stringent and are commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the government was in the process of modifying the law's definition of trafficking, so that cases do not require the buying and selling of a person to be considered trafficking cases. The government reported six trafficking investigations in 2013 under Article 181, compared to eight in 2012, nine in 2011, and 39 in 2010. All of the 2013 cases were related to sexual exploitation, not to labor trafficking. The government did not report whether elements of trafficking were present in investigations under non-trafficking statutes that criminalize

pimping, engaging in prostitution, and profiting from servitude; in 2012, the government reported eight trafficking investigations under these non-trafficking statutes. Belarusian authorities did not convict any traffickers under Article 181 in 2013, despite identifying six trafficked victims in the course of investigations. The absence of convictions under Article 181 reflects a continuing decrease in law enforcement efforts, as authorities convicted one trafficker in 2012, seven in 2011, and 12 in 2010. Observers noted that judges often required evidence of money transfers or the buying and selling of a person to prove human trafficking under Article 181, which may be one reason it was infrequently used. Authorities reported two convictions under Article 181.1, which prohibits the use of slave labor; the convicted offenders were sentenced to eight to 10 years' imprisonment. The police academy's international anti-trafficking training center, in partnership with civil society organizations, provided trafficking-specific training to 280 Belarusian law enforcement officials. Law enforcement officials collaborated on transnational investigations with counterparts from France, Poland, Russia, Turkey, and Ukraine. The Government of Belarus did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government did not demonstrate improved protection efforts, as it did not provide adequate resources for public or private shelters. The government did not identify any labor trafficking victims in 2013, though NGOs reported identifying hundreds of such victims. Belarusian authorities identified six victims of sex trafficking under Article 181, compared with 12 in 2012, 14 in 2011, and 64 in 2010. In addition, authorities identified 14 child victims of sex trafficking under other statutes. Experts observed that the number of trafficking victims identified by the government was far from commensurate with the number of Belarusian victims identified by NGOs and other sources outside of the country, particularly with regard to reports of increased labor trafficking of Belarusians in Russia. NGOs reported identifying and assisting 353 trafficking victims in 2013, more than the 197 assisted in 2012 and 142 assisted in 2011. The government reported that law enforcement officials had referred 36 of the victims cared for by NGOs. The government continued to lack a formal national victim identification and referral mechanism, though it established a taskforce for this purpose during the reporting period and continued to provide law enforcement officers with written procedures to identify trafficking victims. The lack of a formal mechanism may have led to some sex trafficking victims being punished for acts directly resulting from their being trafficked. In 2013, authorities issued 826 fines and made 168 arrests for prostitution offenses.

The government did not have trafficking-specific facilities available to care for victims, but it operated 74 "crisis rooms" for vulnerable male and female adults, including victims of trafficking and their children, which offered temporary shelter, including beds, meals, and personal hygiene products. Authorities reported in 2014 that victims were allowed to stay in these shelters indefinitely, whereas victims were previously limited to 10 days of accommodation. The government did not report how many trafficking victims received assistance at these facilities. Observers reported that the majority of victims sought assistance at private shelters because the government's centers were poorly equipped and lacked qualified caregivers. The education ministry maintained 127 non-trafficking-specific shelters that could house child victims for up to six months; however, no child victims received services at these facilities, despite the government identifying 14 trafficked or sexually exploited children during 2013. Victims were entitled to receive medical assistance, psychological counseling, and legal counsel from state institutions. The interior ministry estimated that state institutions provided the equivalent of approximately $112,000 in victim services and prevention campaigns in 2013. Additionally, five *oblasts* (provinces) estimated that public institutions provided the equivalent of approximately $17,000 for victim services and prevention campaigns, compared to the equivalent of approximately $27,800 in 2012. Although a January 2013 law authorized the provision of government funding to NGOs running social welfare programs, the funding mechanism was not operational at the close of the reporting period. Authorities did not issue any temporary residence permits in 2013, as no identified foreign victims were illegally present in Belarus.

PREVENTION

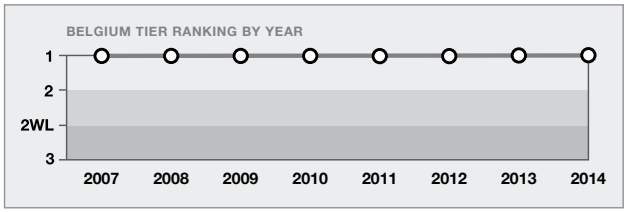
The Government of Belarus improved its efforts to prevent trafficking. The government conducted public awareness campaigns through television, radio, print media, internet, and press conferences. The interior ministry's hotline for safe travel abroad received 617 inquiries in 2013, but did not report how many of those inquiries were related to trafficking situations. Authorities investigated 157 administrative offenses related to illegal employment abroad, 98 of which resulted in fines or administrative penalties. The government adopted and began implementing the 2013-2015 State Program on Countering Crime and Corruption, which included anti-trafficking activities; all of the activities were developed with collaboration from NGOs. As outlined in this state program, Belarus acceded to the Council of Europe's Convention on Action against Trafficking in Human Beings in November 2013, which enabled the Council's monitoring group to conduct a future country evaluation. In addition, the interior ministry continued to report on the government's anti-trafficking measures and law enforcement statistics through its website. The government did not demonstrate efforts to reduce the demand for commercial sex.

BELGIUM (Tier 1)

Belgium is a destination, transit, and a limited source country for men, women, and children subjected to forced labor and sex trafficking. Foreign victims primarily originate in Eastern Europe, Africa, South Asia, East Asia, and Latin America. Prominent source countries include Bulgaria, Romania, Albania, Nigeria, Morocco, China, Turkey, Brazil, and India. Male victims are subjected to forced labor in restaurants, bars, sweatshops, horticulture sites, fruit farms, construction sites, cleaning businesses, and retail shops. Belgian girls, who are recruited by local pimps, and foreign children—including ethnic Roma—are subjected to sex trafficking within the country. Some Belgian women have been subjected to sex trafficking in Luxembourg. Forced begging within the Roma community in Belgium also occurs. Foreign workers continued to be subjected to forced domestic service, including in the diplomatic community assigned to Belgium.

The Government of Belgium fully complies with the minimum standards for the elimination of trafficking. Prosecutions and convictions increased from the previous reporting period, but sentences often were suspended. The government amended the law to allow judges to multiply fines by the number of victims.

The Belgian definition of trafficking remained overly broad in comparison to the definition in the 2000 UN TIP Protocol and did not require demonstration of coercive means to prove a case of human trafficking, which risks diluting the effectiveness of Belgian prosecutions. Council of Europe experts expressed concern about Belgium's identification and protection of child victims, particularly children in forced begging.



RECOMMENDATIONS FOR BELGIUM:

Enhance training of law enforcement, prosecutors, and judges to improve the conviction rates of traffickers; enhance training of relevant professionals to increase the number of trafficking victims identified, and improve assistance and protection services; enhance training of front-line staff to better identify and protect child victims; harmonize procedures for providing legal aid to minors subjected to human trafficking in an effort to limit the number of stakeholders in contact with them; establish a campaign to increase public knowledge of human trafficking, particularly child trafficking; provide repatriation assistance to victims from other EU countries; and, in light of the expanded legal definition of trafficking in Belgium and in line with Article 2 of the 2011 EU Directive on Human Trafficking, provide disaggregated prosecution and conviction data for those cases that involved force, fraud, or coercion to demonstrate that trafficking offenders are vigorously prosecuted in Belgium.

PROSECUTION

The government demonstrated increased law enforcement efforts. Belgium prohibits all forms of trafficking through a 2005 amendment to its 1995 Act Containing Measures to Repress Trafficking in Persons. As amended, the law's maximum prescribed penalty for all forms of trafficking—20 years' imprisonment—is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. However, Belgium's definition of trafficking in persons is broader than the definition in the 2000 UN TIP Protocol, which risks diluting the government's efforts. The failure of an employer to meet prevailing wage, hours, and working conditions can constitute "exploitation" under Belgium's anti-trafficking law, and these cases are included in the government's prosecution data. Contrary to the definition of trafficking under international law, under Belgian law, coercion is considered an aggravating factor rather than an integral part of the base offense for adults. Belgian law also does not require evidence of any form of coercion in order to secure a trafficking conviction. Although the intent of this provision is reportedly to facilitate prosecutions, it may be counterproductive: the Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA) Report observed that the overbroad definition may lead to confusion between trafficking and other criminal offenses and possible difficulties in mutual legal assistance with foreign governments that use a definition more consistent with international law. In August 2013, the government broadened the purpose of exploitation in the trafficking definition to include sexual exploitation (rather than just prostitution) and begging; the amendment also makes it possible to multiply the fines traffickers receive by the number of victims.

The government reported it prosecuted 432 defendants in 2013, compared with 381 prosecuted in 2012; it prosecuted 196 (190 in 2012) defendants for sex trafficking offenses, 184 (164 in 2012) for labor trafficking or economic exploitation offenses, and did not report any prosecutions for coerced criminality or forced begging. The government reported it convicted and sentenced at least 70 trafficking offenders in 2013, along with 120 aggravating circumstances, compared with at least 48 trafficking offenders in 2012. The government reported sentencing 63 convicted offenders in 2013, including 28 suspended or partially suspended sentences, compared to 48 sentenced in 2012. Most sentences ranged from one year to five years' imprisonment; nine offenders were sentenced to one year, 24 were sentenced to between one and three years, 17 were sentenced to three to five years, and 13 offenders were sentenced to five years or more. The government continued efforts to prosecute eight family members of the Abu Dhabi royal family for allegedly subjecting 17 girls to forced servitude while staying at a Brussels hotel in 2008. The Government of Belgium did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. Twice per year the Belgian government offers refresher courses on specialized anti-trafficking topics for police investigators specializing in human trafficking; these trainings are also available to public prosecutors. The government also offered a basic module on trafficking for non-specialized law enforcement officers.

PROTECTION

The Government of Belgium made substantial efforts to protect victims of trafficking, although prerequisites for the government to extend victim status and to provide extended care proved burdensome. Federal and regional governments continued to fund three dedicated NGO-run shelters—officially recognized by Royal Decree in May 2013—that provided specialized, comprehensive assistance to trafficking victims, including psycho-social, medical, and legal care. These shelters assisted at least 152 new adult victims in 2013, compared with 185 new victims assisted the previous year. Of these 152 new victims, 89 were victims of labor trafficking, 48 were victims of sex trafficking, and only 20 victims were referred to the shelters by NGOs. For the most part, victims were identified by local or federal police, judicial institutions, or welfare agencies. The shelters were open to all victims regardless of gender, status, or nationality. Adult victims could leave these shelters unchaperoned and at will. The government also funded three shelters for minors; these facilities were shared with victims of other crimes. Once recognized, the government granted trafficking victims a 45-day residence permit; victims who cooperated in the prosecution of their trafficker were given a three-month registration certificate that included residency, social benefits, and a work permit. In order to qualify for victim status, victims must have broken off all contact with their traffickers and agreed to counseling at a specialized trafficking shelter, conditions that are especially challenging for child trafficking victims. The government granted permanent residence to victims if the trafficker was convicted; residence permits for indefinite lengths of time may be available without conviction, if authorities establish a formal charge of trafficking. The international and non-governmental organizations handled repatriations; victims from other EU countries faced challenges obtaining repatriation assistance. The Belgian Rapporteur urged a more victim-centered approach, especially for victims who are reluctant to participate in court proceedings, and recommended granting trafficking victims

greater legal status immediately upon their identification. The government continued to employ systematic procedures to identify and refer victims for care based on a 2008 interagency directive for trafficking victims; however, an evaluation of this directive determined that front-line responders needed more training to identify victims more effectively.

Victims were reportedly not detained, fined, or jailed for unlawful acts committed as a result of being trafficked. Judicial authorities continued to face challenges in identifying victims; to address this, Belgian authorities circulated administrative notices to prosecutors. Victims who assisted in the prosecution of trafficking were eligible for full protection status and a residency permit. During the year, the government issued or renewed 247 residence permits to trafficking victims.

PREVENTION

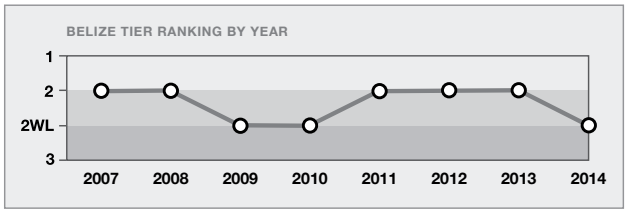
The Government of Belgium continued efforts to prevent trafficking through awareness campaigns targeting potential victims, and first-line responders, and warning employers of the dangers of trafficking. The Inter-Department Coordination Unit spearheaded an awareness campaign featuring pamphlets and training sessions targeting first-line responders such as social workers and health care professionals to help them identify trafficking victims, particularly among women in Belgium's legal sex trade. Flyers were also available to the public in the consular sections of Belgian embassies and consulates abroad, and military trainers, social inspectors, and magistrates received specialized anti-trafficking training. In July 2013, the government established a commission to mediate disputes between members of diplomatic posts and foreign domestic workers in their employ. Experts noted a lack of awareness among the public regarding child trafficking. The Rapporteur's office continued to publish an annual self-critical report on the government's anti-trafficking activities, focused on the importance of not punishing victims. The report noted that the government lacked a list of offenses typically linked to trafficking, whereby charges would be dropped immediately if the suspects of the infractions are actually victims.

The government continued to co-sponsor the nationwide campaign, "Stop Child Prostitution" in 2013 and continued to distribute a multilingual flyer describing available visas for potential trafficking victims. Belgian authorities identified child sex tourism as a serious problem among Belgian nationals in the previous reporting period, but reported no prosecutions of such activity in 2013. There were no efforts to reduce demand for commercial sex acts. The government provided specific anti-trafficking training to Belgian troops prior to their deployment abroad on international peacekeeping missions.

BELIZE (Tier 2 Watch List)

Belize is a source, destination, and transit country for men, women, and children subjected to sex trafficking and forced labor. A common form of human trafficking in Belize is the coerced prostitution of children, often occurring through parents pushing their children to provide sexual favors to older men in exchange for school fees, money, and gifts. Third-party prostitution of children under 18 is a form of human trafficking. Child sex tourism, involving primarily U.S. citizens, is an emerging trend in Belize. Additionally, sex trafficking and forced labor of Belizean and foreign women and girls, primarily from Central America, occurs in bars, nightclubs, and brothels throughout the country. Foreign men, women, and children, particularly from Central America, Mexico, and Asia, migrate voluntarily to Belize in search of work; some may fall victim to forced labor. Forced labor has been identified in the service sector among the South Asian and Chinese communities in Belize, primarily in restaurants and shops with owners from the same country. Children and adults working in the agricultural and fishing sectors in Belize are also vulnerable to forced labor.

The Government of Belize does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Belize is placed on Tier 2 Watch List. Early in 2014, the government made its first arrest under its 2013 trafficking law; however, it did not initiate any prosecutions. Victim identification efforts significantly declined, and the lack of proactive victim identification resulted in the detention and deportation of potential victims based on immigration violations. The government did not investigate or prosecute any public officials for alleged complicity in human trafficking-related offenses. The failure to convict and punish trafficking offenders, especially allegedly complicit government officials, remained a significant problem.



RECOMMENDATIONS FOR BELIZE:

Improve victim identification efforts by involving Spanish-speaking social workers, NGOs, or victim advocates in the process to ensure trafficking victims are not penalized and re-victimized for crimes committed as a direct result of being subjected to human trafficking; proactively implement the anti-trafficking law by vigorously investigating and prosecuting suspected forced labor and sex trafficking offenders, including officials allegedly complicit in trafficking; take steps to ensure trafficking offenders receive sentences that are proportionate to the gravity of the crime; finalize the anti-trafficking committee's draft formal procedures to guide officials in the identification and referral of victims of sex trafficking and forced labor; implement procedures to take trafficking victims to a safe location while conducting victim identification interviews, as victims often first appear as immigration violators and are reluctant to disclose details of their exploitation in a detention setting or post-raid environment; encourage all front-line responders, including prison officials, labor inspectors, and other law enforcement officials to implement victim identification procedures among groups vulnerable to trafficking, including migrant laborers, children, and people in prostitution; take steps to ensure the effective prohibition of the commercial sexual exploitation of children, including those of ages 16 and 17; increase partnerships with NGOs to reintegrate victims and to deliver specialized care for trafficking victims in Belize; and implement a targeted campaign educating domestic and foreign communities about domestic servitude and other types of forced labor, commercial sexual exploitation of children, and other forms of human trafficking.

PROSECUTION

The Government of Belize decreased its efforts to investigate and prosecute trafficking offenses and convict trafficking offenders in 2013; overall law enforcement efforts were weak and declined compared to the previous reporting period. The government has not incarcerated any trafficking offenders since 2011. The 2013 Trafficking in Persons (Prohibition) Act prohibits all forms of trafficking and prescribes punishments of one to eight years' imprisonment for the trafficking of adults, up to 12 years' imprisonment for the trafficking of children, and up to 25 years' imprisonment in cases involving sexual assault or other aggravating circumstances. The prescribed maximum penalty of eight years' imprisonment, and up to 25 years' imprisonment in some cases, is sufficiently stringent and commensurate with other serious crimes. The 2013 Commercial Sexual Exploitation of Children (Prohibition) Act criminalizes the facilitation of prostitution of children under 18 years of age. This law, however, allows for 16- and 17-year-old children to engage in sexual activity in exchange for remuneration, gifts, goods, food, or other benefits if there is no third-party involved. This provision is consistent with the international law definition of trafficking, but appears to sanction a practice that is likely to render children vulnerable to commercial sexual exploitation by third parties, especially in Belize where the coerced prostitution of children by parents is common. Third-party prostitution of children under 18 is a form of human trafficking.

In early 2014, the first suspect was arrested under the 2013 anti-trafficking law and charged with one count of trafficking involving a child. The government did not, however, initiate any new prosecutions in 2013, nor did it convict any trafficking offenders during the reporting period; this is a decline from the previous year when it convicted two offenders. At least five human trafficking prosecutions from previous years remained pending. The government did not provide data on the number of trafficking investigations it conducted during the year. It returned two trafficking suspects to Honduras and Nicaragua based on requests from those governments. Trafficking-related complicity by government officials, including allegations of involvement of high-level officials, continued. The government has yet to report any additional steps taken to prosecute a government official, noted in the 2011 Report, who allegedly raped a victim in the course of a trafficking investigation. Many off-duty police officers provide security for sex trade establishments, which risks inhibiting victims from coming forward and law enforcement's willingness to investigate allegations of human trafficking in the sex trade.

PROTECTION

The Belizean government's efforts to protect trafficking victims decreased compared to the previous reporting period. It did not proactively identify potential trafficking victims among vulnerable groups in 2013. Officials identified three trafficking victims, a significant decline from 13 identified the previous year. Although NGOs reported having identified additional potential trafficking victims, the government did not follow up on these referrals despite the mandate to protect victims under Belize's anti-trafficking law. Police did not systematically inspect brothels or bars for indications of trafficking during the year, and it was reported that front-line responders carrying out brothel raids generally looked for immigration violations over potential trafficking indicators. Underage girls were reportedly present in bars that function as brothels. The indiscriminate practice of fining, prosecuting, and convicting immigration offenders without screening for elements of trafficking or providing them with an opportunity to disclose possible exploitation resulted in limited victim identification.

The government, in partnership with NGOs, provided assistance to a total of six sex trafficking victims in 2013, three of whom were children. Three of the six victims were identified in a previous reporting period. This represents a decline from seven victims assisted in 2012 and 12 victims assisted in 2011. The government has yet to update draft procedures to guide officials and NGOs in referring trafficking victims to available services, as outlined in its 2012-2014 strategic plan. The government provided the equivalent of approximately $103,125 for victim care in 2013 through placements in safe houses, including NGO-run domestic violence shelters. There were no reports that victims were detained involuntarily in these shelters. The government placed child victims in foster care.

Authorities in Belize reportedly encouraged victims to assist with the investigation and prosecution of trafficking offenders until trial, although court delays caused victims to become discouraged and often led them to cease cooperation with law enforcement authorities despite their interest in seeking justice. The Government of Belize reported it provided initial temporary residency for formally identified foreign trafficking victims during the year. The government did not ensure for the safe and responsible repatriation of four additional potential trafficking victims. Belize's anti-trafficking law exempts trafficking victims from prosecution or punishment for crimes committed as a result of being subjected to human trafficking. Law enforcement and other government officials did not systematically employ formal mechanisms to guide them in identifying victims of sex trafficking and forced labor during the year. Reports persisted that potential trafficking victims were often jailed and or deported based on immigration violations.

PREVENTION

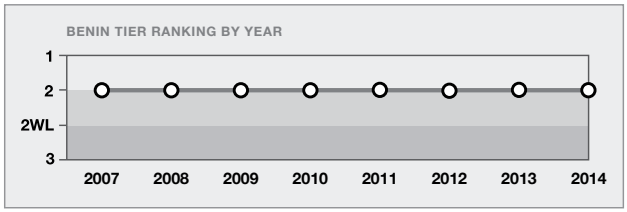
The government demonstrated minimal prevention efforts in 2013. Its anti-trafficking committee met less frequently than in previous years and did not proactively implement the 2012-2014 anti-trafficking national strategic plan. The government provided some anti-trafficking training to tour guides, students, and law enforcement officials during the year, but has yet to conduct significant outreach to educate law enforcement on Belize's 2013 anti-trafficking legislation; some senior law enforcement officials reported they did not know the anti-trafficking law existed. The government did not release public reports on its anti-trafficking efforts during the year; however, it demonstrated a commitment to transparency by inviting the UN Special Rapporteur on Trafficking in Persons to visit Belize to assess progress and challenges in combatting human trafficking. The government completed a survey during the reporting period to assess trafficking vulnerabilities in bars and nightclubs, particularly among women in prostitution, and reported it provided the information to law enforcement for further action. The government continued its awareness campaign in English, Spanish, Mandarin, and Hindi, primarily by disseminating previously created materials, including posters and public service announcements. The government's Office of the Special Envoy for Women and Children conducted a sexual abuse and exploitation awareness campaign during the year targeting adolescent girls. The Belize tourism board aired several public service announcements to address tourism and the demand for commercial sex acts in 2013. The government did not conduct any nationwide awareness campaigns to educate the public and government officials about the manifestations of trafficking

in Belize. In 2013, the government amended its sexual assault legislation to make it gender neutral and increase penalties for sexual assault; this legislation has been used previously to prosecute child sex tourism offenders in Belize.

BENIN (Tier 2)

Benin is a country of origin, transit, and destination for women, children, and men subjected to forced labor and sex trafficking. The majority of identified victims are Beninese girls subjected to domestic servitude or sex trafficking in Cotonou, the administrative capital. The practice of *vidomegon*, which traditionally provided educational or vocational opportunities to children by placing them in the homes of wealthier families, is now sometimes used to exploit children in domestic servitude. Children are forced to labor on farms, in commercial agriculture—particularly in the cotton sector—in artisanal mines, at construction sites, or as street or market vendors to produce or hawk items. A July 2013 UNICEF study cited over 7,800 children subjected to labor exploitation in the markets of Cotonou, Porto-Novo, and Parakou. Children from Burkina Faso, Nigeria, Togo, and Niger are also in forced labor in these sectors; Togolese girls are exploited in prostitution in Benin. Cases of child sex tourism, involving both boys and girls, were reported in the Department of Mono and on the shores of the Bight of Benin. In northern Benin, children in Koranic schools, known as *talibe*, are exploited in forced begging by Koranic teachers known as *marabout*. The majority of child trafficking victims are from the northern regions of Benin, and many are recruited and transported to Republic of the Congo, Nigeria, Gabon, and, to a lesser extent, Niger, Cote d'Ivoire, Ghana, and Guinea-Bissau, where they are forced to labor in homes, mines, quarries, restaurants, markets, and on cocoa farms. The majority of child victims intercepted in Benin, either from Benin or other West African countries, are *en route* to exploitation in Nigeria. Benin is the largest source country for trafficking victims in the Republic of the Congo. West African women are trafficked into domestic servitude and forced prostitution in Benin, and Beninese women are victims of sex trafficking in Lebanon.

The Government of Benin does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to prosecute and convict child labor traffickers and to identify and provide protective services to child trafficking victims, though authorities focused on intercepting traffickers and victims in transit rather than rescuing persons from exploitation in Benin. During the reporting period, the government identified 173 potential child trafficking victims and convicted six individuals for unlawfully transporting them. Anti-trafficking legislation—including prohibitions and penalties for the trafficking of adults—has remained pending review by the Ministry of Justice since September 2012. The government failed to systematically investigate instances of trafficking of adults and provide protective services to adult victims. It also did not investigate or prosecute any sex trafficking or forced labor offenses or cases that did not involve the movement of victims within Benin or across borders. Anti-trafficking progress continues to be hindered by the lack of adequate funding and staffing for the Office for the Protection of Minors (OCPM), the Ministry of Family, and the Ministry of Labor.



RECOMMENDATIONS FOR BENIN:
Finalize and enact draft legislation to criminalize all forms of trafficking consistent with the 2000 UN TIP Protocol; increase efforts to convict and punish trafficking offenders, including via existing statutes to prosecute sex trafficking and forced labor crimes, as well as the trafficking of adults; adequately sentence convicted trafficking offenders; develop systematic procedures for the proactive identification of victims—including those found to be in situations of forced labor—and their subsequent referral to care; train law enforcement officials on relevant legislation and identification and referral procedures; greatly increase funding to the OCPM, the Ministry of Labor, and the Ministry of Family to ensure they can adequately carry out their responsibilities for inspecting worksites for trafficking crimes and providing support to victims; improve efforts to collect law enforcement data on trafficking offenses and make these data available to other government agencies and the public; and launch a nationwide anti-trafficking awareness campaign.

PROSECUTION
During the reporting period, the government maintained its anti-trafficking law enforcement efforts, continuing its investigation and prosecution of potential child trafficking cases and its first case against adult labor trafficking suspects. Existing laws do not prohibit all forms of trafficking. The 2006 Act Relating to the Transportation of Minors and the Suppression of Child Trafficking (Act 2006-04) criminalizes all forms of child trafficking and prescribes penalties of 10 to 20 years' imprisonment. However, Act 2006-04 focuses on prohibiting and punishing the movement of children rather than their ultimate exploitation and prescribes much lower penalties—six months to two years' imprisonment or fines—for actual trafficking crimes involving labor exploitation; these penalties are not sufficiently stringent. The country's penal code outlaws procuring or offering someone for prostitution and the facilitation of prostitution and prescribes punishments of six months to two years' imprisonment, while the labor code prohibits forced labor and prescribes punishments of two months to one year imprisonment or a fine. These punishments are neither sufficiently stringent nor commensurate with punishments prescribed for other serious crimes, such as rape. Comprehensive anti-trafficking legislation that includes prohibitions and penalties for the trafficking of adults has remained pending review by the Ministry of Justice since the draft was completed in September 2012.

During the year, the Ministry of the Interior's OCPM—a specialized unit responsible for all criminal cases involving children—reported its investigation of 62 cases of child trafficking in addition to 11 cases of exploitative child labor, including several cases of domestic servitude. The government continued to fail to systematically investigate the trafficking of adults. OCPM referred 23 suspects to the courts for prosecution. Prosecutions in 20 cases remained ongoing in courts at the close of the reporting period. The government convicted six individuals for the illegal movement of children under Act 2006-04, a decrease

compared to 20 offenders convicted in 2012 and 25 in 2011. Although one offender received a suspended sentence, the courts sentenced five other offenders to terms of imprisonment of up to five years. For example, in April 2013, the Court of Abomey sentenced a trafficker to five years' imprisonment, under Act 2006-04 and penal code Article 354 (on kidnapping), following her exploitation of a 13-year-old Beninese girl in domestic servitude in Nigeria. The government failed to investigate or prosecute any cases involving sex trafficking offenses or forced labor on worksites. OCPM anecdotally reported cases of child exploitation occurring in Cotonou that did not involve movement of the victims from places outside of the capital. OCPM remained understaffed, underfunded, and without adequate office supplies, transportation, and fuel to conduct investigations and provide immediate victim assistance.

In May 2013, UNODC led a training session at the National Police Academy on counteracting child trafficking, as part of its broader training on child rights and protection for 10 senior and entry-level police officers. In partnership with UNODC, the government trained 20 gendarmes, police, and border protection agents on victim identification and trafficking case investigation techniques. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government sustained efforts to protect potential forced child labor victims during the year. The OCPM identified 173 trafficking victims in 2013. The majority of those identified were potential Beninese labor trafficking victims being moved to other countries, though children from Togo and Nigeria were also identified. Those identified also included five Nigerian sex trafficking victims ages 16 to 22, who fled to Benin after enduring sex trafficking by a Nigerian syndicate in Cote d'Ivoire. OCPM provided them temporary shelter, as well as legal, medical, and psychological services, in a transit center staffed by government and NGO personnel and located on police premises in Cotonou. OCPM then transferred victims to long-term NGO shelters; however, the government failed to provide financial or in-kind support to NGOs providing such care. For example, in March 2013, security forces intercepted and the OCPM subsequently identified 10 Beninese children who were allegedly destined for labor exploitation in Nigeria; the children were assisted at OCPM's transit center before government officials reunited them with their families. OCPM worked with the Ministry of Family to return Beninese children to their families, typically after schooling or vocational training provided by the Ministry of Family had been secured; it is unclear how many victims received such assistance during the year. Officials with the Ministries of Family, Justice, and Interior worked in partnership with UNICEF and NGOs to coordinate placement of child trafficking victims with host families who provided additional care to children prior to reinsertion into their home communities. Government social workers provided counseling for such children, while an NGO provided financial support to cover their basic needs. Through their broad services in support of victims of crime and vulnerable groups, 85 centers for social promotion (CSP) under the Ministry of Family, offered basic social services, food, and temporary shelter to trafficking victims throughout the country, particularly in rural areas where such services were scarce and in the reintegration of victims into their home communities.

The Beninese government partnered with the Nigerian government to repatriate five Nigerian victims and with the Gabonese and Congolese governments to facilitate the repatriation of at least 10 Beninese child trafficking victims. Officials and NGO stakeholders in destination countries noted re-trafficking was an issue once victims returned to Benin, with the child or their siblings often sent back to the trafficker by their parents to uphold their initial agreement to send children. The Beninese government failed in 2013 to carry out joint investigations or extraditions of charged defendants in cooperation with Congolese authorities—a key component of their anti-trafficking cooperation agreement. In August 2013, Beninese officials met with Gabonese authorities to finalize an agreement for cooperation on child trafficking, although this remained incomplete at the end of the reporting period. As part of its cooperation agreement with Nigeria, Beninese security officials routinely hand over to Nigerian authorities alleged Nigerian traffickers intercepted at the border.

The OCPM did not encourage child victims to take part in investigations or court proceedings unless a judge required it, preferring not to expose them to potential additional trauma. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked. However, the government did not make systematic efforts to identify adult trafficking victims or employ any mechanism to screen individuals in prostitution for trafficking victimization, which may have left victims unidentified in the law enforcement system.

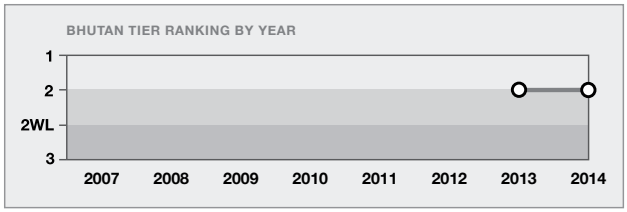
PREVENTION

The government made minimal efforts to prevent trafficking in persons during the year. The anti-trafficking coordinating body—the Trafficking and Exploitation Technical Working Group of the National Monitoring and Coordination Working Group for Child Protection—reportedly met during the year, but failed to coordinate national anti-trafficking efforts, or organize awareness campaigns for the second consecutive year. Nonetheless, during the reporting period, the Ministries of Justice and Family held sessions to raise awareness of child trafficking and the related provisions under Beninese law, specifically in source communities. In July 2013, the government launched the National Plan for the Elimination of the Worst Forms of Child Labor (2012-2015) and the Ministries of Labor, Family, and Justice introduced activities from the plan into their annual work plans. In June 2013, as part of the World Day of Action Against Child Labor, the government, in cooperation with the ILO, UNICEF, and UNHCR, raised awareness of the worst forms of child labor, including child trafficking, at granite and gravel quarries in Dogbo and children's fairs held in Cotonou, Lokossa, and Zapkota. During ILO-funded trainings, Ministry of Labor officials trained 25 labor inspectors on techniques to combat child labor in October 2013, and members of the National Executive Committee to Combat Child Labor, in May 2013. Labor inspectors generally imposed administrative penalties, resulting in fines, even for serious labor violations, some of which likely included trafficking crimes; in 2013, the Ministry of Labor did not report penalization of any child labor law violations. The government took no systematic steps to reduce the demand for commercial sex acts or forced labor both within the country and in other countries during the reporting period. It provided Beninese troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though such training was conducted by a foreign donor.

BHUTAN (Tier 2)

Bhutan is a destination country for men, women, and children vulnerable to forced labor and sex trafficking, and a source country for Bhutanese children subjected to forced labor and sex trafficking within the country and in India, although data is limited. Bhutanese girls, who work as domestic servants and entertainers in *drayungs*, or karaoke bars, are subjected to sex and labor trafficking through debt and threats of physical abuse. Young, rural Bhutanese are transported to urban areas, generally by relatives, for domestic work, and some of them are subjected to domestic servitude. An expanding construction sector has resulted in an increase in low-skilled foreign labor, primarily men from India. Most domestic workers are young girls from poor, rural areas of Bhutan, though some women and girls are transported to Bhutan from India.

The Government of Bhutan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. There were no known law enforcement efforts to combat trafficking in persons. The government did not use formal procedures to identify trafficking victims among vulnerable populations, but funded an NGO whose services were available to protect trafficking victims. Some government agencies have a limited understanding of trafficking in persons and do not recognize trafficking in Bhutan.



RECOMMENDATIONS FOR BHUTAN:

Create, or appoint, an agency to take the lead on trafficking in persons issues; formalize standard operating procedures to proactively identify trafficking victims, both men and women, and refer them to protection services; take law enforcement efforts to address trafficking; investigate, and if there is enough evidence, prosecute those cases; amend Section 154 in the penal code to refine the definition of human trafficking so the purpose of the crime is "exploitation" rather than "any illegal purpose;" undertake and publish a comprehensive assessment of all forms of human trafficking—including labor trafficking of men—in Bhutan; train government officials on the existence of human trafficking and the implementation of anti-trafficking laws; establish shelters for trafficking victims in border areas; continue to fund NGOs that provide protective services to trafficking victims; ensure that trafficking victims are not penalized for acts committed as a result of being trafficked, such as prostitution or immigration offenses; undertake human trafficking awareness-raising measures among vulnerable populations; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Bhutan did not deploy sufficient law enforcement efforts against human trafficking. Article 154 of the penal code was amended in 2011 broadly to criminalize a person who "recruits, transports, sells or buys, harbors or receives a person through the use of threat or force or deception within, into, or outside of Bhutan for any illegal purpose." This definition departs from the 2000 UN TIP Protocol definition because it requires that the purpose be otherwise "illegal," rather than for the purpose of engaging in "exploitation," such as forced prostitution or labor. Bhutan also defines trafficking to include the buying, selling, or transporting of a child for any illegal purpose and the same actions if done for the purpose of engaging a person in prostitution in Articles 227 and 379 of the penal code, respectively. It also prohibits all forms of trafficking of children "for the purpose of exploitation" in Article 224 of the Child Care and Protection Act of 2011. Punishments range from three years' to life imprisonment. The Labor and Employment Act of 2007 also prohibits most forms of forced labor, with penalties from three years' to five years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government did not investigate or prosecute any suspected trafficking offenders in the reporting period. The Government of Bhutan did not report any investigations, prosecutions, or convictions of cases of government employees complicit in human trafficking. Officials' lack of training and lack of awareness of human trafficking continued to impair the government's response to cases.

PROTECTION

The Government of Bhutan continued to fund an NGO that provides protection to victims; however, protection efforts were impaired by the government's denial of a trafficking problem. The government did not employ systematic procedures to identify victims and refer them to protective care. The government did not identify any trafficking victims, but NGOs identified four trafficking victims during the reporting period: a Bhutanese boy and girl subjected to domestic servitude in India, and two Indians subjected to domestic servitude in Bhutan. The government does not have its own victim protective custody facilities, but funds an NGO partner to provide shelter and rehabilitation to women and children who are victims of all types of violence, including domestic violence, sexual assault, and human trafficking. Services provided by the shelter included counseling, emergency shelter, reintegration assistance, legal aid, advocacy, and creation of community-based support systems to assist with victim identification. There was no equivalent facility for adult males. Adult victims were not able to leave the shelter unchaperoned until after all court proceedings were completed. The Government of Bhutan continued its policy of deporting undocumented migrant workers without screening them for victimization. The law does not provide legal alternatives to removal of trafficking victims to countries in which victims would face retribution or hardship. The government did not fund or conduct any specialized anti-trafficking training.

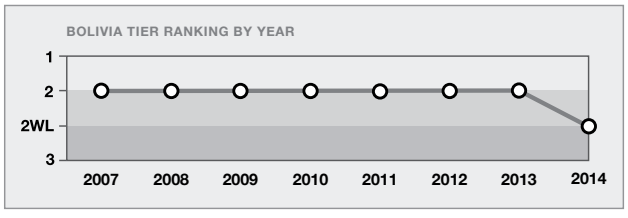
PREVENTION

The Government of Bhutan undertook some efforts to prevent human trafficking. The Bhutan Labor and Employment Act of 2007 required employment recruiters to abide by the same labor laws as employers, and regulated recruiters by requiring licenses. Migrant laborers are registered with the government, and working conditions are monitored by the Ministry of Labour and Human Resources. The government did not launch any campaigns to raise awareness of trafficking in persons in the country. The government did not report whether it took steps to reduce the demand for commercial sex acts. Bhutan is not a party to the 2000 UN TIP Protocol.

BOLIVIA (Tier 2 Watch List)

Bolivia is principally a source country for men, women, and children who are exploited in sex trafficking and forced labor within the country and abroad. To a more limited extent, women from other nearby countries, including Brazil and Paraguay, have been identified in forced prostitution in Bolivia. Indigenous Bolivians are particularly vulnerable to sex and labor trafficking. Women, children, and men are subjected to sex trafficking in Bolivia; LGBT youth are particularly vulnerable to sex trafficking. Bolivian women and girls are also exploited in sex trafficking in neighboring countries, including Argentina, Peru, and Chile. Within the country, Bolivian men, women, and children are found in forced labor in domestic service, mining, ranching, and agriculture. Bolivians working in agriculture, food processing, and ranching in the Chaco region of Bolivia experience forced labor; indicators include physical confinement, induced indebtedness, nonpayment or withholding of wages, and threats of violence. Some indigenous families reportedly live in debt bondage in the country, particularly in the Chaco region. The press reports cases of children forced to commit criminal acts, such as robbery and drug production, and children participating in forced begging. Bolivians are found in forced labor in Argentina, Brazil, Chile, Peru, Spain, the United States, and other countries, usually in sweatshops and agriculture, as well as in domestic service. In 2013, Bolivian authorities identified Bangladeshi men transiting through Bolivia to Brazil as potential labor trafficking victims. Authorities report some nationals from neighboring countries engage in child sex tourism.

The Government of Bolivia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities continued to report identifying a large number of potential trafficking victims and convicted two trafficking offenders, a decrease from six convictions in 2012. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Bolivia is placed on Tier 2 Watch List. Bolivian authorities did not allocate adequate funding for specialized victim services as required under the anti-trafficking law of 2012, nor did they make efforts to register and inspect employment agencies for possible involvement in trafficking, another requirement of the law. Uneven data collection made it difficult to assess government efforts to identify and assist trafficking victims and to investigate and prosecute trafficking cases. Specialized services for adult victims and victims of forced labor were nonexistent. The number of trafficking convictions remained low relative to the large number of victims in Bolivia, particularly for forced labor. Despite the large number of Bolivian trafficking victims identified in neighboring countries, authorities did not report how many, if any, of these victims received government-provided services upon repatriation.



RECOMMENDATIONS FOR BOLIVIA:
Enhance victim services across the country by increasing resources designated for specialized assistance for trafficking victims, including for victims of forced labor; strengthen efforts to prosecute trafficking offenses, and convict and punish trafficking offenders and fraudulent labor recruiters; increase resources for prosecutors and police and ensure dedicated human trafficking units focus on human trafficking as opposed to other crimes, such as missing persons; develop formal procedures for identifying trafficking victims among vulnerable populations; intensify law enforcement efforts against the forced labor of adults and children, including domestic servitude, and the forced prostitution of adults; provide all returning Bolivian trafficking victims reintegration services; and improve data collection.

PROSECUTION

The Government of Bolivia initiated fewer trafficking investigations and convicted fewer trafficking offenders compared with the previous year. Law 263 of 2012 prohibits all forms of trafficking and establishes penalties of 10 to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed under Bolivian law for other serious crimes, such as rape. The law diverges from the 2000 UN TIP Protocol by penalizing illegal adoption as human trafficking. Some officials conflated human trafficking with the movement of children within the country or to other countries without proper documentation. Some police and prosecutors investigated child sex trafficking as non-trafficking crimes, such as pimping.

Prosecutors reported opening 181 trafficking investigations in 2013; there was no information available regarding how many of these cases involved sex trafficking, forced labor, or illegal adoption or how many victims were children or adults. This represents a decrease from 285 trafficking investigations reported opened by prosecutors in 2012. There were also 161 trafficking investigations that remained open from previous years. In addition, 55 investigations from previous years closed in 2013, 52 for lack of sufficient evidence. The government prosecuted and convicted two trafficking offenders in 2013, but did not report their sentences. In comparison, the government reported convicting one forced labor and five sex trafficking offenders in 2012.

The government operated 15 specialized anti-trafficking and anti-smuggling police units. Some of the cases investigated by these units involved other crimes such as missing persons and domestic violence, limiting officers' ability to focus on human trafficking cases. The national coordination office responsible for prosecution of human trafficking and other crimes maintained a database of trafficking cases, but this database lacked specific information such as the number of prosecutions initiated during the year or the kind of trafficking cases involved. At least one prosecutor in each of Bolivia's nine departments was designated to handle trafficking cases in addition to their existing caseload. Prosecutors reported that police conflated trafficking with other issues, such as runaway youth, and that police gathered insufficient evidence to prove trafficking crimes. Law enforcement officials and prosecutors received anti-trafficking training from government officials in 2013, often partnering with international organizations with foreign donor funding. The ombudsman's office reported that two police officers allegedly forced female inmates into prostitution. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Bolivia made inadequate victim protection

efforts, and civil society organizations provided the majority of specialized care without government funding. The government lacked formal procedures for identifying trafficking victims among vulnerable populations, such as people in prostitution or child laborers. Prosecutors reported identifying 253 trafficking victims in 2013, but did not specify how many were exploited in labor trafficking or sex trafficking. More than half of these identified victims were Bolivian girls, and based on press accounts and past trafficking convictions, most victims identified were girls in sex trafficking. Efforts to identify forced labor victims or adult trafficking victims were more limited. Authorities reported that labor inspectors were trained to identify forced labor cases, but did not report if any inspectors did so in 2013. Argentine and Brazilian officials reported identifying a large number of Bolivian victims during the year, some of whom returned to Bolivia.

Specialized victim services were lacking in most of the country. Police and prosecutors referred victims to services and shelters during the year, including social workers, although the government did not report the total number of victims assisted in 2013 or what kind of services these victims received. Authorities had a victim attention protocol outlining required victim support procedures for different government institutions, but it is unclear how it was implemented. The government operated one shelter in La Paz for girl victims of sexual abuse and commercial sexual exploitation that assisted 30 child sex trafficking victims in 2013. Funding for this shelter was inadequate to meet the needs of victims. Law 263 required regional governments to create specialized care centers for trafficking victims, but none did so during the year. The government funded no specialized services for boys or for adult victims. Departmental governments operated special victims units focused on providing legal and psychological services to victims of gender-based violence, including victims of human trafficking, but did not report how many trafficking victims these units assisted. These units varied in effectiveness and most lacked sufficient resources. NGOs and religious groups provided the majority of shelter care and reintegration programs without government funding; none of these programs were exclusively for trafficking victims. An international organization funded the repatriation of 19 Bolivian victims from Argentina and Peru, and the government did not have sufficient funding to assist Bolivian victims exploited in neighboring countries. Authorities did not report what services were provided to repatriated victims. In this reporting period, the government did not report progress in providing long-term medical, psychological, and legal support for trafficking victims and improving victim protection, deficiencies identified by an internal government assessment conducted in 2012.

The government encouraged victims to participate in trafficking investigations and prosecutions, though victims often chose not to cooperate out of fear of reprisals from traffickers and lack of faith in the judicial system. During the year, there was one known case in which government officials released the names of child trafficking victims to the press. The trafficking law criminalizes the release of victim information by government employees and prescribes penalties of three to eight years' imprisonment, but authorities did not report initiating any prosecutions for this crime. There were no reports of identified victims being jailed or penalized for unlawful acts committed as a direct result of their being subjected to human trafficking. The government could provide foreign victims with humanitarian visas to temporarily remain in Bolivia, but did not report doing so during the year.

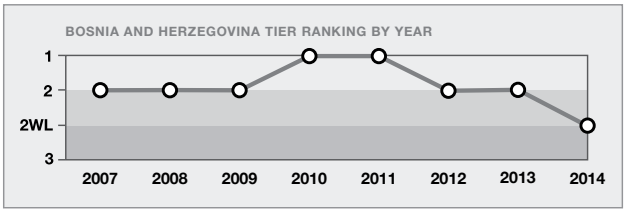
PREVENTION

The government took limited prevention efforts, which varied greatly in effectiveness across the country. The national anti-trafficking council, which also focused on smuggling, met monthly and drafted a national plan for trafficking and smuggling in 2013 with civil society input. Several departments formed anti-trafficking councils of varying effectiveness to coordinate local policies; however, coordination between government agencies was uneven outside of the capital. Law 263 obligated private media outlets to run or publish public awareness announcements on human trafficking without remuneration. It also required the Ministry of Labor to create a national registry of employment agencies—entities often involved in trafficking cases—in order to monitor for trafficking activity, but authorities did not establish this mechanism in 2013. There were no reported investigations, prosecutions, or convictions for child sex tourism during the year. The government did not report any efforts to reduce demand for commercial sex acts or forced labor. It did not report providing anti-trafficking training to its troops before they deployed on international peacekeeping missions.

BOSNIA AND HERZEGOVINA (Tier 2 Watch List)

Bosnia and Herzegovina is a source, destination, and transit country for men, women, children, and persons with developmental disabilities subjected to sex trafficking and forced labor. Bosnian women and girls are subjected to sex trafficking within the country in private residences, motels, and gas stations. Roma boys and girls are subjected to forced labor, including forced begging and forced marriage by local organized criminal groups. In some cases of forced marriage, girls as young as 12-years-old have been subjected to domestic servitude and had their passports withheld. In past years, victims from Serbia, Bulgaria, Germany, Kosovo, and Ukraine were subjected to sex trafficking and forced labor within the country. Bosnian victims are subjected to sex trafficking and forced labor in Serbia, Slovenia, Macedonia, Azerbaijan, Croatia, Spain, Italy, and other countries in Europe.

The Government of Bosnia and Herzegovina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government allocated funding for anti-trafficking activities in the national budget. Both the Brcko district and the Republika Srpska amended their anti-trafficking laws. Despite these measures, the government did not show progress in convicting trafficking offenders or identifying and protecting trafficking victims; therefore, Bosnia and Herzegovina is placed on Tier 2 Watch List. The government has not yet amended all sub-national laws to criminalize all forms of trafficking consistent with national and international law. It significantly decreased its identification of victims, representing a lack of vigorousness regarding investigations, victim identification, and prosecutions by relevant agencies. Law enforcement and judiciary agencies failed to prioritize forced labor and forced begging as criminal activities.



RECOMMENDATIONS FOR BOSNIA AND HERZEGOVINA:

Vigorously investigate sex and labor trafficking and hold trafficking offenders accountable through prosecutions and appropriate sentences; increase victim identification; harmonize all sub-national laws to explicitly criminalize all forms of trafficking consistent with the state law and the 2000 UN TIP Protocol; increase assistance and protection for all victims of trafficking, regardless of their cooperation with law enforcement or outcome of prosecutions; increase efforts to provide training to officials on identification of victims of labor trafficking; train all front-line officers on the identification of victims, including law enforcement, social welfare officers, child centers, medical staff, and labor inspectors; include labor inspectors in the national referral mechanism with a goal of increasing identification of male victims and labor trafficking victims; ensure that child victims are afforded adequate care during the investigation and prosecution of trafficking cases, including protection from threats and a coherent, unified system of victim care throughout trial; enhance transparency regarding victim protection, including by better integrating Roma groups into decision-making processes; make stronger efforts to prevent trafficking by reducing the demand for commercial sex acts and the use of the services of trafficking victims; and provide a reflection and recovery period for all victims of trafficking.

PROSECUTION

The Government of Bosnia and Herzegovina improved anti-trafficking law enforcement efforts over the last year by increasing prosecutions and convictions throughout the state; although one of the entities and the Brcko District harmonized their laws with national and international law in 2013, law enforcement and judiciary agencies failed to prioritize forced labor and forced begging as criminal activities, and accountability for traffickers remained weak. Bosnia and Herzegovina prohibits sex trafficking and forced labor through Article 186 of the criminal code, which prescribes penalties of three to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, the state prosecutor's office initiated investigations into alleged crimes committed by six sex trafficking suspects, compared with eight in 2012; investigations involving 28 suspects remained pending from previous reporting periods. The state prosecutor's office initiated prosecutions against five alleged trafficking offenders, including one for forced labor, compared to at least one prosecution in 2012. The national government convicted two trafficking offenders during the reporting period, compared to one conviction in 2012, and sentenced each offender to four years' imprisonment for sex trafficking.

Bosnia and Herzegovina consists of two entities within the state, the Federation of Bosnia and Herzegovina and the Republika Srpska. Each entity has political, legislative, and judicial authority. The Brcko District is a self-governing unit under the jurisdiction of the state. Because the Federation's amendments were rejected, the government has yet to fully harmonize sub-national laws with the state anti-trafficking law and the 2000 UN TIP Protocol to explicitly criminalize all forms of trafficking. The harmonization addresses an important jurisdictional objective, as only cases with an international aspect can be prosecuted at the state level. The entity-level authorities address domestic offenses. In the absence of such trafficking-specific statutes, some trafficking offenders were prosecuted under an old Enticement to Prostitution statute, Article 210 of the Federation of Bosnia and Herzegovina's criminal code. During the reporting period, Republika Srpska authorities revised Article 198a of their criminal code to bring it into compliance with the definition of trafficking under international law. During the reporting period, Article 207 Enticement to Prostitution of the criminal code of the Brcko District was amended to include Article 207(a), which criminalizes trafficking and prescribes a minimum of five years' and maximum of 10 years' imprisonment. Cantonal (local) prosecutors' offices within the Federation investigated 14 alleged trafficking offenders and initiated prosecutions for eight persons, compared with three in 2012. During the reporting period, Federation courts convicted five trafficking offenders, greater than the number of convictions in 2012. Two traffickers were sentenced to imprisonment and three received suspended sentences. Courts sentenced the two offenders to 1.5 years' imprisonment. Courts in the Republika Srpska investigated one alleged offender and initiated prosecution for one person; courts convicted one offender under Article 198, compared with two in 2012. The Brcko District investigated three persons and initiated prosecutions for two alleged offenders. One offender was convicted under Article 207 and sentenced to eight years' imprisonment for forced labor.

Training for government officials focused on recognition, investigation, and prosecution of trafficking. Corruption remained a problem, and police reportedly accepted bribes in exchange for information concerning upcoming raids. The government did not report any investigations, prosecutions, or convictions of public officials for alleged complicity in trafficking-related offenses during this reporting period.

PROTECTION

The government's efforts to protect victims of trafficking decreased during the reporting period as victim identifications dropped to the lowest level ever, reflecting the lack of vigorous investigation, identification, and prosecution by relevant agencies. The national referral mechanism did not incorporate labor inspectors, hampering efforts to identify and assist victims of forced labor. The government identified 16 victims of trafficking in 2013, a steep decrease from 39 victims in 2012. Of the identified victims, 13 were subjected to forced labor and three were victims of sex trafficking. Nine of the 16 identified victims were children, five were adult females, and two were adult males. Government experts noted the number of identified victims was significantly lower than the estimated incidence of trafficking. During the reporting period, seven NGOs received small grants from the government to meet basic needs of victims of trafficking. NGOs reported a lack of transparency in the allocation of government funds, particularly with regard to Roma victims. The government referred six victims of trafficking to shelters; the child victims were accommodated with their families; and some victims declined assistance. Foreign victims were permitted to permanently leave the shelter after obtaining approval; domestic minor victims were permitted to leave after obtaining the consent of a guardian; and domestic adult victims were permitted to leave the shelter at any time. The victims were not permitted to leave the shelter without a chaperone.

The government offered domestic and foreign victims of trafficking reintegration services and access to psychological assistance, medical care, vocational training, legal counseling, and aid, provided they reside in recognized or authorized shelters. Assistance to victims was provided by social welfare centers throughout the country; victims of trafficking who were no longer in shelters were not offered these rehabilitation or reintegration services or given access to the labor market.

Six victims of trafficking received assistance. The government rarely referred foreign victims to legal service providers, despite agreements with an NGO to do so. Experts expressed concerns about interview techniques used with child trafficking victims, noting a victim was interviewed in front of her suspected exploiter. Foreign victims of trafficking are eligible for a humanitarian visa for a legal, temporary stay in Bosnia and Herzegovina. Prior to requesting such a visa, victims are permitted a 30-day period to determine whether they want to request a visa. The government allows victims of trafficking who hold a humanitarian visa to work legally in the country and to count time spent under such a visa towards permanent residency; there is no special visa for trafficking victims. In practice, temporary residency permits were granted only to victims whose cases were prosecuted. One victim of trafficking requested and received a residence permit during the reporting period; the two victims who received residence permits in 2012 were subsequently repatriated. Observers reported that, once prosecutors determined a victim's testimony was not needed, or when they closed a case due to lack of evidence, the government often initiated deportation procedures against victims of trafficking without providing them adequate assistance or arranging for their safe repatriation. NGOs reported the state prosecutor improperly required proof of recruitment as part of a child trafficking case in order to charge the case as trafficking. Experts documented problems with the continuity of victim care; after indictment, victim-witness support from law enforcement and prosecutors ended, and the court took over any support. This lack of continuity discouraged victims' participation and was confusing, as victims did not receive timely updates on the status of their case. Furthermore, the Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA) documented that child victims were intimidated during trials and that authorities did not use available legal protections to shield them from threats. There were no reports of victims being detained or otherwise penalized for unlawful acts committed as a result of their being trafficked. Only Brcko District contains a provision exempting trafficking victims from prosecution for unlawful acts.

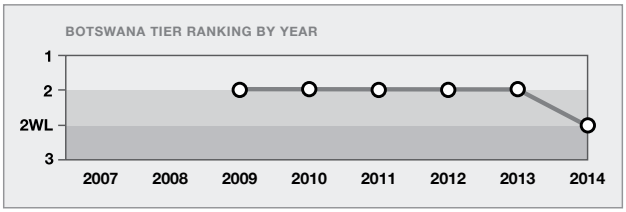
PREVENTION

The Government of Bosnia and Herzegovina made moderate efforts to prevent trafficking during the reporting period. In 2013, the government co-organized several activities and public awareness campaigns on the prevention of human trafficking and trafficking of forced labor, especially forced begging and domestic servitude. The government allocated the equivalent of approximately $7,000 for activities associated with the 2013 European anti-trafficking day, which included a panel discussion with high school students on trafficking prevention. In cooperation with an NGO, the State Coordinator expanded existing anti-trafficking monitoring teams, which coordinated the implementation of the national action plan and incorporated mental health professionals into the team. The monitoring team produced guidelines to mental health centers on working with victims of trafficking. The government adopted a new national action plan for 2013-2015. The government allocated the equivalent of approximately $133,000 to implement the national strategy and action plan in 2014, compared with $100,000 in 2013. The government, in cooperation with the OSCE, maintained a training program for peacekeepers on identifying and reporting human trafficking. The government undertook some modest public prevention campaigns targeting the demand for commercial sex acts, although the GRETA report concluded these efforts were weak.

BOTSWANA (Tier 2 Watch List)

Botswana is a source and destination country for women and children subjected to forced labor and sex trafficking. Residents of Botswana most susceptible to trafficking are unemployed men and women, those living in rural poverty, agricultural workers, and children. Some parents in poor rural communities send their children to work for wealthier families as domestic servants in cities or as herders at remote cattle posts. Young Batswana serving as domestic workers for extended family or friends of family in some cases may be denied access to education and basic necessities or subjected to confinement or verbal, physical, or sexual abuse—all conditions indicative of forced labor. Batswana girls are exploited in prostitution within the country, including in bars and along major highways by truck drivers. The ILO and a child welfare organization in Botswana believe that a significant minority of persons in prostitution are children. Undocumented Asian immigrants may be vulnerable to forced labor due to the threat of deportation; for example, in a previous year, an Indian national was held in forced labor through nonpayment of wages and withholding of his passport by traffickers of the same nationality. NGOs report forced labor of both adults and children of the San ethnic minority group on private farms and at cattle posts.

The Government of Botswana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, including the Botswana Police Service's (BPS) survey of potential trafficking cases, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous year; therefore, Botswana is placed on Tier 2 Watch List. The government has never criminally prosecuted or convicted a trafficking offender, and did not investigate reports of complicity by officials in trafficking crimes. The Ministry of Defense, Justice, and Security (MDJS)—the lead ministry overseeing anti-trafficking efforts—did not make progress in developing national anti-trafficking policy during the reporting period. The government did not enact draft anti-trafficking legislation or launch an awareness-raising campaign. It also has yet to develop formal victim identification and referral procedures—inhibiting the identification and provision of services to victims among vulnerable groups, including women in prostitution and undocumented migrants. Officials did not address gaps in its social assistance programming, which prevented the provision of protection services to the large majority of children discovered in prostitution in the previous reporting period; the government continued to not provide assistance to these children because they were neither orphans nor destitute.



RECOMMENDATIONS FOR BOTSWANA:

Enact comprehensive anti-trafficking legislation; increase efforts to investigate and criminally prosecute cases against suspected trafficking offenders using existing laws for both transnational and internal trafficking cases; develop a formal system to identify trafficking victims proactively and refer them to care; train law

enforcement, immigration, and social welfare officials on these identification procedures to screen vulnerable populations, including women in prostitution and undocumented migrants, for potential trafficking victimization; establish a program to provide specific care for trafficking victims, either directly or in partnership with NGOs, to provide them accommodation during their support to investigations; develop guidelines for government-provided services to include victims of child prostitution; launch a national human trafficking awareness campaign; and institute a unified system for documenting and collecting data on human trafficking cases.

PROSECUTION

The Government of Botswana made minimal progress in its anti-trafficking law enforcement efforts, as it did not enact draft anti-trafficking legislation and did not demonstrate significant efforts to vigorously investigate and prosecute trafficking offenses under existing law. Botswana does not have a law specifically prohibiting trafficking in persons, though provisions in the Penal Code of 1998, such as those in sections 150-158 (forced prostitution), section 256 (kidnapping for slavery), and sections 260-262 (slavery and forced labor), prohibit most forms of trafficking. The sufficiently stringent penalties prescribed for offenses under these sections range from seven to 10 years' imprisonment, and are commensurate with those prescribed for other serious crimes, such as rape. Sections 57 and 114 of the 2009 Children's Act prohibit child prostitution and child trafficking, respectively; section 57 prescribes penalties of two to five years' imprisonment for facilitation or coercion of children into prostitution, while section 114 prescribes penalties of five to 15 years' imprisonment for child trafficking. The Children's Act fails to define child trafficking, potentially limiting its utility. As reflected in the 2013 Report, the Attorney General completed drafting anti-trafficking legislation in October 2012 and submitted it to the Cabinet for review in early March 2013. Parliament did not pass the legislation during the reporting period.

In 2013, the government reported on law enforcement efforts to address potential trafficking crimes, but continued to focus on investigating potential trafficking crimes involving transnational movement. It did not investigate any cases involving Batswana victims trafficked internally—including children in prostitution or domestic servitude. The government did not initiate investigations and prosecutions of forced labor and sex trafficking offenses during the year. A trafficking prosecution initiated in 2010 involving an aunt who exploited her niece in domestic servitude was ongoing at the end of the reporting period.

There were no investigations or prosecutions of government employees for complicity in trafficking crimes reported in this and previous reporting periods. A government-funded NGO reported that members of the civil service, including police officers, soldiers, and teachers, were among the clients of children in commercial sex. The government trained an increased number of officials on human trafficking; as part of four workshops over the year, the BPS trained 300 police officers on victim identification and interview techniques.

PROTECTION

The government made minimal efforts to protect victims of trafficking during the year. The government identified two potential trafficking victims in 2013 and referred them to an NGO. However, the government did not make systematic efforts or develop formal procedures to identify trafficking victims and refer them to care. Botswana has no social services specifically assisting victims of human trafficking. The government funded an NGO-operated shelter, which provided general services to children. One child victim of domestic servitude, identified in 2010, remained within the care of this shelter for a fourth year and government social workers continued to oversee her case. While a government-funded NGO received a request from a social services official to provide assistance to two potential child trafficking victims from Zimbabwe, it lacked the resources to do so. In the previous reporting period, Department of Social Services staff provided services to only one of the 58 children removed from prostitution, as the children were not orphaned or destitute and, therefore, were judged not to qualify for existing social services programming; the government did not correct such gaps in social assistance programming during the year.

Botswana does not have laws, regulations, or policies that protect trafficking victims from punishment for unlawful acts committed as a direct result of their being trafficked or that allow foreign victims relief from deportation. For example, police exclusively arrest persons soliciting prostitution but do not screen this vulnerable population for victimization. The government deported undocumented foreign migrants within 24 hours of arrest and, due to limited time and resources, provided only informal screening for trafficking victimization for approximately 300 undocumented foreign migrants deported each day. Botswana's informal screening has never resulted in the identification of a trafficking victim.

PREVENTION

The government made decreased efforts to prevent trafficking during the year. In the previous reporting period, the government began to develop a national action plan; it did not complete or begin to implement this plan in 2013. Despite official recognition of the need to increase the understanding of trafficking among Batswana, the government did not launch any trafficking awareness campaigns for the third consecutive year. In December 2013, in partnership with a foreign embassy and an NGO, the government held a workshop and youth dialogue where officials presented proposed legislation and police acknowledged anti-trafficking challenges in Botswana; the events reached at least 100 youth, in addition to government and foreign officials in attendance. In March 2014, in partnership with IOM and UNHCR, the government held a workshop for civil society and government officials on addressing the challenges of mixed migration, which included a segment on trafficking victims. The government did not make efforts to reduce the demand for commercial sex acts during the reporting period.

BRAZIL (Tier 2)

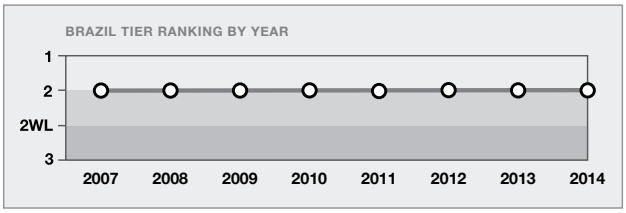
Brazil is a large source and destination country for men, women, and children subjected to sex trafficking and forced labor. Brazilian women and children are exploited in sex trafficking within the country, and federal police report higher rates of child prostitution in the north and northeast regions. Brazilian women are found in sex trafficking abroad, often in Western Europe or neighboring countries such as Suriname, but also as far away as Japan. To a lesser extent, women from neighboring countries, including Paraguay, are exploited in sex trafficking in Brazil. Transgender Brazilians are forced into prostitution within the country, and Brazilian men and transgender Brazilians have been exploited in sex trafficking in Spain and Italy. Child sex

tourism remains a problem, particularly in resort and coastal areas in Brazil's northeast. Child sex tourists typically arrive from Europe and, to a lesser extent, North America.

Under Brazilian law, the term *trabalho escravo*, or slave labor, is defined as forced labor or labor performed during exhausting work days or in degrading working conditions. While not all individuals identified as working in *trabalho escravo* are forced labor victims, one study noted that 60 percent of workers interviewed in rural *trabalho escravo* cases had experienced key indicators of forced labor, and numerous cases involving debt bondage were identified during the year. Some Brazilian men, and to lesser extent women and children, are subjected to *trabalho escravo* in rural areas, often on cattle ranches, charcoal production camps, and sugar-cane plantations, as well as in logging, mining, and agriculture. There is a correlation between *trabalho escravo* and environmental degradation and deforestation-related activities, particularly in the Amazon region. Brazilians in *trabalho escravo* have also been identified in urban areas, primarily in construction, as well as in factories and the restaurant and hospitality industries. For the first time, in 2013 Brazilian authorities identified more individuals in *trabalho escravo* in urban areas than in rural areas. Labor inspectors have identified *trabalho escravo* used by sub-contractors constructing subsidized housing for a government program. Brazil is a destination for men, women, and children from other countries, principally Bolivia, Paraguay, Peru, Haiti, and China, exploited in forced labor and debt bondage in a variety of sectors. These sectors include construction; the textile industry in metropolitan centers, particularly Sao Paulo; and small businesses in different parts of the country.

Many Brazilian women and children, as well as girls from other countries in the region, are exploited in domestic servitude, particularly in the northeast and in the interior of the country. Child domestic servitude is rarely identified, although a recent census estimates indicate that more than 250,000 children—some of whom are trafficking victims—are employed as domestic workers in Brazil. In some cases, traffickers informally adopt girls to work in homes without remuneration. Some Brazilian men, women, and children who are trafficking victims are forced by their traffickers to engage in criminal activity within the country and in neighboring countries, including drug trafficking. Brazilian forced labor victims have been identified in other countries, including Spain, Italy, and the United States.

The Government of Brazil does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Brazilian authorities increased the number of criminal investigations against potential labor trafficking offenders and upheld convictions against at least five labor traffickers and seven sex traffickers. The government continued a variety of awareness-raising efforts at the federal, state, and local level. Brazilian law defines trafficking as a movement-based crime and statutes prohibiting trafficking do not align with international law, making it difficult to assess fully government efforts. Most cases took many years to move from investigations to final convictions in the slow-moving judicial system, and some sex and labor traffickers whose initial convictions were upheld in 2013 served sentences by paying fines, completing community service, or living under house arrest. There were some cases of government officials who were investigated in 2013 for complicity in trafficking-related crimes. The government did not fund specialized services or shelters for sex and labor trafficking victims, and it was unclear how many victims received services during the year. Only one state out of 26 provided job training and reintegration services for labor trafficking victims.



RECOMMENDATIONS FOR BRAZIL:

Increase efforts to investigate and prosecute trafficking offenses, and convict and sentence trafficking offenders, including those engaged in internal sex trafficking not involving movement; in partnership with civil society, dedicate increased funding for specialized assistance, shelters, and protection for victims of sex trafficking and forced labor; vigorously investigate and prosecute those who engage in the prostitution of children, including through child sex tourism; amend legislation to apply more stringent sentences for trafficking offenders to ensure convicted traffickers cannot serve sentences through community services or fines; verify through ongoing oversight that victims of both sex and labor trafficking are referred to comprehensive social services and that officials working at social service centers have funding and training to provide specialized services, including vocational training and employment opportunities as needed; provide oversight to local guardianship councils to ensure the child victims of sex and labor trafficking receive comprehensive services and case management; enhance timely data collection on trafficking prosecutions, convictions, and victim identification; increase staff dedicated to proactively identifying victims of sex trafficking and domestic servitude, using the model of dedicated staff assigned to investigate *trabalho escravo* in formal work places; dedicate funding to replicate the Mato Grosso job training program for freed laborers in other states; and increase collaboration between government entities involved in combating different forms of human trafficking to ensure coordinated efforts.

PROSECUTION

Brazilian authorities continued law enforcement efforts against human trafficking, although the lack of a unified anti-trafficking law and comprehensive data made it difficult to evaluate these efforts. Brazilian laws prohibit most forms of trafficking in persons. Articles 231 and 231-A of the penal code prohibit sex trafficking involving movement, with violence, threats, or fraud as aggravating elements, as opposed to necessary elements of the offense. These articles prescribe penalties of two to eight years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Articles 231 and 231-A are inconsistent with international standards because they require movement as a necessary element of human trafficking and also prohibit moving a person for the purposes of prostitution, which is not a trafficking crime as defined in international law. Prosecutors sometimes prosecute cases of sex trafficking not involving movement under pimping statutes instead of the sex trafficking statute and many internal sex trafficking cases are investigated as other crimes, such as sexual exploitation of children.

Some labor trafficking offenses are criminalized pursuant to Article 149 of the penal code, which prohibits *trabalho escravo*, or reducing a person to a condition analogous to slavery, prescribing

penalties of two to eight years' imprisonment. Article 149, however, goes beyond situations in which people are held in service through force, fraud, or coercion to criminalize other treatment that is not considered human trafficking, including situations in which persons are subjected to exhausting work days or degrading working conditions. Article 207 of the penal code prohibits fraudulent recruitment of workers, with sentences of one to three years' imprisonment. Brazilian law does not appear to adequately criminalize non-physical coercion used to subject workers to forced labor, such as threatening foreign victims with deportation unless they continue to work.

Given that Brazilian laws related to trafficking also criminalize non-trafficking offenses, and that other laws may have been used to prosecute and convict trafficking offenders, it was unclear how many total trafficking investigations and prosecutions were initiated or how many trafficking offenders were convicted and sentenced in 2013. Authorities did not report how many sex trafficking cases were investigated in 2013 or how many sex trafficking prosecutions were initiated in 2013. According to data from federal prosecutors' offices, police opened 185 investigations and prosecutors opened 702 criminal investigations of potential *trabalho escravo* in 2013 compared with 167 police investigations and 391 prosecutorial investigations in 2012. Based on available but incomplete data, there were approximately 101 criminal prosecutions launched under Article 149 in 2013 compared with 153 in 2012.

Most sex and labor trafficking offenders convicted by lower courts appealed their convictions while living in freedom. These judicial processes last for years, and officials noted that delays in the justice system made it difficult to hold traffickers accountable for their crimes. In 2013, federal appeals courts upheld the convictions of at least seven sex traffickers and five labor traffickers. Of these convicted sex traffickers, two received no jail time but were fined and sentenced to community service, while other sentences ranged from two years served in house arrest to 15 years' imprisonment. Of the convicted labor traffickers, two received no jail time but were fined the equivalent of approximately $300,000, two had sentences that could be served as house arrest or community service, and one was sentenced to 11 years and 6 months' imprisonment for child domestic servitude involving repeated torture of the victim. It was unclear how many trafficking convictions federal courts upheld in 2012 and if this represented an increase or decrease in upheld convictions.

Various federal and state police and prosecutorial units investigate potential trafficking cases, and various state and federal courts rule on trafficking cases. The lack of a unified approach led to disjointed law enforcement efforts. Many law enforcement units, including those investigating crimes against women or children, reported they needed more funding, expertise, or staff to investigate potential trafficking cases. Some officials reported bureaucratic hurdles in conducting trafficking investigations, including the inability to investigate businesses for sex trafficking without the registration of an official complaint. According to civil society organizations and officials, some police officers did not understand traffickers' use of subtle forms of coercion. Officials recognized that training for local and state level law enforcement officials remained uneven, and authorities provided anti-trafficking training to more than 2,000 state and federal police officers in 2013.

The Ministry of Labor (MOL)'s anti-*trabalho escravo* mobile units continued to free laborers and require those responsible for their exploitation to pay fines. Labor inspectors and prosecutors could only apply civil penalties, and their efforts were not always coordinated with Public Ministry prosecutors who initiate criminal cases. Many of these *trabalho escravo* cases were not criminally prosecuted. In some areas, local political pressure, threats, and violence from landowners; shortage of labor inspectors or police officers; and the remoteness of areas in which rural *trabalho escravo* was prevalent were impediments to investigation. Mobile inspection teams were not always accompanied by federal police for physical protection. In some cases, individuals and companies had multiple accusations and investigations involving *trabalho escravo* against them. Officials reported that domestic servitude cases were particularly difficult to identify and investigate.

In May 2013 and January 2014, members of the National Council of Justice visited Amazonas state and found that judges repeatedly and purposefully delayed the investigation of the mayor of the one of the largest cities in the state for operating a child sex trafficking ring in a case that dated back to 2009. The mayor and five members of his cabinet were arrested in February 2014. Authorities in Bahia state opened an investigation against a judge for alleged involvement in international sex trafficking and authorities in Rio de Janeiro opened an investigation into local police officers allegedly involved in operating a brothel. NGOs and officials reported that some police officers often turned a blind eye to the commercial sexual exploitation of children and were clients at brothels, impeding proactive identification of potential sex trafficking. In 2013, authorities identified eight members of Congress as owning companies that employed *trabalho escravo* in previous years. It was unclear how many new criminal investigations or prosecutions of officials for *trabalho escravo* were opened, if any.

PROTECTION

The Brazilian government continued to identify a large number of potential trafficking victims and offer social services to vulnerable populations, but did not fund specialized services and did not report how many total victims were assisted during the year. Labor inspectors, staff at anti-trafficking offices, and other officials had guidance on how to identify potential trafficking victims, though some officials lacked formal written procedures to guide them in identifying trafficking victims among vulnerable populations. Various government entities used different definitions to identify the number of trafficking victims assisted in 2013, making it difficult to assess total victim identification and assistance efforts. State governments operated 16 state-level anti-trafficking offices and 13 assistance posts in airports and other key transit points to aid repatriated citizens, including possible trafficking victims. Six of these offices reported identifying at least 190 potential sex trafficking victims and 1,144 potential labor trafficking victims. Many of the latter were identified by MOL mobile inspection units, which identified and freed 1,658 laborers in situations of *trabalho escravo* in 2013. One international organization study reported that 13 percent of workers subjected to forced labor were rescued by mobile units during their exploitation, suggesting that many forced labor victims remain unidentified. It was unclear if authorities identified any victims of domestic servitude during the year. The government did not report the number of children identified in commercial sexual exploitation in 2013.

The federal government did not fund specialized shelters or services for trafficking victims. Victim services and shelters varied from state to state and remained underfunded and inadequate

in many parts of the country. Anti-trafficking offices and posts functioned during business hours and were responsible for referring victims to services, but authorities did not report how many victims identified by these entities were referred to services such as shelter or legal or psychological care. The government operated specialized social service centers across the country where psychologists and social workers provided assistance to vulnerable people, including trafficking victims; 454 of the centers, or 20 percent, were certified by officials to assist trafficking victims. The Ministry of Social Development provided generalized shelter, counseling, and medical aid to women through its nationwide network of at least 187 centers and 72 shelters. In 2012, the last year for which statistics were available, these centers assisted at least 137 victims of sexual exploitation: 31 girls, 19 women, 27 boys, and 60 men. The centers did not report how many victims of labor trafficking were assisted in 2012. Many government-run centers were not prepared to handle trafficking cases and were underfunded. NGOs and international organizations provided some additional victim services. There were no specialized services for male and transgender sex trafficking victims Long-term shelter options for sex trafficking victims were generally unavailable, and officials in many states, including Sao Paulo, reported the need for specialized shelter options. Sex trafficking victims did not receive three months' salary at minimum wage like laborers in situations of *trabalho escravo*.

It was unclear how many child victims were referred to government-run specialized social service centers to receive legal and health services. Specialized shelters for children in commercial sexual exploitation were lacking. Local guardianship councils, autonomous entities whose members were elected by community members, were responsible for monitoring the situation of children whose rights had been violated and deciding what protection measures should be taken; however, NGOs and officials reported these councils often did not have the expertise or resources to correctly identify child trafficking victims and refer them to services.

Individuals removed from *trabalho escravo* were provided with unpaid wages plus three months' salary at minimum wage and transportation home. Although labor prosecutors reported awarding some victims monetary compensation from fines levied against employers, in some cases authorities did not file for these indemnities, and in other cases the victims did not receive them due to nonpayment by employers. The government reported that rescued workers were due the equivalent of approximately $3.2 million in back-pay in 2013. The state of Mato Grosso continued to fund a program to provide vocational training in construction skills and other services to freed slave laborers in partnership with civil society and the private sector and was the only state to do so. According to NGOs and international organizations, a significant percentage of rescued slave laborers have been re-trafficked, due to few alternate forms of employment and a lack of substantive assistance and services. A recent study found that workers freed from *trabalho escravo* faced the same vulnerabilities a year after being rescued. This research found that officials responsible for providing social services in rescued workers' hometowns were not told that these workers had returned and did not have the knowledge or capacity to provide services to these victims.

The government encouraged trafficking victims to participate in investigations and prosecutions of their traffickers, but did not report how many did so. Some victims were reluctant to testify due to fear of reprisals from traffickers. Victims of sex trafficking were eligible for short-term protection under a program for witnesses, but it was unclear how many victims participated in this program in 2013. The government generally did not detain, fine, or otherwise penalize identified victims of trafficking for unlawful acts committed as a direct result of being trafficked. The government ombudsman recommended that foreign trafficking victims be offered refugee status, although authorities did not report how many victims, if any, received this status in 2013. In 2013, federal police officers deported some foreign citizens identified as *trabalho escravo* victims, despite official guidance instructing officials not to do so.

PREVENTION

The Brazilian government continued various prevention efforts, but coordination between initiatives focused on different forms of trafficking was uneven. The National Secretary of Justice (SNJ) coordinated the national committee on trafficking, which also included selected NGOs. The SNJ issued two reports in 2013 on government efforts to implement a plan for movement-based trafficking launched in the previous reporting period. NGOs reported that plan implementation was weaker in states with fewer financial resources. The government continued to operate anti-trafficking offices in 16 states. These offices were responsible for coordinating local government efforts against trafficking, raising public awareness, and referring victims to services. Some of these offices lacked adequate infrastructure, human resources, and budget. Many states and some municipalities had local-level anti-trafficking coalitions, committees, and plans. The national commission to eradicate *trabalho escravo*, a council composed of government agencies, NGOs, and international organizations, continued to coordinate efforts against *trabalho escravo*, and some states had local commissions of varying degrees of activity. Various federal, state, and municipal entities undertook anti-trafficking initiatives and trafficking offices awareness efforts, such as traveling awareness roadshows and workshops, often in collaboration with civil society and the private sector.

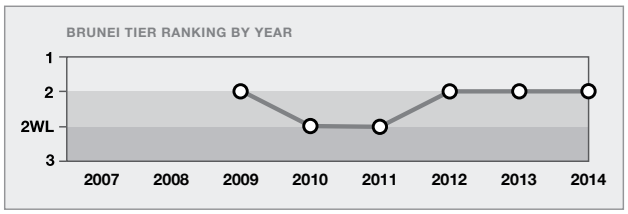
In an effort to reduce the use of forced labor, the MOL published a "dirty list," which publicly identified individuals and corporate entities determined to be responsible for *trabalho escravo*. The most recent version of the list, released in December 2013, added more than one hundred new entries for a total of 579 total employers, who were denied access to credit by public and private financial institutions because of this designation. A state official sued to have her name removed from the list. Sao Paulo state had a law penalizing companies using *trabalho escravo* in their supply chain.

Authorities continued awareness campaigns during the Carnival season in an effort to reduce the demand for commercial sexual exploitation of children. The government continued to prosecute a case initially investigated in 2007 involving a fishing tour company that brought U.S. citizens to engage in child sex tourism with indigenous girls in Amazonas state. Government records do not specify the total number of investigations, prosecutions, or convictions of child sex tourists in 2013. The Brazilian government provided anti-trafficking training to its military troops prior to their deployment abroad on international peacekeeping missions.

BRUNEI (Tier 2)

Brunei is a destination country for men, women, and children subjected to forced labor and sex trafficking. Men and women from countries in Asia such as Indonesia, Bangladesh, China, the Philippines, Thailand, and Malaysia migrate to Brunei primarily for domestic work, or on social visit passes or tourist visas, and are sometimes subjected to conditions of involuntary servitude upon their arrival. Some women and girls are subjected to sex trafficking. Some victims are subjected to debt bondage, nonpayment of wages, passport confiscation, physical abuse, and confinement. Although it is illegal for employers in Brunei to withhold wages of domestic workers for more than 10 days, some employers are known to withhold wages in order to recoup labor broker or recruitment fees or as a tool to compel the continued service of workers. Retention of migrant workers' travel documents by employers or agents is a common and generally accepted practice.

The Government of Brunei does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government's Heads of Specialist Trafficking Unit (HSU) completed and began implementation of a national action plan to combat trafficking, and Brunei authorities convened a meeting with representatives from foreign diplomatic missions to raise awareness of trafficking and the processes for reporting suspected cases. Debt bondage and passport confiscation continued to occur. During the reporting period, the government conducted interviews in 136 cases of labor complaints to screen for suspected trafficking offenses, but it did not prosecute or convict any trafficking offenders; one case remained under investigation at the close of the reporting period. The government did not report identifying any trafficking victims or providing any suspected victims protective services.



RECOMMENDATIONS FOR BRUNEI:

Increase efforts to investigate and prosecute trafficking offenses and convict and punish offenders of both sex and labor trafficking; train officials on proactive procedures to identify victims of trafficking among vulnerable groups, such as migrant workers and individuals in prostitution, and implement them widely; include social workers when screening potential victims for indicators of trafficking; ensure all suspected victims receive access and referrals to protective services; increase protective services to provide incentives for victims to participate in investigations and prosecutions, including by allowing adult victims in government shelters to come and go freely and by issuing work permits to all victims; prosecute employers and recruitment agencies who unlawfully confiscate workers' passports or use other unlawful practices to compel forced labor; ensure that victims of trafficking are not arrested, deported, or otherwise punished for crimes committed as a direct result of being trafficked; allocate government resources to the fund established by the 2004 law, and allow this to be paid directly to victims as restitution; provide long-term alternatives to removal to countries where foreign victims may face hardship or retribution; provide training to diplomats on the prevention of trafficking and methods to identify and protect victims prior to their departure for overseas posts; continue to support comprehensive and visible anti-trafficking awareness campaigns directed at employers of foreign workers and clients of the sex trade; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government reported fewer prosecutions and convictions than in the previous reporting period. Brunei prohibits both sex and labor trafficking through its Trafficking and Smuggling Persons Order of 2004, which prescribes punishments of up to 30 years' imprisonment. These punishments are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. The penal code includes a prohibition on traveling outside the country for commercial sex with children, prescribing a punishment of up to 10 years' imprisonment. During the reporting period, the government conducted interviews in 136 cases of labor complaints to screen for suspected trafficking offenses, but it did not prosecute or convict any trafficking offenders; one case remained under investigation at the close of the reporting period. This represents a decrease from the three prosecutions and one conviction obtained during the previous reporting period. One case pending from the previous reporting period was dismissed, and two were prosecuted under other statutes. Cases involving prostitution, unpaid wages, workers fleeing their place of employment, or physical abuse of workers were systematically referred to the Human Trafficking Unit (HTU) of the Royal Brunei Police Force (RBPF) for investigation for potential trafficking. During the reporting period, a previously reported potential trafficking case involving a police officer ended in acquittal after trial. The government provided some anti- trafficking training to officers in the RBPF.

PROTECTION

The Government of Brunei did not identify any trafficking victims or provide protective services to any suspected victims. HTU officers implemented a standardized procedure of asking screening questions when apprehending persons in prostitution and others suspected of being trafficking victims. These efforts led to the screening of 136 suspected victims, but the government did not identify any as trafficking victims. Brunei officials did not generally identify cases as trafficking when victims had willingly migrated, raising concerns about the effectiveness of the government's identification efforts. Foreign women apprehended during brothel raids were detained and deported for immigration violations; inadequacies in the government's efforts to screen these individuals may have resulted in some unidentified trafficking victims being punished. Some trafficking victims, particularly those whose documents had been confiscated or those who had been forced to violate other laws in the course of being trafficked, may have been fearful of communicating with law enforcement officers, limiting the effectiveness of screening efforts. The government maintained three general-purpose facilities that could be used to assist female trafficking victims, though no victims were referred to the facilities during the year. A mixed-use shelter was available for male victims. A separate facility, available to child victims, sheltered one child rescued from prostitution during the year, though the government did not identify her as a trafficking victim. Victims residing in these facilities were not permitted to leave except under special circumstances, and accompanied by the police.

Brunei's 2004 law established a fund to pay the cost of victims' repatriation and to award individuals helping to prevent or suppress trafficking; however, it is funded primarily by court settlements—of which there have been none—and therefore remained unfunded. Victims were encouraged to participate in investigations, but many victims declined participation and elected immediate repatriation; the government could make greater efforts to provide incentives for victims to remain in Brunei and participate in legal cases. The government reported that certain labor trafficking victims would be eligible on a case-by-case basis to receive employment passes to temporarily work in Brunei while assisting in investigations, though none received this benefit during the year. There were no trafficking-specific programs offering long-term alternatives to removal to countries where victims may face hardship or retribution.

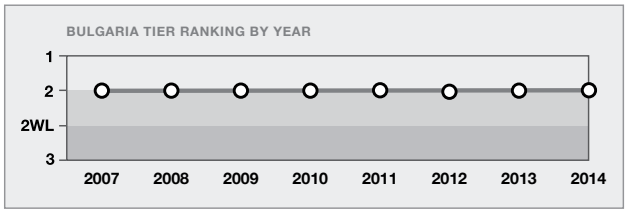
PREVENTION

The Brunei government continued its efforts to prevent trafficking during the reporting period. The Labor Department continued some efforts to enforce licensing requirements for all labor recruitment agencies, with three agencies under investigation for related violations. The government's Heads of Specialist Trafficking Unit within the RBPF continued to meet regularly to coordinate the country's anti-trafficking policy; it completed and began implementation of a national action plan to combat trafficking, though the plan was not formally approved by the legislature during the reporting period. In January 2014, the government conducted a briefing for representatives of foreign diplomatic missions in Brunei, to raise awareness of the dangers of trafficking and the process for reporting cases to authorities. The HTU conducted awareness raising events at local police stations and hosted talks with other agencies to spread awareness of its role in combating human trafficking, and the government-influenced press regularly published articles relating to trafficking. The government did not take discernible measures to decrease the demand for forced labor or commercial sex acts during the year. Brunei is not a party to the 2000 UN TIP Protocol.

BULGARIA (Tier 2)

Bulgaria is a source and, to a lesser extent, a transit and destination country for women and children who are subjected to sex trafficking and men, women, and children subjected to forced labor. Bulgarian women and children are subjected to sex trafficking within the country, particularly in Sofia, resort areas, and border towns, as well as in Austria, Belgium, Cyprus, France, Germany, Greece, Italy, Macedonia, the Netherlands, Norway, Poland, Spain, Sweden, Switzerland, Turkey, the United Kingdom, and the United States. Bulgarian men, women, and children are subjected to forced labor in Belgium, Cyprus, the Czech Republic, Germany, Greece, Israel, Italy, Lithuania, the Netherlands, Norway, Spain, Sweden, the United Kingdom, and Zambia, predominantly in agriculture, construction, and in restaurants. Ethnic Roma men, women, and children represent a significant share of identified trafficking victims. Some Bulgarian children are forced into street begging and petty theft within Bulgaria and also in Greece, Italy, Sweden, and the United Kingdom.

The Government of Bulgaria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government increased funding for two state-owned trafficking shelters and provided assistance for more women and child victims. However, shelter capacity for female victims was insufficient relative to the number of victims identified, and the government lacked specialized services for male victims. Authorities investigated and prosecuted more labor trafficking cases, yet the overall number of cases remained low. Law enforcement efforts were hampered by sentences for convicted traffickers that were inconsistent with the gravity of the crime. Law enforcement action against public officials and police officers complicit in trafficking offenses remained limited.



RECOMMENDATIONS FOR BULGARIA:

Enhance efforts to investigate, prosecute, and convict trafficking offenders, particularly for labor trafficking; ensure, including through legal changes, that convicted offenders serve time in prison; proactively target, investigate, prosecute, and convict government officials complicit in trafficking, and ensure convicted officials receive prison sentences; increase the capacity of existing shelters for adult female trafficking victims; ensure male victims can receive shelter, reintegration assistance, and legal services; ensure investigative units have sufficient resources and clear lines of responsibility among them; ensure prosecutors supervising trafficking cases receive additional specialized training; increase the number of victims referred by government officials to service providers for assistance; implement and manage a comprehensive database of all victims who have been identified, referred, and assisted; and allocate government funding for outreach activities to Roma communities.

PROSECUTION

The Government of Bulgaria made mixed progress in anti-trafficking law enforcement efforts, as the government prosecuted and convicted a considerable number of traffickers, but sentenced the majority of those convicted with suspended sentences. Bulgaria prohibits all forms of both sex and labor trafficking through Article 159 of its criminal code, which prescribes penalties of between two and 15 years' imprisonment for convicted offenders, in aggravated cases. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In September 2013, Parliament passed amendments to the penal code that expanded the trafficking definition to include begging as a form of exploitation and increased the penalty for public officials who commit an act of trafficking in relation to official duties. The prosecution service launched 82 sex trafficking investigations and 12 labor trafficking investigations in 2013, compared with 121 sex trafficking and seven labor trafficking investigations conducted in 2012. Authorities charged 114 defendants with sex trafficking and five with labor trafficking in 2013, compared to 91 and two, respectively, in 2012. The government convicted 85 sex trafficking offenders and five labor trafficking offenders in 2013, compared to 94 sex trafficking offenders and three labor trafficking offenders convicted in 2012. Four of the five convicted labor trafficking offenders received a suspended sentence; one trafficker was sentenced to up to three years'

imprisonment. Fifty-five of the 85 convicted sex trafficking offenders—65 percent—received a suspended sentence; 26 were sentenced to up to three years' imprisonment, three received up to five years' imprisonment, and one received from five to ten years' imprisonment.

The government provided specialized training for police officers, investigators, prosecutors, and judges. Bulgarian authorities collaborated with foreign governments on trafficking investigations, including Cyprus, France, Germany, and the Netherlands. In June 2013, the government moved the anti-organized crime unit from the Ministry of Interior to the National Security Agency (DANS) and began structural changes to the public prosecution office; the reorganization stalled human trafficking investigations for several months in 2013, and observers reported that trafficking cases were no longer supervised by prosecutors with subject matter expertise. The Ministry of Interior created a new unit to investigate human trafficking near the end of 2013, but the legislation defining its powers and functions was not in place as of April 2014, and it was unclear how responsibilities would be divided between this new unit and the anti-organized crime unit in DANS.

The government demonstrated inadequate efforts to combat trafficking-related complicity of government officials in the reporting period. The government did not begin investigations of any police officers in 2013 for trafficking or trafficking-related complicity. By comparison, the government investigated five police officers in 2012, seven police officers in 2011, and 12 police officers in 2010. The alleged criminal acts that were the subject of the 2012 investigations included forcing a woman into prostitution, recruiting victims, and warning traffickers of planned police raids. In February 2014, a trial court acquitted a police officer who was accused of forcing a woman into prostitution in 2012; he was reinstated to his previous position. One investigation on drug trafficking charges was ongoing against a former police officer who was also allegedly complicit in human trafficking from 2006 to 2012. The status of the other three investigations from 2012 was unclear. In January 2013, a court imposed a 10-year sentence on a former municipal councilor who was charged with leading an organized crime group involved in human trafficking; an appeal of the sentence is pending. There were no other reported prosecutions or convictions against public officials in the reporting period. As part of the restructuring of the service responsible for combating organized crime, all of its officers, including from the anti-trafficking unit, underwent security checks and professional testing in order to be reappointed at DANS. Some officers chose not to submit to the tests and opted to move to the Ministry of Interior. There were continued allegations of corruption of local police officers responsible for investigating trafficking, including that officials leaked information that compromised several anti-trafficking operations.

PROTECTION

The Government of Bulgaria's record in victim protection was mixed. The government allocated more money for shelters and assisted more women and child victims, and two state-run shelters received increased funding and provided care for more women; however, the government provided services to a limited number of victims overall. The prosecution service identified 428 victims of sex trafficking and 55 victims of labor trafficking in 2013, compared to 574 sex trafficking victims and 72 labor trafficking victims identified in 2012. The government allocated the equivalent of approximately $82,700 for victim assistance to the two state-run shelters in 2013, an increase from the equivalent of approximately $62,500 allocated in 2012 and $29,100 allocated in 2011. NGOs provided victim services in these shelters, including medical and psychiatric services, and assistance in reintegration, such as preparation for job interviews. Each shelter had capacity to house six adult females, and throughout 2013 the two shelters accommodated 29 female victims in total, an increase from 24 victims assisted in 2012 and nine victims assisted in 2011. Victims could leave the shelters on their own without supervision. The government did not offer male victims specialized services, including shelter, legal aid, and reintegration assistance, although authorities assisted male victims with their repatriation and issuance of identity documents. The government operated 15 crisis centers for child victims of violence that provided shelter and psychological and medical assistance to 60 child victims of trafficking in 2013, compared to 24 in 2012. Observers reported that authorities did not consistently refer victims to NGOs to receive services. In 2013, the government trained social workers, crisis center staff, health specialists, and law enforcement experts on identifying and working with child victims of trafficking. The government did not identify any foreign victims of trafficking. However, Bulgarian law allowed foreign victims who cooperate with law enforcement to stay and work in Bulgaria for the duration of criminal proceedings before deportation. Foreign victims who chose not to assist in trafficking investigations were permitted to remain in Bulgaria for 40 days for recovery before deportation to their country of origin; the recovery period for foreign child victims was 70 days. No victims applied for compensation in Bulgaria; observers reported that the process for seeking compensation continued to be overly bureaucratic and victims were not adequately informed of the opportunity to apply for compensation. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

PREVENTION

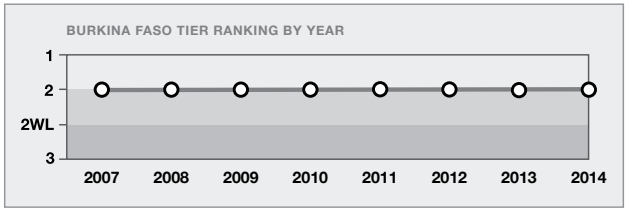
The Government of Bulgaria demonstrated substantial efforts to prevent human trafficking. The inter-ministerial coordinating body, the National Commission for Combating Trafficking in Human Beings, spent the equivalent of approximately $109,600 on prevention campaigns, training, conferences, and administrative expenses, an increase from the equivalent of approximately $93,879 spent in 2012. The commission, in coordination with its nine local bodies, sponsored a number of prevention campaigns and trainings to raise public awareness of trafficking, particularly in Roma communities, and with school children and adults seeking work abroad. The commission trained labor mediators, who often encounter vulnerable workers, on how to prevent human trafficking. The Government of Bulgaria annually adopts a national action plan for combating human trafficking; the 2013 plan was approved in February 2013. The government demonstrated efforts to reduce the demand for commercial sex.

BURKINA FASO (Tier 2)

Burkina Faso is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking. Burkinabe children are subjected to forced labor as farm hands, gold panners and washers, street vendors, domestic servants, and beggars recruited as pupils by unscrupulous Koranic school teachers. Girls are exploited in the commercial sex

trade. Burkinabe children are transported to Cote d'Ivoire, Mali, and Niger for forced labor or sex trafficking. To a lesser extent, traffickers recruit women for ostensibly legitimate employment in Lebanon, Saudi Arabia, and various countries in Europe, and subsequently subject them to forced prostitution. Burkina Faso is a transit country for traffickers transporting children from Mali to Cote d'Ivoire, and is a destination for children trafficked from other countries in the region, including Ghana, Guinea, Mali, and Nigeria. Women from other West African countries, including Nigeria, Togo, Benin, and Niger, are fraudulently recruited for employment in Burkina Faso and subsequently subjected to forced prostitution, forced labor in restaurants, or domestic servitude in private homes. During the reporting period, two Tibetan women were subjected to forced prostitution in Burkina Faso by Nepalese traffickers.

The Government of Burkina Faso does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased law enforcements efforts by securing 18 convictions of traffickers in 2013, a significant increase from zero convictions in 2012. It also continued to identify and provide services to a large number of child trafficking victims and conducted several national awareness-raising efforts throughout the country. However, the government did not take steps to address unscrupulous Koranic school teachers subjecting children to forced begging and failed to take proactive measures to identify adult victims of trafficking among vulnerable populations.



RECOMMENDATIONS FOR BURKINA FASO:

Continue efforts to prosecute and convict trafficking offenders, and apply appropriate penalties as prescribed by the May 2008 anti-trafficking law; strengthen the system for collecting anti-trafficking law enforcement and victim identification data, and ensure that authorities responsible for data collection are supplied with adequate means for accessing and compiling this information; train law enforcement officials to identify trafficking victims among vulnerable populations, such as women in prostitution and children working in agriculture and mining, and refer them to protective services; strengthen efforts to identify traffickers posing as Koranic school teachers and pursue criminal prosecution of such individuals; improve coordination between the national and regional committees that combat trafficking in persons, including by increasing funding to regional bodies; and, while continuing to fund transit centers and vocational training programs, develop a formal referral mechanism to provide victims with long-term care in coordination with NGOs.

PROSECUTION

The government increased law enforcement efforts. The country's May 2008 anti-trafficking law prohibits all forms of trafficking and prescribes maximum penalties of 10 years' imprisonment; these penalties are sufficiently stringent and commensurate with prescribed penalties for other serious offenses, such as rape. The government struggled to compile complete data on its law enforcement efforts. The government reported investigating 73 suspected trafficking cases, initiating 22 prosecutions, and convicting 18 traffickers in 2013; this represents a significant increase in convictions compared to the lack of any convictions reported in 2012. All 18 convictions were secured using the 2008 anti-trafficking law and the traffickers received sentences ranging from six months' to five years' imprisonment. However, there were no prosecutions or convictions involving forced begging by unscrupulous Koranic school teachers, despite the prevalence of this form of trafficking in the country.

The government provided anti-trafficking training to police officers, social workers, judges, teachers, labor inspectors, and traditional and religious leaders, which included information on trafficking victim identification, victim assistance, investigation procedures, and prosecution of trafficking crimes. The government, with financial support from UNICEF and ECOWAS, trained approximately 700 participants. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking during the reporting period; however, law enforcement efforts remained hindered by limited human and financial resources, and general corruption in the judiciary.

PROTECTION

The government sustained efforts to identify and provide protective services to a large number of child trafficking victims. In 2013, the Ministry of Social Action (MSA) reported identifying 1,146 child victims of trafficking; 949 were victims of internal trafficking and 197 were victims of transnational trafficking. The majority of these children were intercepted while being transported, sometimes in large numbers on trucks or buses, and were rescued prior to reaching destinations where they would face exploitation, typically in gold mines or in city centers as domestic servants or street beggars; it is unclear whether these children were victims or potential victims of trafficking. Due to severe data collection constraints, the government was unable to determine how many of these children were identified by the government versus NGOs and how many were referred to protective services. The government also identified 16 adult Burkinabe women who were subjected to labor trafficking within the country; all 16 victims were provided protective services by the MSA. Additionally, international organizations identified two Tibetan women who were subjected to forced prostitution in Burkina Faso; these women were not identified or provided care by the government, but were supported by local NGOs.

The government, in collaboration with a variety of local NGOs and international organizations, continued to operate 23 multi-purpose transit centers, which provided limited food, medical care, and counseling before reuniting victims with their families. The shelters were open and victims were free to leave at any time. To complement funding from other donors, the government allocated the equivalent of approximately $20,000 to support protection activities, including funding for these transit centers; this is an increase from 2012, when the government allocated the equivalent of approximately $14,000. The law provides that foreign citizens may apply for asylum if they fear they will face hardship or retribution if returned to their country of origin; during the reporting period, two Tibetan victims were granted asylum. The government did not encourage victims to cooperate in investigations or prosecutions during the reporting period. There were no reports that trafficking victims were penalized for unlawful acts committed as a direct result of being trafficked.

PREVENTION

The Burkinabe government sustained moderate efforts to prevent trafficking in persons. The MSA conducted a number of awareness-raising activities, including theater forums, workshops, radio programs, and open-forum discussions for the general public. The National Committee for Vigilance and Surveillance Against the Trafficking in Persons and Assimilated Practices, the government's coordinating body responsible for assessing the current trafficking situation, providing guidance, and making recommendations, met once during the year. In addition to this meeting, 13 regional bodies brought together police, social workers, transit companies, NGOs, and other groups engaged in combating trafficking on a regional level to coordinate activities to identify and assist victims and potential victims of trafficking, as well as support law enforcement efforts. Regional bodies remained severely underfunded and lacked sufficient resources.

In response to previous cases involving Burkinabe women subjected to forced labor and forced prostitution in Lebanon, the government offered counseling on the potential risks of trafficking to all women who applied for work visas to travel to Lebanon. The Governments of Cote d'Ivoire and Burkina Faso entered into a bilateral cooperative agreement against cross-border child trafficking in October 2013. The municipal police in the capital city of Ouagadougou conducted an awareness-raising campaign in an effort to reduce brothel activity. However, the government did not make any discernible efforts to reduce the demand for forced labor during the reporting period. The Government of Burkina Faso continued to fail to address the issue of traffickers posing as Koranic school teachers who force children to beg in the streets, citing sensitivities involved in engaging on the issue within the Muslim community. The government provided Burkinabe troops with anti-trafficking and human rights training prior to their deployment abroad on international peacekeeping missions.

BURMA (Tier 2 Watch List)

Burma is a source country for men, women, and children subjected to forced labor, and for women and children subjected to sex trafficking in other countries. Burmese men, women, and children who migrate for work abroad, particularly to Thailand and China, are subjected to conditions of forced labor or sex trafficking in these countries. Poor economic conditions within Burma continue to drive large numbers of Burmese men, women, and children to migrate through both legal and illegal channels for work primarily in East Asia, as well as destinations including the Middle East, South Asia, and the United States. Men are most often subjected to forced labor, often in the fishing, manufacturing, and construction industries abroad. Women and girls are primarily subjected to sex trafficking or domestic servitude. The large numbers of migrants seeking work in Thailand's fishing and domestic work sectors do so outside formal channels. Some Burmese men in the Thai fishing industry are subjected to debt bondage, passport confiscation, or false employment offers; some are also subjected to physical abuse and are forced to remain aboard vessels in international waters for years. Burmese women are transported to China and subjected to sex trafficking and domestic servitude through forced marriages to Chinese men; there were isolated reports of Burmese government officials complicit in this form of trafficking. Networks on both sides of the Burma-Thailand border facilitated migration of undocumented workers, which often leads to their being trafficked upon arrival in Thailand. During the year, there were increasing reports of Rohingya asylum seekers transiting Thailand *en route* to Malaysia being sold into forced labor on Thai fishing boats, reportedly with the assistance of Thai civilian and military officials. Unidentified trafficking victims are among the large numbers of migrants deported from Thailand each year.

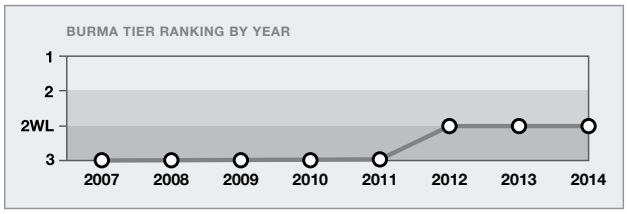
Within Burma, both government officials and private citizens are involved in trafficking. Military personnel and insurgent militia engage in the forced conscription of child soldiers and continue to be the leading perpetrators of other forms of forced labor inside the country, particularly in conflict-prone ethnic areas. Men and boys are forced through intimidation, coercion, threats, and violence to serve in the Burmese army and the armed wings of ethnic minority groups. There is limited data on the total number of children in Burma's army. Children of the urban poor are at particular risk of conscription. Reports from the UN and former child soldiers indicate that army recruiters target orphans and children alone on the streets and in railway stations; sometimes children are tricked into joining the army and other times they are threatened with jail or physically abused if they do not agree to join.

The Burmese military, and to a lesser extent, civilian officials, used various forms of coercion, including threats of financial and physical harm, to compel victims to provide forced labor. Those living in areas with the highest military presence, including remote border areas and regions of active conflict, are most at risk for forced labor. Military and, to a lesser extent, civilian officials systematically subject civilian men, women, and children to forced labor as porters, manual labor for infrastructure projects, or in state-run agricultural and commercial ventures. International organizations report this practice remains common in conflict regions, particularly in Rakhine State. Since the dissolution of a ceasefire with the Kachin Independence Army in June 2011 and the eruption of sectarian violence in Rakhine State in June 2012, fighting has displaced an estimated 100,000 Kachin and more than 140,000 Rakhine residents, who are highly vulnerable to forced labor and sex trafficking. In 2013, there was reportedly an incident in which a Rohingya woman was kidnapped in Rakhine State and subjected to sexual slavery on a military installation.

Other forms of trafficking also occur within Burma. There have previously been anecdotal reports that some Burmese victims were forced to labor on palm oil and rubber plantations near Kawthaung. Children are subjected to forced labor in tea shops, home industries, agricultural plantations, and in begging. Exploiters subject children and adults to domestic servitude, and girls and boys to sex trafficking, particularly in urban areas. A small number of foreign pedophiles have attempted to enter Burma with the intent to exploit Burmese children.

The Government of Burma does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Ministry of Home Affairs created a specialized division with a dedicated one-year budget in the equivalent of approximately $780,000 to lead anti-trafficking law enforcement activities. Authorities continued to investigate and prosecute cross-border sex trafficking offenses. During the reporting period, the government released 206 boys forcibly recruited into the military's ranks. Despite these measures, the government failed to demonstrate overall increasing efforts to combat trafficking from the previous year. Forced labor of civilians and the forced recruitment of child soldiers by military officials remained serious problems that occurred, often with impunity. The military did not grant unfettered UN access to

military bases to inspect for the presence of children during the year. The government undertook few efforts to address trafficking that occurred wholly within Burma, and victim protection efforts remained inadequate. Therefore, Burma is placed on Tier 2 Watch List for a third consecutive year. Burma was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan.



RECOMMENDATIONS FOR BURMA:

Vigorously prosecute and punish offenders of both sex and labor trafficking, including trafficking occurring within Burma; increase efforts to investigate and sanction, including through criminal prosecution, government and military perpetrators of internal trafficking offenses, including child soldier recruitment and forced labor; continue to implement the terms of the ILO action plan for the elimination of forced labor offenses perpetrated by government employees, particularly military personnel; take necessary action to authorize the anti-trafficking taskforce (ATTF) police to proactively initiate, investigate, and support prosecution of transnational and internal trafficking cases; develop and maintain a transparent database to report civil or military prosecutions of government officials for trafficking crimes, including forced labor and child conscription; actively identify and demobilize all children serving in the armed forces; abide by the terms of the UN-backed action plan to grant international monitors unhindered access to inspect any and all recruitment centers, training centers, and military bases to support the identification, demobilization, and rehabilitation of child soldiers; take steps to ensure no children are arrested or imprisoned for desertion or attempting to leave the army; through partnerships with local and international NGOs, prioritize and significantly increase proactive victim identification and protection efforts, including victim shelters, provision of services for male victims, and reintegration support for former child soldiers; develop and implement formal victim identification and referral procedures, including for victims identified within the country; consider appointing a case manager to facilitate victims' involvement in criminal proceedings and to maintain a victim-centered approach; and increase efforts to identify and respond to sex trafficking occurring within the country.

PROSECUTION

The Government of Burma continued law enforcement efforts to address cross-border sex trafficking, but it did not make progress in holding significant numbers of traffickers, including public officials, criminally accountable for trafficking within the country. Burma prohibits sex and labor trafficking through its 2005 Anti-Trafficking in Persons Law, which prescribes criminal penalties that are sufficiently stringent and commensurate with those prescribed for rape. Forced labor, including the recruitment of children into the army, is a criminal offense under both the new Wards and Village Tracts Administration Act passed in March 2012, and Penal Code Section 374; violations can result in imprisonment for up to one year, a fine, or both. In addition, forced labor is prohibited under Section 359 of Burma's 2008 constitution. In June 2013, the government formed a committee to begin drafting the necessary regulations for the 2005 law; although these regulations were not completed, officials continued to use the law to prosecute and convict trafficking offenders.

The Government of Burma reported investigating 100 cases of trafficking, and prosecuting and convicting 183 offenders in 2013, compared with 120 investigations and 215 prosecutions and convictions in 2012. As in previous years, the government's law enforcement efforts focused primarily on the sex trafficking or forced service of Burmese women through forced marriages to Chinese men, with the majority of cases pursued by the ATTF in Muse. The government reported investigating 22 suspected cases of internal trafficking, though it did not provide additional information about the nature of these cases or whether they resulted in any prosecutions or convictions. Burmese court proceedings continued to lack transparency and did not accord due process to defendants. Burma's judiciary lacked sufficient independence; international organizations and NGOs were often unable to verify court statistics provided by the government. Additionally, limited capacity and training of the police, coupled with the lack of transparency in the justice system, made it unclear whether all trafficking statistics provided by authorities were indeed for trafficking crimes.

In April 2013, the Ministry of Home Affairs created a specialized Anti-Trafficking in Persons Division (ATIPD), with an independent annual budget in the equivalent of approximately $780,000, with three sub-divisional offices to oversee the 18 ATTFs operating in key cities and at international border crossings and three newly created child protection taskforces. ATTF officers did not have the authority to serve as primary case investigators; they were required to transfer investigations to general police investigators, who lacked specialized anti-trafficking knowledge, which impeded the success of law enforcement efforts to combat trafficking. The government opened two additional border liaison offices staffed by police and immigration officials, bringing the total to six such offices operated to address crimes such as human trafficking on Burma's borders with China and Thailand. Officials reported joint investigations of six cases with Thai law enforcement officials and 16 cases with Chinese officials during the year. Through the government's Central Body for the Suppression of Trafficking in Persons (CB-TIP), with funding provided by foreign donors, the government conducted child protection investigation trainings throughout the year for police and other local officials. The government continued its cooperation with the ILO and other international partners in reviewing remedies for the long-standing problems of forced labor and child soldier conscription committed by members of the military or civilian administrators. The ILO continued to receive and investigate forced labor complaints; in 2013, it received 157 complaints of military and police recruitment of children and 73 complaints of other forms of forced labor.

Corruption and lack of accountability remained pervasive in Burma and limited the enforcement of human trafficking laws. Police limited investigations when well-connected individuals were alleged to be involved, including in forced labor or sex trafficking cases. The government reported one prosecution of a public official for involvement in trafficking, without providing further details. The ILO reported it received information on two cases in which the wives of military officials were alleged to have facilitated the sex trafficking of women and girls to

China; no action was taken to prosecute the suspected offenders. The government did not provide comprehensive statistics on the number of military officials it investigated, prosecuted, or punished for trafficking or trafficking-related crimes, but there were reports that the Ministry of Defense undertook independent efforts to investigate and punish military personnel for their involvement in recruiting children for military service; an unverified report to an international organization indicated the military disciplined one officer and 26 enlisted personnel for the recruitment of children. The majority of those disciplined received reprimands, though an unknown number of enlisted soldiers were reportedly imprisoned. The power and influence of the Burmese military continued to limit the ability of civilian police and courts to address cases of forced labor and the forced recruitment of child soldiers by the armed forces; there was no evidence that any soldiers accused of trafficking crimes were prosecuted in civilian courts. Without assent from high-ranking military officers, law enforcement officials generally were not able to investigate or prosecute such cases. There were no reports of investigations or prosecutions of military officials for extracting forced labor from civilians, though this practice continued to occur.

PROTECTION

The Burmese government continued modest efforts to provide temporary shelter and facilitate safe passage to Burmese victims repatriated from abroad, but its overall victim protection efforts were inadequate. Department of Social Welfare (DSW) officials in 2013 received 214 repatriated victims—110 from Thailand, and 104 from China. This represented an increase from 195 victims repatriated to Burma by foreign authorities in 2012. The government had written procedures in place for the identification of victims, but the majority of victims were identified through international repatriations. The government reported identifying four additional cases through its national trafficking hotline, and police and border officials reported identifying an additional 47 cases during the year. Officials in northern Burma continued to have some success in identifying and rescuing suspected victims *en route* to China for forced marriages likely to result in sex or labor exploitation, but front-line officers throughout the country generally lacked adequate training to identify potential victims with whom they came in contact in Burma. The government did not make efforts to screen for indicators of trafficking among individuals deported from neighboring countries or returning migrant workers filing complaints regarding employment abroad—groups likely to include unidentified trafficking victims. During the reporting period, the government released 206 children and young people who had been recruited into the military as children through implementation of its UN-backed action plan on child soldiers and the ILO complaints mechanism.

Police and border officials consistently referred repatriated victims to DSW to receive protective services, but there were no referral mechanisms in place for victims of other forms of trafficking, and working-level cooperation between DSW and the police remained weak. Children who fled military service continued to face physical abuse or arrest and imprisonment on charges of desertion if they were re-apprehended. Beginning in June 2013, the government made progress in granting UN monitors access to some battalion level military installations to inspect for the presence of children, but it failed to provide unhindered access for UN monitors to all military installations. In some cases, the government refused to provide access to requested sites and in other cases it limited inspectors' access to non-operational units such as recruitment centers and training schools. The DSW began providing limited reintegration support to demobilized child soldiers, though overall support to demobilized children was inadequate. The government took steps to improve the protection of child victims during investigations; it developed three child protection taskforces within the new ATIPD police structure and began providing training to police on the use of designated interview rooms for child victims. Such rooms were not, however, widely available to police during the year.

The government continued to operate five centers for women and children in need, including trafficking victims, and one facility dedicated to female victims of trafficking. NGOs and foreign donors provided the majority of funding for the limited protective services available to victims. While in government facilities, victims received basic medical care, though they had limited access to counseling. No shelters specifically dedicated to male victims of trafficking existed, though the government designated two new facilities to serve male victims in addition to female victims; these facilities did not become operational during the year. No individualized services were available for victims and longer-term support was limited to vocational training for women in major city centers and in border areas; the lack of adequate protective measures for victims made them vulnerable to being re-trafficked.

Government authorities reported encouraging victims to assist in investigations and prosecutions, but noted that disincentives, such as the lengthy criminal justice process, made it difficult to obtain victims' cooperation in prosecutions. Furthermore, a cumbersome investigation process required victims to give their statements multiple times to different officials, increasing the burden on victims who chose to participate. The government made efforts to include victims' perspectives in training sessions with police and during government meetings to better inform the development of policies and procedures that prioritize the needs of victims. Inadequate efforts to screen for indicators of trafficking in thousands of anti-prostitution interventions may have led to sex trafficking victims being treated as criminals. Although victims had the right to file civil suits against their traffickers, none did so during the reporting period. The government did not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

PREVENTION

The Government of Burma continued efforts to prevent human trafficking. The CB-TIP, comprising representatives from 26 agencies and some civil society members, continued to coordinate the government's anti-trafficking programs and policies, in line with the five-year national action plan to combat human trafficking. The government implemented aspects of its UN-backed action plan on the identification, release, and rehabilitation of children in the Burmese army, and in March 2014, it officially extended the plan, which had expired in December 2013. The government and the UN jointly developed and implemented a public awareness campaign utilizing billboards, radio, television, and print media aimed at preventing the recruitment of children into the military. The government did not make efforts to strengthen age verification procedures for military recruits, and the Burmese military's high recruitment goals, which could not be met through voluntary enlistments, continued to make children vulnerable to forced conscription. The government continued to deny citizenship to an estimated 800,000 men, women, and children in Burma, the majority of whom are ethnic Rohingya living in Rakhine State;

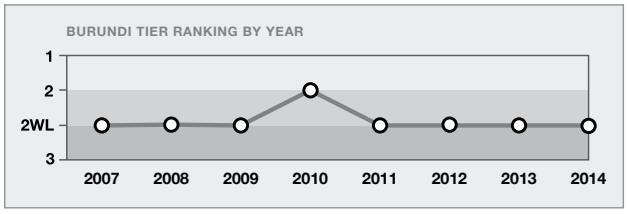
the lack of legal status and access to identification documents significantly increased this population's vulnerability to trafficking in neighboring countries.

In September and October 2013, the CB-TIP conducted training sessions for 700 members of the country's community-based anti-trafficking watch groups in targeted areas where trafficking is known to be prevalent, and more than 3,000 public officials were trained on human trafficking during the year. The CB-TIP held public awareness events and campaigns in 76 towns throughout the country, and state and regional anti-trafficking committees held more than 3,500 additional awareness events. The Ministry of Labor continued efforts to prevent forced labor of Burmese citizens at home and abroad; together with Thai officials, it operated five temporary passport-issuing centers in Thailand, staffed by Burmese labor ministry personnel. The centers assisted 200,000 expatriate Burmese workers in obtaining temporary Burmese identity documents, and the labor attaché in the Burmese embassy in Thailand continued providing assistance and advocacy on behalf of the large number of Burmese workers in Thailand. In September 2013, the government appointed a labor attaché to its embassy in Kuala Lumpur to assist Burmese workers in Malaysia. In November 2013, authorities deported to China the manager of an agency alleged to have facilitated the trafficking of Burmese women into exploitative marriages in China; no criminal investigations or prosecutions for trafficking were reported in this case. In an effort to prevent child sex tourism, Burmese authorities reported preventing six foreign nationals (three British, one Canadian, one American, and one German) from entering the country as a result of information about prior criminal activities. The government did not make any discernible efforts to reduce the demand for commercial sex acts or forced labor inside Burma during the reporting period.

BURUNDI (Tier 2 Watch List)

Burundi is a source country for children and possibly women subjected to forced labor and sex trafficking. Children and young adults are coerced into forced labor on plantations or small farms in southern Burundi, in gold mines in Cibitoke, for informal commerce in the streets of larger cities, collecting river stones for construction in Bujumbura, or in the fishing industry. Some traffickers are the victims' family members, neighbors, or friends who recruit them for forced labor under the pretext of assisting with education or employment opportunities. Some families are complicit in the exploitation of children and adults with disabilities, accepting payment from traffickers who run forced street begging operations. Children in domestic servitude in private homes or working in guest houses and entertainment establishments are coerced—with threats of being fired—into committing sex acts for their employers or clients. Children are also fraudulently recruited for domestic work and later exploited in prostitution. Young women offer vulnerable girls room and board within their homes, eventually pushing some of them into prostitution to pay for living expenses; these brothels are located in poorer areas of Bujumbura, along the lake, and on trucking routes. Extended family members sometimes also financially profit from the prostitution of young relatives residing with them; mothers sometimes also initiate their daughters into the sex trade, at times through threats and bullying. Male tourists from East Africa and the Middle East, teachers, police officers and gendarme, military, and prison officials exploit Burundian girls in prostitution. Incarcerated women facilitate commercial sex between male prisoners and detained children within the Burundian prison system. Business people recruit Burundian girls for prostitution in Bujumbura, as well as in Rwanda, Kenya, Uganda, and the Middle East, and recruit boys and girls for various types of forced labor in southern Burundi and Tanzania. During the reporting period, the UN Group of Experts reported its identification of a Burundian man who had been fraudulently recruited in Uganda and forced to join the ranks of the M23 rebel group.

The Government of Burundi does not fully comply with the minimum standards for the elimination of trafficking; however it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Burundi is placed on Tier 2 Watch List for a fourth consecutive year. Burundi was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. The government made efforts to increase its capacity to combat trafficking in 2013 through its establishment of a national coordinating body, completion of its national action plan, and work to finalize anti-trafficking legislation. However, the government made few other tangible efforts during the reporting period to demonstrate its seriousness in addressing trafficking crimes or protecting victims. The government continued investigations into several potential trafficking cases, initiated the prosecution of two defendants, and convicted two traffickers in 2013. Nonetheless, law enforcement efforts remained modest overall and investigations continued to focus on transnational trafficking crimes. NGOs continued to provide most victim assistance with minimal government support; however, officials assisted in the return to the country, referral to assistance, and reintegration of some victims during the year. A lack of adequate training for officials and the government's continued inaction to address official complicity remained serious concerns.



RECOMMENDATIONS FOR BURUNDI:
Finalize and enact draft anti-trafficking legislation; enforce the trafficking provisions in the 2009 criminal code amendments through increased prosecution of trafficking offenses and conviction and punishment of trafficking offenders, including complicit officials; institutionalize anti-trafficking training for all police, prosecutors, judges, and border guards; establish standardized policies and procedures for government officials to proactively identify trafficking victims and transfer them to care; increase provision of protective services to victims, possibly through partnerships with NGOs or international organizations; and institute a unified system for collecting trafficking case data for use by all stakeholders.

PROSECUTION
The Government of Burundi maintained its modest efforts to investigate and prosecute trafficking offenses in 2013 and convicted its first offender since 2009. Articles 242 and 243 of Burundi's criminal code prohibit some forms of human trafficking,

prescribing punishments of five to 20 years' imprisonment, but do not provide a definition of human trafficking, impeding investigators' and prosecutors' ability to identify and prosecute trafficking offenses. Elements of sex trafficking offenses can also be addressed using penal code articles on brothel-keeping and procuring prostitution, which prescribe penalties of one to five years' imprisonment, and child prostitution, with prescribed penalties of five to 10 years' imprisonment; these articles do not require the use of force, fraud, or coercion in commission of these crimes. These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. Forced labor is prohibited by Article 2 of the labor law, though there appears to be no explicit penalties for a violation, which officials cite as a weakness in addressing forced child labor. The government completed its drafting of anti-trafficking legislation, intended to rectify this and other gaps in existing laws. In December 2013, the trafficking in persons commission referred the draft to the Minister of Solidarity and Human Rights, where it remained pending submission to and review by the council of ministers before being sent to parliament for debate and passage.

The Children and Ethics Brigade, under the Burundian National Police, led the country's anti-trafficking law enforcement efforts. The brigade, however, lacked capacity to adequately track its caseload. The government continued to focus on investigating trafficking crimes involving transnational movement, failing to investigate any cases involving Burundian victims trafficked internally. The government reported its investigation of 12 alleged trafficking offenders and initiated prosecution of two suspects during the year. In addition, in March 2014 in Ruyigi, the government sentenced a convicted offender to five years' imprisonment for the abduction of two girls held in domestic servitude and sexually abused. His accomplice was also convicted and sentenced to two-and-a-half years' imprisonment. Trials involving at least five other alleged traffickers remained pending from previous reporting periods. The government opened an investigation into the case of a Lebanese national allegedly responsible for the sex trafficking of more than 100 Burundian girls to Lebanon since 2004. It charged two men with trafficking for their attempted recruitment of Burundian girls for sex trafficking in Oman; the suspects remain in custody pending trial.

Officials' lack of investigative skills and trafficking awareness reportedly continued to hinder investigations and prosecutions. In 2013, the brigade developed a new curriculum for recruits being trained at the police academy that includes a section on trafficking in persons, which reached more than 1,000 new recruits during the year. Police repeatedly apprehended suspects involved in the commercial sexual exploitation of children, but released them shortly thereafter without prosecution, at times due to the corruption of police and judicial officials. As in previous years, the government failed to prosecute or convict any public officials suspected of complicity in human trafficking crimes, despite allegations against teachers, police officers, members of the military and gendarmerie, and prison officials. For example, during the previous reporting period, the assistant prosecutor of Cibitoke investigated a police officer suspected of facilitating the prostitution of young girls. The prosecutor dropped the charges as the girls eventually testified in favor of the suspected police woman. The government reported no information regarding the status of this case. The government took no action to stop child prostitution occurring within the Burundian prison system. The government expelled a diplomat from the Democratic Republic of the Congo for his alleged involvement in trafficking of Burundian girls to a third country.

PROTECTION

The government maintained its modest efforts to protect victims during the reporting period. It facilitated the return of three trafficking victims from overseas, reintegrated four potential victims, and referred 70 victims to an NGO working group—a decrease from 99 referred in the previous reporting period. Care centers in Burundi are operated by NGOs, religious organizations, and women's or children's associations largely funded by UN agencies; none are specifically focused on providing assistance to trafficking victims. NGOs reported the identification and referral of 70 trafficking victims by communal leaders and border police following their anti-trafficking training of these officials. The government, however, did not provide information on its victim identification or referral efforts. It also did not provide adequate support for the services delivered by these organizations. Burundian police, in partnership with an NGO, assisted in the return of a Burundian girl and a mentally disabled Burundian boy from Oman in 2013. Burundian officials, working with authorities in Lebanon, facilitated the repatriation of one Burundian woman; however, the lack of cooperation by Lebanese officials stymied efforts to return additional identified victims.

The Ministry of National Solidarity provided funding to some local NGOs to assist victims of gender-based violence and trafficking, while the Ministry of Health provided vouchers for hospital care to an unspecified number of trafficking victims. The Ministry of National Solidarity continued oversight of centers for family development that address human rights and gender-based violence issues at the commune-level. It often assisted in the reintegration of victims into their home communities. The government operated two centers, in Kigobe and Buyenzi communes, to assist street children, including an unknown number of victims of forced child labor who were identified and provided counseling through the centers. The government-staffed and UNICEF-supported one-stop center in Gitega—established to provide victims of gender-based violence immediate care and assistance in reporting cases—provided these services to three trafficking victims in 2013.

The government has not yet finalized a system to proactively identify trafficking victims among vulnerable populations or to refer victims to service-providing organizations. Officials referred cases in an *ad hoc* fashion to an NGO working group, which coordinated provision of care among service providers. Police and National Solidarity officials partnered to ensure trafficking victims received referrals to NGO care. Without standardized procedures for identifying trafficking victims, some may have been penalized for unlawful acts committed as a direct result of their being trafficked. For example, the Children and Ethics Brigade did not attempt to identify trafficking victims among women in prostitution who were arrested, jailed, or fined. However, police provided limited shelter and food to child trafficking victims in temporary custody, keeping them in a holding area separate from adult detainees while authorities attempted to locate their families. In some instances, the brigade and its provincial focal points provided counseling to children in prostitution and mediated between these victims and their parents immediately thereafter, though without referral for additional services. Although the government encouraged victims to assist in the investigation or prosecution of their traffickers, none did so during the year. Burundian law does not provide foreign trafficking victims with legal alternatives to their removal to a country where they may face hardship or retribution.

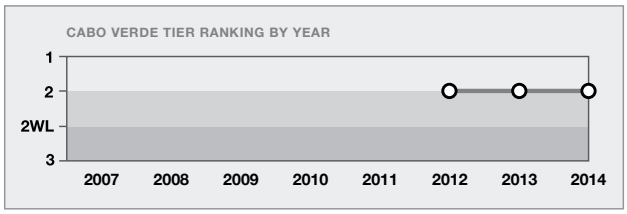
PREVENTION

The government increased its capacity to make proactive anti-trafficking efforts during the year. In 2013, it established the Trafficking in Persons Permanent Commission to oversee its anti-trafficking efforts. During the year, the commission worked to finalize anti-trafficking legislation and, in March 2014, completed its national action plan. Nonetheless, coordination across government ministries to combat trafficking remained poor, and relevant agencies remained largely unaware of the problem, which severely hindered progress. With donor funding, an NGO-led joint working group on human trafficking, including representation from the National Police and the Ministries of Justice and National Solidarity, continued to meet every three months to share information; however, the government did not take an active role or provide material support to the efforts of the group. In 2013, the Children and Ethics Brigade continued its national awareness-raising campaign throughout the country to educate officials and local populations about the dangers of human trafficking, and encourage citizens to report trafficking cases to local authorities. In June 2013, the National Multi-Sectoral Committee for the Elimination of the Worst Forms of Child Labor organized a national day for awareness on the worst forms of child labor. In 2013, the Ministry of Labor's 18 inspectors conducted no child labor inspections; in addition, the number of inspectors was inadequate and their focus on labor law violations in the formal sectors did not reach the majority of forced child labor violations, which occurred in the informal sector. The government did not make efforts to reduce the demand for commercial sex acts, child sex tourism, or forced labor during the reporting period. The government, in partnership with a foreign donor, provided Burundian troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions.

CABO VERDE (Tier 2)

Cabo Verde is a source, transit, and destination country for children subjected to forced labor and sex trafficking within the country and in Guinea, and at times, a source for persons trafficked to Brazil, Portugal, and other countries in Europe for forced transport of drugs. Adult migrants from China, Guinea-Bissau, Senegal, Nigeria, and other ECOWAS countries may receive low wages, work without contracts, and not have regularized their visa status, creating vulnerabilities to forced labor. West African migrants may transit the archipelago *en route* to situations of exploitation in Europe. Cabo Verdean children work in domestic service, often working long hours and at times experiencing physical and sexual abuse—indicators of forced labor. In addition, Cabo Verdean children engaged in begging, street vending, car washing, garbage picking, and agriculture are vulnerable to trafficking. Reports indicate that boys and girls, some of whom may be foreign nationals, are exploited in prostitution in Santa Maria, Praia, and Mindelo. Sex tourism, at times involving prostituted children, is a problem in Cabo Verde. Cabo Verdean adults and children are at risk of being deceived or forced into transporting drugs to or within Brazil and Portugal.

The Government of Cabo Verde does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has acknowledged that sex trafficking is a problem in Cabo Verde. It investigated two cases involving alleged child prostitution, the same number as in the previous reporting period. The government convicted three traffickers compared to no convictions in the previous year. The Cabo Verdean Institute for Children and Adolescents (ICCA), under the Ministry of Youth, Employment, and Human Resources Development, made concerted efforts to protect child victims of sexual abuse, including child victims of prostitution, and to assist vulnerable children. The government did not make efforts to raise awareness of human trafficking or to reduce the demand for commercial sex acts.



RECOMMENDATIONS FOR CABO VERDE:

Draft comprehensive anti-trafficking legislation consistent with the 2000 UN TIP Protocol, including a broad definition of trafficking in persons that does not rely on evidence of movement but rather on exploitation; continue to prosecute, convict, and punish trafficking offenders under existing law; take appropriate steps to clarify that Cabo Verdean law prohibits facilitating the prostitution of children ages 16 and 17; train law enforcement officials to use existing laws to investigate and prosecute trafficking offenses; develop and implement procedures for the identification and referral of trafficking victims amongst vulnerable populations; compile anti-trafficking law enforcement data; and launch a targeted anti-trafficking public awareness campaign.

PROSECUTION

The Government of Cabo Verde continued minimal law enforcement efforts to combat human trafficking. Cabo Verdean law does not specifically prohibit all forms of trafficking, though several existing statutes cover certain forms. Article 14 of the labor code prohibits forced labor and Article 271 of the penal code outlaws slavery, both of which prescribe sufficiently stringent penalties of six to 12 years' imprisonment. Article 148 of the penal code outlaws facilitating prostitution of children under the age of 16 and prescribes sufficiently stringent penalties of two to eight years' imprisonment for victims under 14 years and one to five years for victims aged 14 or 15. The penalties for victims aged 14 or 15 are not sufficiently stringent or commensurate with penalties for other serious crimes, such as rape. The penal code does not prohibit or punish those who facilitate the prostitution of children between the ages of 15 and 18. Investigations into sex crimes, including child prostitution, involving children aged 14 and 15 require complaints from the child's legal guardian; government officials indicate that no such case has ever been reported to police. Prostituted children aged 14 to 17 are rendered virtually invisible to law enforcement and social welfare officials under existing law, granting impunity to those who profit from their exploitation.

During the year, the judicial police reported investigating two cases of human trafficking for sexual exploitation of children in the city of Praia on the island of Santiago; however, the government did not collect comprehensive anti-trafficking law enforcement data and did not provide specific information about these cases. In the two cases, police identified 17 child victims of sex trafficking—including at least eight girls between 13 and 14 years old. Four individuals were arrested in these cases

and remained in custody at the end of the reporting period. In addition, in April 2013 government prosecutions resulted in convictions of three men involved in the sexual abuse and sex trafficking of six boys in Praia. One foreign national offender was sentenced to five years' imprisonment; two Cabo Verdean offenders, who were sentenced to four years and six months' and four years and eight months' imprisonment, have appealed their sentences. The Cabo Verdean court awarded damages to the victims in these cases totaling the equivalent of approximately $3,425; this award is under appeal. The government partnered with the Portuguese Border Patrol to provide training for 40 Cabo Verdean border and national police officers on the international framework to combat human trafficking—including investigation and identification of potential victims. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government made modest efforts to protect child trafficking victims. Although it did not report information on protection services provided to the 17 child trafficking victims identified during investigations, several government facilities that provide care to vulnerable children and victims of gender-based violence may have assisted trafficking victims during the year. Two ICCA-run centers for children in Praia and Mindelo afforded temporary care to child victims of sexual abuse, violence, and abandonment; children could remain in these centers for up to three months. The government maintained five protection and social reinsertion centers on the islands of Sal, Sao Nicolau, Boa Vista, Fogo, and Santiago, which offered reintegration services to children experiencing long-term trauma. The ICCA continued its *Nos Kaza* project that aims to reduce the vulnerability of street children to sexual abuse, including prostitution and child labor through the operation of six day centers on the islands of Santo Antao, Sao Vicente, Sao Nicolau, Fogo, Boa Vista, and Santiago, which hosted children during the day and provided counseling. At the end of the reporting period, over 65 children and adolescents used the facilities of *Nos Kaza* in the city of Praia daily. The government also supported foster family and adoption programs for the care of children who could not return to their families.

The Cabo Verdean border police and law enforcement agencies did not have written procedures for identification or referral of trafficking victims. However, the ICCA's network for the protection and prevention of sexual abuse of children and adolescents—comprised of the judicial police, the national police, the national prosecutor, the directorate general of tourism, and the Office of Health for Praia—coordinated the referral of child victims of sexual abuse and prostitution to care and offered support throughout court processes. Disque Denuncia, the government's hotline for reporting cases of child abuse, exploitation, and prostitution, served as a referral system, coordinating efforts between the attorney general's office, the judiciary police, the national police, hospitals, and Offices of Health and School. ICCA and UNICEF established a special unit in the judicial police to attend to child sex abuse victims, including child victims of prostitution; the unit was equipped with a video room that allows children to testify outside of court. Cabo Verdean law does not provide for legal alternatives to the removal of foreign trafficking victims to countries where they may face hardship or retribution. There were no reports that victims of human trafficking were penalized for unlawful acts committed as a result of being trafficked.

PREVENTION

The government made modest efforts to prevent trafficking through efforts directed towards addressing the vulnerabilities of migrant workers and the elimination of child labor. In October 2013, the government published a guide for the nearly 20,000 immigrants in the country, which contains information related to rights, access to services, and contact information for local immigrant associations, embassies, and consulates. In 2012, ICCA established a unit for the prevention and elimination of child labor, the National Committee for Eradication of Child Labor in Cabo Verde (CDNPCTI), which continued work to establish a legal basis for the committee to carry out its mandate. Several ministries and agencies—including labor and youth, education, and police, as well as civil society partners—participated in four CDNPCTI meetings during the year to discuss implementation, monitoring, and evaluation of the national committee's objectives. The government did not identify any child labor violations during the reporting period and did not remove any children from situations of child labor.

To improve coordination of efforts to combat child labor and violence against children, in December 2013 the Cabo Verdean National Assembly approved a new law, the Status of Children and Adolescents. This law establishes a public–private network of government and NGO service providers that can be called upon to protect and assist abused children, including child sex trafficking victims. It also outlines the legal framework for child and adolescent protection and for access to health, education, security, and social assistance. The government did not undertake any trafficking awareness campaigns during the reporting period. During the year, no prosecutions involving cases of child sex tourism were reported, and the government did not make significant efforts to reduce the demand for forced labor or commercial sex acts or to address sex tourism.

CAMBODIA (Tier 2 Watch List)

Cambodia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Cambodian adults and children migrate to countries within the region and, increasingly, to Africa for work; many are subsequently subjected to sex trafficking, domestic servitude, debt bondage, or forced labor on fishing vessels, in the agricultural sector, or in factories. Cambodian migrant workers—especially in Thailand and Malaysia—are vulnerable to forced labor and debt bondage; employers in destination countries have withheld copies of employment contracts and confiscated passports. Recruitment agencies have falsified legal identification and age verification documents to facilitate illegal recruitment of children. Despite an ongoing ban, Cambodian women and girls continue to migrate to Malaysia to work in domestic service. These women often travel on tourist visas and transit through Thailand; some subsequently become victims of domestic servitude.

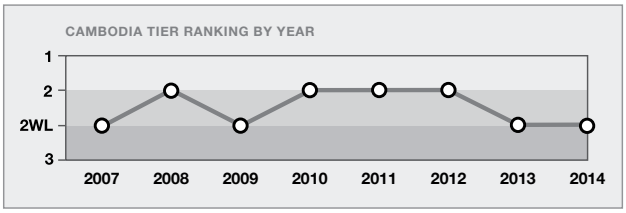
Male Cambodians continue to be subjected to forced labor on Thai-flagged fishing boats operating in international waters; the number of Cambodians subjected to this form of exploitation is unknown, but local observers have expressed concern over the increasing trend of victims trafficked in the fishing industry. Cambodian victims escaping fishing industry traffickers have been identified in Malaysia, Indonesia, Mauritius, Fiji, Senegal, and South Africa. Cambodian men report being deceived about the expected length of service and their wages by fishing boat

owners in Thailand, where the majority were recruited for work in fishing; some have reported severe abuses by Thai captains and being forced to remain aboard vessels for years.

Children from impoverished families are highly vulnerable to forced labor, including domestic servitude and forced begging in Thailand and Vietnam. Parents are often complicit in this practice. The Svay Pak area outside Phnom Penh, where many young children have been exploited in the sex trade, operated as a transit point for child sex trafficking victims from Vietnam who were subsequently exploited in hotels and other establishments in Phnom Penh. Within the country, Cambodian and ethnic Vietnamese women and girls move from rural areas to Phnom Penh, Siem Reap, Poipet, Koh Kong, and Sihanoukville, where they are subjected to sex trafficking in brothels and increasingly in venues such as beer gardens, massage parlors, salons, karaoke bars, and non-commercial sites. Sex trafficking of children under the age of 15, once promoted through highly visible methods, has become increasingly clandestine. The sale of virgin women and girls continues to be a problem in Cambodia. Cambodian men form the largest source of demand for child prostitution; however, men from other Asian countries, the United States, and Europe travel to Cambodia to engage in child sex tourism.

Vietnamese women and children, many of whom are victims of debt bondage, travel to Cambodia and are forced into commercial sex. NGOs report that some Vietnamese victims were transported through Cambodia by criminal gangs before being exploited in Thailand and Malaysia. Corrupt officials in Cambodia, Thailand, and Malaysia cooperate with labor brokers to facilitate the transport of victims across the border. Additionally, an unknown number of unidentified trafficking victims are among the large number of migrants deported from Thailand each year.

The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government developed draft guidelines for a standardized, nationwide system for the proactive identification of victims among vulnerable groups, and it implemented a pilot program to test them in two provinces. Despite these measures, the government did not demonstrate evidence of overall increasing efforts to address human trafficking over the previous year. Therefore, Cambodia is placed on Tier 2 Watch List. It failed to make progress in holding trafficking offenders accountable. Although numerous forms of human trafficking continued to occur in Cambodia, the government prosecuted and convicted fewer trafficking offenders and identified fewer victims than it did in the previous year. The Supreme Court's acquittal of a former police chief convicted in 2011 of trafficking, as well as an overall failure to address trafficking-related complicity, contributed to a climate of impunity for trafficking offenders and a denial of justice to victims. Despite increased attention from the government and NGOs to the prevalence of male victims, the availability of services for this population remained limited. The government reported posting labor attachés to three of its embassies in countries with large numbers of Cambodian workers and providing general anti-trafficking training to all diplomats before being posted overseas, but it lacked systematic procedures for its diplomatic missions abroad to assist trafficking victims. The government did not explicitly grant police the authority to conduct undercover anti-trafficking operations, although the Ministry of Justice encouraged officials to utilize procedures for approval of undercover investigations allowed within the current legal framework during a donor-funded workshop in December.



RECOMMENDATIONS FOR CAMBODIA:

Increase efforts to vigorously investigate and prosecute trafficking offenses and convict and punish both labor and sex traffickers; issue an executive decree (*prakas*) or other official guidance authorizing the use of undercover investigative techniques in the enforcement of the anti-trafficking law; make efforts to hold officials accountable for complicity in human trafficking; sensitize law enforcement authorities and policymakers to the prevalence of trafficking of adult men, especially in commercial fishing, and make more services available to male victims; streamline procedures for reporting and responding to trafficking cases in which victims are identified in countries without Cambodian diplomatic representation; establish systematic procedures to assist Cambodian victims through diplomatic missions abroad, perhaps by appointing a dedicated labor attaché in countries with large numbers of Cambodian workers, and train diplomats on identifying and assisting trafficking victims before their departures for overseas posts; finalize and implement a nationwide protocol for the proactive identification of victims among vulnerable groups; enforce criminal penalties for labor recruitment companies engaging in illegal acts that may contribute to trafficking; update the national committee's national action plan to combat trafficking; augment governmental referrals of trafficking victims to NGOs with increased support and services, including legal aid, psycho-social support, and reintegration programs; improve interagency cooperation and coordination between police, court officials, and other government personnel on trafficking cases and victim referral processes; ensure bilateral memoranda of understanding (MOUs) on the deployment of Cambodian workers to foreign countries include strong protection provisions to decrease workers' vulnerability to trafficking; increase efforts to make court processes more efficient and sensitive to the needs and interests of trafficking victims, including through the provision of witness protection; and expand and continue to promulgate public awareness campaigns aimed at reducing the demand for commercial sex and child sex tourism, with an increased focus on addressing the local demand for commercial sex with children.

PROSECUTION

The Government of Cambodia's efforts to hold traffickers accountable significantly declined. The 2008 Law on the Suppression of Human Trafficking and Commercial Sexual Exploitation explicitly addresses trafficking offenses in 12 of its 30 articles. The law prohibits all forms of trafficking and prescribes penalties that are sufficiently stringent and commensurate with other serious crimes, such as rape. During the reporting period, the government reported investigating 35 suspected cases of trafficking. It convicted 10 sex trafficking offenders and eight labor trafficking offenders, a decrease from 44 offenders convicted in the previous year. One of the 35 cases involved labor trafficking in the commercial fishing sector; in May 2013, Cambodian authorities arrested a Taiwan national for the alleged trafficking of hundreds of Cambodian men on Thai fishing vessels in international waters. At the close of the reporting period, the suspect remained in pre-trial custody.

The government continued to design and deliver donor-funded training on the implementation of the anti-trafficking law, reaching approximately 1,200 law enforcement and judicial officials, but officials lacked adequate expertise to identify and prosecute a significant number of trafficking cases. Officials at times conflated labor trafficking and human smuggling, and a lack of competence in evidence collection led officers to rely almost wholly on victim testimony to build cases. Inadequate efforts to protect victims, including a lack of incentives for victims to participate in prosecutions, left many unwilling to participate. Victims whose families received out-of-court settlements from traffickers at times changed their testimonies, hampering the pursuit of successful prosecutions. Although the government maintained agreements calling for joint investigations of trafficking cases with the governments of Thailand and Vietnam, no international cooperation with these governments was reported during the year. Local organizations and some officials recognized an urgent need for more sophisticated evidence collection techniques, including undercover investigations, to decrease the reliance on witness testimony and to adapt to the changing nature of sex trafficking—which has become increasingly clandestine and difficult to prove in court—in Cambodia. Though undercover evidence collection operations in human trafficking cases are not explicitly prohibited by Cambodian law, in recent years Cambodian judges have deemed them illegal. While the government has specifically approved undercover investigation authority for other types of crimes, such as counter-narcotics, similar approval has not been clearly extended to the investigation of suspected offenses under the 2008 human trafficking law.

Endemic corruption at all levels of the Cambodian government continues to severely limit the ability of individual officials to make progress in holding traffickers accountable. Local observers report corrupt officials regularly thwart progress in cases believed to have political, criminal, or economic ties to government officials, and the government failed to hold officials accountable for such practices. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. In November 2013, the Supreme Court held an unannounced, closed-door hearing and acquitted on all charges the former head of the Phnom Penh Municipal Police's Anti-Human Trafficking and Juvenile Protection Department, convicted *in absentia* for human trafficking and related offenses in 2011.

PROTECTION

The government continued to employ procedures to identify victims and refer them to NGOs, but the number of victims identified declined compared to the previous reporting period. The Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY) reported receiving and referring 310 trafficking victims to NGO shelters, a decrease from the 570 victims referred during the previous reporting period. Local police referred 151 victims of sex trafficking to provincial agencies for NGO referrals, a decrease from the 388 victims referred in the previous year. The government did not finalize guidelines for a standardized, nationwide system for the proactive identification of victims among vulnerable groups, but it did develop draft guidelines and implement a pilot program to test them in two provinces. The government operated a temporary shelter in Phnom Penh for female victims of trafficking and other crimes, though the authorities did not offer further assistance to victims. With assistance from an international organization, MOSAVY continued to operate a transit center in Poipet, where it received 159 victims identified by Thai authorities. Victim identification procedures on both sides of the border were inadequate, and the number of actual trafficking victims among the 55,000 Cambodians deported from Thailand was likely much higher. The government received 170 victims repatriated from Vietnam with the assistance of an international organization. International and local NGOs unofficially repatriated an unknown number of victims on Thai fishing vessels. One organization reported repatriating 114 Cambodian male victims from Mauritius, Indonesia, Senegal, Malaysia, and South Africa in 2013—more than twice as many as it assisted in 2012. The government did not have adequate procedures in place to facilitate the rescue and repatriation of victims of forced labor on fishing boats identified overseas. A lack of diplomatic representation or other bilateral agreements in some countries where victims were identified left victims with little support. During the reporting period, the government maintained its prohibition on the migration of women to Malaysia for domestic work but failed to ensure that procedures or safeguards were in place to assist Cambodian women already working in Malaysia. The government reported posting labor attachés to its embassies in South Korea, Thailand, and Malaysia. The Cambodian embassy in Kuala Lumpur provided temporary shelter to some Cambodian domestic workers who faced abuse in Malaysia and assisted NGOs in the repatriation of 30 Cambodian migrant workers, but it lacked systematic procedures to assist trafficking victims through its diplomatic mission in Malaysia or other countries.

The majority of medical, legal, shelter, and vocational services for victims of both domestic and international trafficking were provided by NGOs, most of which cared for victims of a number of forms of abuse. During the year, MOSAVY finalized guidelines for standards of care in residential facilities for victims of trafficking and sexual exploitation in Cambodia. Nonetheless, there were allegations that some NGO shelters subjected victims to abuse or inadequate care and that inadequate government oversight allowed these practices to occur with impunity. Authorities systematically referred identified victims to NGO shelters to receive care but did not develop a policy for formally transferring custody of child victims, leaving NGOs that accepted these victims for care vulnerable to court actions against them. Lack of available long-term care, including mental health services, made victims, particularly child sex trafficking victims, highly vulnerable to re-trafficking. Despite the prevalence of male victims, assistance for this population, if any, was limited to *ad hoc* sheltering in facilities that lacked experience caring for trafficking victims; trafficking-specific shelters refused to accept men, and the government did not provide facilities or services other than referrals to male victims. Foreign victims of trafficking had the same access to victim care facilities as Cambodian trafficking victims; however, there were a limited number of shelters with the ability to provide specialized care to foreign victims, including foreign-language capabilities and culturally sensitive support.

The Cambodian government required foreign victims found in Cambodia to be repatriated to their home countries and did not provide legal alternatives to their removal should they face hardship or retribution upon return to their countries of origin. There were no reports that identified victims were punished for crimes committed as a result of being trafficked; however, many victims of trafficking were not formally identified, and unidentified victims were at risk of being punished. Authorities reportedly encouraged victims to participate in investigations and prosecutions of traffickers, and foreign victims were eligible for temporary legal residence in order to do so. Cambodia's weak

and corrupt judicial and law enforcement systems, however, and lack of adequate victim protection hindered victims' willingness to cooperate in cases and their access to legal redress. Although the government required service providers and front-line officials to interview victims in a safe place, the government typically lacked the necessary equipment and office space to do so; perpetrators and victims were often interviewed in the same location. Victims were theoretically eligible for restitution, though this was limited in practice by a legal requirement that compensation be paid only following the completion of a convicted offender's jail term.

PREVENTION

The Government of Cambodia continued moderate efforts to prevent trafficking. The National Committee on the Suppression of Human Trafficking, Smuggling, and Labor and Sexual Exploitation (National Committee) and its secretariat continued to lead the country's anti-trafficking efforts and implement the committee's anti-trafficking action plan, but it reported difficulty in obtaining adequate funding to effectively implement the plan. The government continued to negotiate a bilateral memorandum of understanding (MOU) with the Government of Malaysia on the migration of Cambodians to Malaysia for domestic work, but it was not finalized during the year. The government's efforts to punish fraudulent labor recruiters declined; after convicting four staff members from one licensed recruiting agency for labor trafficking in the previous reporting period, the government made only one arrest and issued no punishments for illegal recruitment practices this year. Local observers believe corruption to be the cause of impunity afforded to recruiting firms, including some with reported financial ties to senior government officials, engaging in recruitment practices that contribute to trafficking.

With support from foreign and local donors, the government continued to produce and disseminate printed materials, radio broadcasts, and billboards and posters addressing the dangers of various forms of human trafficking. At times, the government may have impeded the work of civil society organizations by requiring government approval of NGO-produced materials prior to public dissemination. The Ministry of Tourism sustained collaboration with NGOs in producing trainings, billboards, and handouts aimed at reducing the demand for commercial sex acts and child sex tourism, though these efforts were targeted at foreign sex tourists rather than the local population that is the main source of demand for commercial sex with children. Authorities reported arresting nine foreign nationals and convicting three for child sex tourism offenses. Nonetheless, local observers reported ongoing concern over the government's failure to properly investigate or impose punishments on foreign nationals who purchase commercial sex acts with children. Authorities reported that four Cambodian citizens were convicted for purchasing commercial sex acts with children. The government reported that its training program for diplomats, prior to their departure for overseas posts, included instruction on Cambodia's anti-trafficking policy. The National Committee provided members of military forces with training on human trafficking prior to their deployment abroad on peacekeeping initiatives.

CAMEROON (Tier 2)

Cameroon is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking. Cameroon is a source country for men in forced labor. Trafficking operations usually target two to four children, often when rural parents hand over their children to an intermediary promising an education or a better life in the city. Traffickers of children increasingly resort to kidnapping their victims, as heightened public awareness about trafficking has led to parents being less willing to give their children to these intermediaries. Cameroonian children are exploited in many sectors, such as domestic service; restaurants; street begging or vending; artisanal gold mining and gravel quarries; agriculture, including on tea and cocoa plantations; in the urban transportation and construction sectors, where they perform odd jobs as errand boys and laborers on construction sites; and in prostitution within the country. Reports indicate the existence of hereditary slavery in northern chiefdoms. Cameroonian women are lured to Europe and other regions by fraudulent internet marriage proposals or offers of domestic work and subsequently become victims of forced labor or forced prostitution in Switzerland and France, with smaller numbers in Russia. In 2013, a group of approximately 35 Cameroonian men were exploited in forced labor in forestry work in Sweden; most were granted temporary residency permits during the investigation. During the year, Cameroonian trafficking victims were also identified in Denmark, Norway, Sweden, Germany, Poland, Slovakia, Cyprus, Spain, Saudi Arabia, Lebanon, the United Arab Emirates, Qatar, Haiti, Nigeria, Equatorial Guinea, Gabon, and several West and Central African countries. Some teenagers and adults from the Central African Republic (CAR) and Nigeria are lured by the prospect of a better life in Cameroon and subsequently became victims of labor trafficking.

The Government of Cameroon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government continued to implement activities associated with an action plan to combat trafficking, including enforcing the anti-trafficking law, providing training to government officials and NGOs, reintegrating street children who were trafficking victims, and conducting public awareness campaigns. Despite these efforts, the government did not make progress in ensuring trafficking victims received access to protection services. Data collection remained sporadic and did not cover the entire country, resulting in unreliable and incomplete statistics on victim identification and law enforcement.

RECOMMENDATIONS FOR CAMEROON:

Vigorously prosecute and convict trafficking offenders, including government employees complicit in trafficking-related offenses; continue to educate police, judges, lawyers, and social workers about the law against human trafficking; develop and provide advanced training for law enforcement in investigation and prosecution of human trafficking offenses; dedicate resources

to improve the collection of statistics relating to victim identification and law enforcement; develop standardized procedures for referring trafficking victims to government and NGO care services, and socialize these mechanisms among government officials and the NGO community; continue to provide training for government service providers to ensure the quality of care for victims; and address cases of hereditary servitude in the northern regions.

PROSECUTION

The Government of Cameroon sustained modest anti-trafficking law enforcement efforts. The 2011 Law Relating to the Fight Against Trafficking in Persons and Slavery prohibits all forms of trafficking in persons, and under Section 4 prescribes a penalty of 10 to 20 years' imprisonment, penalties that are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. Section 5 prescribes penalties ranging from 15 to 20 years' imprisonment if the trafficking victim is 15 years of age or younger, if violent pretexts are used to coerce the victim, or if the victim sustains serious injuries as a result of trafficking. Section 3 prescribes penalties for debt bondage ranging from five to 10 years' imprisonment. These penalties are also sufficiently stringent. Amendments to the 2011 law drafted by the government to address shortcomings in protection of victims and witnesses were still under consideration at the end of the reporting period.

During the reporting period, the government initiated five trafficking prosecutions and secured one conviction for child trafficking. This represents a slight increase from the previous reporting period, in which the government conducted three prosecutions with no convictions. Specific information about the case resulting in a conviction was not available, but the defendant was sentenced to 11 years' imprisonment. Two cases were dismissed by judges for lack of evidence, and two prosecutions remained pending at the end of the reporting period. The government failed to collect comprehensive anti-trafficking law enforcement data from all of Cameroon's 10 regions during the reporting period. Various government and other sources indicated that 120 cases of trafficking and related offenses, including kidnapping of minors, kidnapping with fraud and violence, forced marriage, and slavery, were reported to law enforcement and NGOs in the Littoral, South West, and South regions; many of these were investigated by police, but information is not available to determine how many were cases of human trafficking.

The government organized two training sessions on human trafficking for government officials and NGOs, collaborated with international organizations and an NGO to conduct four additional training programs on trafficking, and reported that the national training sites for *gendarmerie* include modules on detecting human trafficking. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Cameroonian government demonstrated modest efforts to ensure identified victims of trafficking received access to protection services. The government does not produce statistics from all regions on the number of trafficking victims identified. Information from the government and NGOs indicates that 19 trafficking victims were identified by the government, all of whom were children, ranging in age from 4 months to 16 years, a decrease from the 87 victims identified in the previous reporting period. Of these 19 victims, the government placed 13 children in government or NGO care facilities for assistance and reunited six victims with their families.

The government used an informal referral process in which local administrative authorities and the Ministry of Social Affairs (MINAS) guided security forces in referring identified victims to the appropriate government agency for assistance. The government continued to provide direct assistance to child victims, including shelter, medical assistance, psychological support, and activities related to reintegration through its shelter facilities and services for vulnerable children located in several cities. It is unclear how much funding the government devoted to victim care during 2013 or how many victims received services. Local and international NGOs provided the majority of victim services in the country, and the government has yet to institute a standardized, reliable mechanism to refer victims to these services. At ports of entry, trained customs and border security officers interrogated adults accompanying children and checked their travel documents to verify their parentage. Immigration police officials in Cameroon's East Region reported that these procedures helped prevent potential trafficking cases involving victims moving to and from neighboring countries; however, no specific trafficking cases were reported.

The government encouraged victims to assist in the investigation and prosecution of trafficking crimes; however, it is unclear what assistance was provided during court proceedings. Victims may file suits or seek legal action against traffickers, and, because children are the main victims of trafficking in Cameroon, family members may also bring civil suits against traffickers on behalf of children. Some victims received financial settlements from their traffickers after filing such suits. In a case from Cameroon's North West Region, a trafficker who forced a child to do manual labor for one year without compensation paid approximately $260 as part of a financial settlement to the victim and his family. The child subsequently returned to school. The government provided temporary resident status to five children from other countries (CAR and Nigeria) while working with international organizations and consular officials on their repatriation during the reporting period. It was not reported that the government punished any trafficking victims for unlawful acts committed as a direct result of being trafficked.

PREVENTION

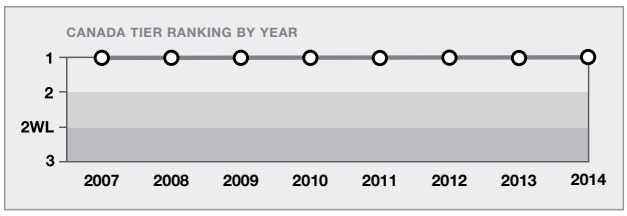
The Cameroonian government demonstrated continued progress in preventing human trafficking. An inter-ministerial committee, chaired by the secretary general of the prime minister's office and comprised of over a dozen different ministries, coordinates anti-trafficking efforts across the government. The government continued action related to its national action plan, including a targeted awareness campaign against forced labor and sex trafficking of children implemented by MINAS. In 2013, the government expanded the campaign from five regions (Center, East, Littoral, Adamawa, and Northwest) to include the Far North region, and reached 2,000 people and mobilized 500 community leaders and journalists. With support from UNICEF, the government trained 410 social workers in five regions on human trafficking as part of training on psychosocial assistance to street children. The Ministry of Employment drafted a manual for potential migrants on the dangers of trafficking, which has yet to be disseminated. MINAS continued to address the phenomenon of street children, a vulnerable population considered at high risk of becoming trafficking victims, and identified 504 new cases

of street children in Yaounde and Douala, and reunited 134 children with their families, and offered reintegration services to the others during the reporting period. The government continued to provide members of the Cameroonian armed forces with training on human trafficking prior to their deployment abroad on international peacekeeping missions as part of an overall briefing on international humanitarian law. The government, however, did not undertake efforts to reduce the demand for commercial sex acts or forced labor.

CANADA (Tier 1)

Canada is a source, transit, and destination country for men, women, and children subjected to sex trafficking, and a destination country for men and women subjected to forced labor. Canadian women and girls are exploited in sex trafficking across the country, and women and girls from Aboriginal communities and minors in the child welfare system are especially vulnerable. NGOs and law enforcement officials note traffickers sometimes use drug dependency to control victims. The Royal Canadian Mounted Police (RCMP) report that roughly half of identified sex trafficking victims worked as exotic dancers or in clubs at the time of their recruitment. Foreign women, primarily from Asia and Eastern Europe, are subjected to sex trafficking in brothels and massage parlors. Law enforcement officials report that local street gangs and transnational criminal organizations are involved in sex trafficking in urban centers. Labor trafficking victims include foreign workers from Eastern Europe, Asia, Latin America, and Africa who enter Canada legally, but are subsequently subjected to forced labor in agriculture, construction, food processing plants, restaurants, the hospitality sector, or as domestic servants. Canada is also a source country of tourists who travel abroad to engage in sex acts with children.

The Government of Canada fully complies with the minimum standards for the elimination of trafficking. In 2013, the government achieved its first conviction for domestic servitude, increased the number of convictions achieved under trafficking statutes compared to the previous year, and launched a dedicated anti-trafficking police unit. Canadian authorities continued strong partnerships with civil society to raise awareness of human trafficking; increased coordination between federal, provincial, and territorial authorities; and demonstrated transparency by issuing their first progress report on the national action plan against trafficking. Few specialized services were available to victims, and the government lacked comprehensive data on trafficking victims identified and assisted during the year.



RECOMMENDATIONS FOR CANADA:
Increase specialized care and reintegration services available to trafficking victims, in partnership with civil society and through dedicated funding; continue to intensify efforts to investigate and prosecute trafficking offenses and convict and sentence trafficking offenders using anti-trafficking laws; increase use of proactive law enforcement techniques to investigate human trafficking, including forced labor; strengthen training for officials working in law enforcement, immigration, the justice sector, health care, and social work on the identification of and provision of assistance to trafficking victims, as well as the subtle forms of coercion employed by traffickers; improve coordination between law enforcement officials and service providers, possibly through specialized case managers or attorneys, to ensure victim needs are met; continue increased communication between federal, provincial, and territorial actors; vigorously investigate and prosecute Canadian child sex tourists; and improve trafficking data collection, particularly regarding victim identification and assistance.

PROSECUTION
The Government of Canada strengthened law enforcement efforts against human trafficking offenders during the year. Section 279.01 of Canada's criminal code prohibits all forms of human trafficking, prescribing penalties of up to 14 years' imprisonment, or life imprisonment in the case of certain aggravating factors, such as kidnapping or sexual assault. There is a five-year mandatory minimum sentence for trafficking of children under the age of 18 years. Such penalties are sufficiently stringent and commensurate with those for other serious crimes. Section 118 of Canada's Immigration and Refugee Protection Act (IRPA) prohibits transnational human trafficking, prescribing a maximum penalty of life imprisonment and a fine in the equivalent of approximately $1 million.

Authorities convicted an increased number of traffickers under trafficking-specific statutes compared to the previous year. Some judges and prosecutors demonstrated a limited understanding of human trafficking, including the subtle forms of coercion used by traffickers, leading them to categorize trafficking cases as other crimes, bring civil charges instead of criminal charges, or acquit traffickers. Press reports indicated that in some cases police officers were reluctant to investigate child sex trafficking without victim testimony, despite other available evidence. Police and NGOs reported that prosecutors are often hesitant to use trafficking statutes due to their belief that proving exploitation to judges is exceedingly difficult. In December 2013, the Canadian Supreme Court upheld an earlier decision by the Ontario Court of Appeals, which held that certain federal statutes prohibiting living off the profits of prostitution and operating "bawdy houses" are unconstitutional; these statutes had been frequently used in human trafficking prosecutions.

In addition to ongoing investigations from the previous reporting period, there were at least 42 ongoing human trafficking prosecutions as of February 2014. These prosecutions involved at least 182 accused trafficking offenders, 60 of whom had been charged in 2013. This compares with 77 ongoing trafficking prosecutions during the previous reporting period, involving 130 defendants. The government reported convicting at least 25 trafficking offenders in 2013, including one labor trafficker, compared with at least 30 convictions in 2012, including five for labor trafficking. Of these 25 convictions, 10 were achieved under trafficking-specific laws, an increase from five convictions using trafficking statutes in 2012. Prosecutors convicted at least 15 sex trafficking offenders under other sections of the criminal code, including prostitution-related statutes; this compares with 25 such convictions obtained under such statutes in 2012. The 25 offenders convicted in 2013 had exploited 34 victims, 10 of whom were Canadian children. Sentences ranged from fines to 10 years' imprisonment; some of these sentences were suspended and credit was given for pre-trial custody. Courts

ruled on two high-profile cases involving domestic servitude of foreign victims in British Columbia in 2013, both of which were tried under IRPA. One case resulted in an acquittal by a judge during a bench trial; the other, resulting in a jury decision, was the first conviction for domestic servitude in Canada. Some government and NGO staff viewed these results as a reflection of the lack of understanding of human trafficking on the part of many judges.

Federal and provincial officials conducted training sessions for government officials during the year, and Justice Canada—the justice ministry—distributed a new anti-trafficking handbook for police and prosecutors to all jurisdictions. The RCMP continued extensive anti-trafficking training efforts in 2013 for law enforcement officers, border service officers, and prosecutors, and trained 24 police officers in an in-depth human trafficking investigator's course. The RCMP and the border service agency each maintained online anti-trafficking training courses. Several provinces operated police units focused on commercial sexual exploitation, and the RCMP launched a national anti-trafficking enforcement unit in Quebec in December 2013. The RCMP employed three regional human trafficking awareness coordinators across the country to strengthen anti-trafficking law enforcement and awareness efforts at the local level. The Canadian government reported collaborating with foreign governments on trafficking investigations. A police sergeant who led a pilot anti-trafficking investigative unit in Hamilton, Ontario was investigated for sexual misconduct involving witnesses in human trafficking cases. Authorities did not report any prosecutions or convictions of government employees complicit in human trafficking offenses. Coordination between the federal, provincial, and territorial governments on anti-trafficking law enforcement efforts continued to be a challenge; government authorities launched quarterly national coordination calls between officials working on trafficking to enhance communication and cooperation.

PROTECTION

The government maintained protections for trafficking victims during the reporting period, though most victim services offered by the government were general services offered to victims of a wide variety of crimes, and there were no government programs specifically designed to serve trafficking victims. Officials did not collect comprehensive statistics on the total number of trafficking victims identified and assisted during the year. As of February 2014, law enforcement reported 198 victims in open cases where trafficking-specific charges were brought, although it was unclear how many of these victims were identified in 2013. The majority of these victims were women and girls exploited in sex trafficking.

Immigration officials continued implementing guidelines to assess whether foreign nationals were potential victims of trafficking and police and prosecutors screened potential trafficking cases using established indicators, although application of these guidelines was uneven. There were no nationwide procedures for other government officials—such as social workers or labor inspectors—to proactively identify and assist trafficking victims among vulnerable populations. Provinces and territories had primary responsibility for enforcing labor standards. Civil society organizations reported that provincial and territorial governments often lacked adequate resources and personnel to effectively monitor the labor conditions of increasing numbers of temporary foreign workers or to proactively identify human trafficking victims among such groups.

Provincial and territorial governments had primary responsibilities for general crime victim services, which were available to trafficking victims. The range and quality of these services varied. Most jurisdictions provided trafficking victims with access to shelter services, short-term counseling, court assistance, and other services. The government did not report funding or operating any dedicated facilities for trafficking victims, but referred victims to shelters operated by civil society organizations. Female trafficking victims could also receive services at shelters designed for victims of violence. Shelters for homeless persons could provide basic services to male trafficking victims. The demand for some services, such as longer-term assisted housing, generally exceeded available resources. Service providers highlighted the need for tailored services to address drug dependency in sex trafficking victims, such as crisis stabilization beds. NGOs and law enforcement reported that the lack of specialized services was problematic and officials sometimes failed to offer victims coordinated and timely protective services. Some family members of child sex trafficking victims reported that these victims were not provided with adequate services or protection from traffickers. NGOs noted that local victim referral mechanisms, often involving an anti-trafficking network or coalition, worked well in practice.

Foreign trafficking victims could apply for a temporary resident permit (TRP) to remain in the country. The government issued 14 TRPs to 14 foreign trafficking victims in 2013, 10 of which were first-term permits and four of which were renewals. In comparison, authorities reported granting 26 TRPs to 24 foreign victims in 2012. Some foreign trafficking victims may have received different forms of immigration relief, such as refugee protection. During a 180-day reflection period, immigration officials determined whether to grant TRP holders a longer residency period of up to three years. TRP holders had access to essential and emergency medical care, dental care, and trauma counseling. TRP holders could apply for fee-exempt work permits, and some foreign victims received these permits during the reporting period. Some government officials and NGOs reported difficulties in getting TRPs for foreign victims due to lack of agreement among service providers, law enforcement officers, and immigration officials about whether or not an individual qualified as a trafficking victim. Furthermore, service providers reported delays in victims receiving TRPs during the year; while victims waited for months to receive their TRPs, they could not access government services, and civil society provided this care. Identified victims were not generally penalized for crimes committed as a direct result of being subjected to human trafficking. Some NGOs expressed concern that the length of labor trafficking investigations could expose foreign victims to immigration violations, depending on their legal status as migrant workers in Canada. Press reports indicated some child sex trafficking victims were treated as juvenile offenders for petty criminal offenses committed while exploited in prostitution. Canadian authorities encouraged, but did not require, trafficking victims to participate in investigations and prosecutions of trafficking offenders, but did not report how many victims, if any, participated in investigations and prosecutions.

PREVENTION

The Government of Canada maintained strong anti-trafficking prevention efforts during the reporting period. In December 2013, authorities released the first progress report on the implementation of the national action plan on human trafficking, launched in 2012. Public Safety Canada led a federal interagency taskforce that met on a monthly basis. The RCMP continued

to conduct awareness-raising activities, training approximately 3,700 government officials and members of civil society in 2013. British Columbia had the only provincial anti-trafficking office in the country; the office conducted prevention, training, and awareness activities using federal funds. In 2013, this office released a provincial anti-trafficking action plan and partnered with Aboriginal communities—including in remote areas—to train stakeholders to identify and respond to human trafficking of Aboriginal women and girls. Provincial governments in Quebec and Alberta continued to partner with NGOs receiving federal funds to coordinate provincial anti-trafficking efforts. In efforts to reduce the use of forced labor, Canadian authorities continued to enforce accountability mechanisms for employers of foreign workers, including through workplace inspections, which could lead to noncompliant employers being deemed ineligible to hire foreign workers for two years. Immigration officials provided information to temporary foreign workers, including live-in caregivers, to let them know where to seek assistance for cases of exploitation or abuse, as well to inform them of their rights. Some NGOs asserted these efforts did not address the root issues that make temporary foreign workers vulnerable to forced labor, and called for increased national oversight of labor brokers and recruiters.

Canada is a source of child sex tourists and the criminal code prohibits Canadian nationals from engaging in child sex tourism abroad, with penalties of up to 14 years' imprisonment. There were no public reports of investigations, prosecutions, or convictions of child sex tourists during the year. Authorities continued to distribute a publication, with every new Canadian passport issued, warning Canadians about penalties under Canada's child sex tourism law. Canadian authorities provided anti-trafficking information to Canadian military forces prior to their deployment on international peacekeeping missions. Canadian authorities continued to prosecute individuals who solicited commercial sex.

CENTRAL AFRICAN REPUBLIC (Tier 3)

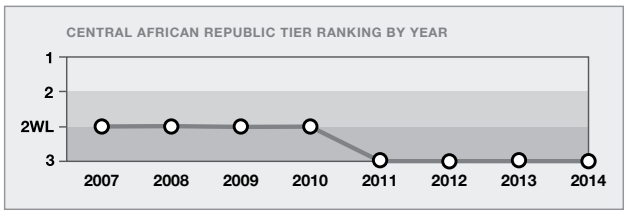
The Central African Republic (CAR) is a source, transit, and destination country for children subjected to forced labor and sex trafficking, for women subjected to forced prostitution, and adults subjected to forced labor. The scope of the CAR's trafficking problem is unknown, and increased violence and insecurity during the year forced the suspension of NGO programs to survey the problem. Observers report that most victims appear to be CAR citizens exploited within the country, and a smaller number are transported back and forth between the CAR and Cameroon, Chad, Nigeria, Republic of the Congo, Democratic Republic of the Congo (DRC), Sudan, and South Sudan. Trafficking offenders—likely including members of expatriate communities from Nigeria, South Sudan, and Chad, as well as transient merchants and herders—subject children to domestic servitude, commercial sexual exploitation, and forced labor in agriculture, artisanal gold and diamond mines, shops, and street vending. Within the country, children are at risk of becoming victims of forced labor and Ba'aka (pygmy) minorities are at risk of becoming victims of forced agricultural work—especially in the region around the Lobaye rainforest. Girls are at risk of being exploited in the sex trade in urban centers. Girls forced into marriages are often subjected to domestic servitude, sexual slavery, and possibly commercial sexual exploitation. Reports indicate that the incidence of forced marriages, often perpetrated by members of armed groups, increased during the year. Women in prostitution, some of whom reported in previous years being subjected to gang rapes and beatings perpetrated by peacekeeping troops from other Central African countries, are vulnerable to sex trafficking.

Surges in violent conflict during the year resulted in the displacement of nearly one million people, increasing the vulnerability of men, women, and children to forced labor and sex trafficking. There is limited information about the forms of exploitation that may have increased as a result of the crisis. An organization operating locally reported that women and girls were taken to Sudan for forced labor and that armed groups subjected girls to sex slavery.

The recruitment and re-recruitment of children for use in armed groups, at times through force, increased dramatically during the year, particularly among armed groups aligned with the Seleka government and the organized village self-defense units fighting against it known as the anti-balaka. The Seleka coalition was comprised largely of former members of the Convention of Patriots for Justice and Peace (CPJP), the Union of Democratic Forces for Unity (UFDR), and the Democratic Front of the Central African Republic (FDPC)—all groups known to recruit and use children as soldiers and porters. The anti-balaka evolved from a network of self-defense units previously established by towns and villages to combat armed groups and bandits in areas where the national army or *gendarmes* were not present. The UN estimated in previous years that children comprised one-third of these civilian self-defense units. There are reports that Seleka groups recruited and used children from neighboring countries, including Sudan and Chad, and groups on all sides of the conflict have coerced children into participation in direct hostilities. Children formerly associated with armed groups were at risk of re-recruitment. Despite having previously signed an action plan with the UN to end the recruitment and use of children, the CPJP continued to recruit and use children during the year. In December 2013, the UN estimated that the number of child soldiers in the CAR had increased from more than 2,000 in April to approximately 6,000.

The Lord's Resistance Army (LRA), a Ugandan rebel group that operates in eastern regions of the CAR, continued to enslave Central African, South Sudanese, Congolese, and Ugandan boys and girls for use as cooks, porters, concubines, and combatants. The LRA also committed abductions, forced girls into marriages, and forced children to commit atrocities such as looting and burning villages, killing village residents, and abducting or killing other children. Some of these children may have been taken back and forth across borders into South Sudan or the DRC.

The Government of the Central African Republic does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not investigate or prosecute any suspected cases of human trafficking, and it did not identify, provide protection to, or refer to service providers any trafficking victims. Armed groups aligned with the Seleka government recruited and used children in the commission of atrocities and re-victimized children who had previously been rescued and separated from armed groups.



RECOMMENDATIONS FOR CENTRAL AFRICAN REPUBLIC:

Make efforts to demobilize and reintegrate child soldiers in armed groups and self-defense units, and institute a zero tolerance policy for the use of children within the government's armed forces; thoroughly vet incoming members of the reconstituted Central African army (FACA) to ensure soldiers who have committed abuses against children are not reintegrated; investigate allegations of child recruitment into armed groups and punish public officials or civilians who perpetrate this crime; in collaboration with NGOs and the international community, provide care to demobilized child soldiers and children in commercial sexual exploitation and forced labor; in collaboration with NGOs and the international community, train law enforcement officials and magistrates to use the penal code's anti-trafficking provisions to investigate and prosecute these offenses; and increase efforts to educate and encourage the public and relevant governmental authorities to identify and report trafficking victims among vulnerable populations, such as women and girls in prostitution, street children, children associated with armed groups, and Ba'aka.

PROSECUTION

The Government of the Central African Republic made no discernible anti-trafficking law enforcement efforts during the reporting period. Article 151 of the CAR's penal code prohibits all forms of trafficking in persons and prescribes penalties of five to 10 years' imprisonment, penalties which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. If the offense involves a child victim, Article 151 prescribes the additional penalty of hard labor. If the offense involves a child victim of sex trafficking or forced labor similar to slavery, the prescribed penalty is life imprisonment with hard labor. Articles 7 and 8 of the January 2009 Labor Code prohibit forced and bonded labor and prescribe sufficiently stringent penalties of five to 10 years' imprisonment. Victims can file civil suits to seek damages from their traffickers. These provisions were not enforced, and there is no evidence that any cases of suspected human trafficking offenses were investigated or prosecuted during the reporting period. Traditional dispute resolution methods are widely practiced throughout the country to punish criminal acts, often to the exclusion of formal legal proceedings. The Criminal Court in Bangui has not held a session since 2010, apparently due to lack of financial resources and the overall breakdown of governance throughout the country. The CAR government did not investigate or prosecute any public officials for their alleged complicity in trafficking-related criminal activities during the reporting period. The government did not investigate the use of child soldiers in its aligned militias. Law enforcement officials were not provided adequate technical training and resources to identify and investigate trafficking cases, and officials outside the capital may not have had access to copies of the legal codes.

PROTECTION

The Government of the CAR did not report efforts to ensure that victims of trafficking received access to protective services during the reporting period. It did not develop measures for the proactive identification of victims among vulnerable groups or enact a system for referring identified victims to NGOs to receive care. The government did not report identifying any trafficking victims during the year. An NGO identified 100 victims of sex and labor trafficking and provided care for 30 of these in Bangui, though a surge in violence in December 2013 forced the NGO to halt its operations and victims fled to neighboring countries or were relocated with host families. UNICEF and NGOs facilitated the release of 229 children from armed groups. In October, the government issued guidance authorizing UNICEF to access four military sites in order to identify and separate children, and in January it allowed unimpeded access to all bases.

Armed groups aligned with the Seleka government re-victimized children. In two April incidents in Bangui, Seleka-aligned groups abducted two boys from a children's shelter and re-recruited 41 boys and girls formerly associated with the CPJP from a transit center for use in their ranks. In September, a Seleka commander re-recruited a boy in UNICEF's reintegration program. Also during the reporting year, Seleka groups looted a shelter serving boy victims of trafficking.

The government, which has very limited resources, did not directly provide reintegration programs for child soldiers, which left victims susceptible to further exploitation or re-trafficking by armed groups, including those affiliated with the government, or other traffickers. In previous years, reports indicated that the government arrested and jailed individuals involved in the sex trade, some of whom may have been trafficking victims, without verifying their ages or attempting to identify indicators of trafficking. It is unknown whether the government punished any individuals for involvement in the sex trade during this reporting period. The government did not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution, and no such victims were identified.

PREVENTION

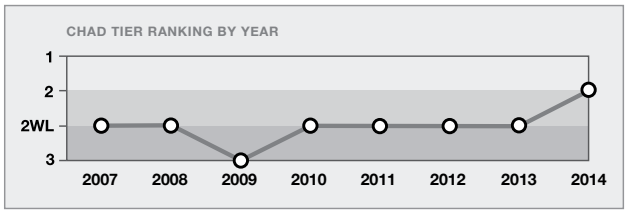
The government did not report any anti-trafficking prevention efforts during the reporting period. There was insufficient evidence to determine whether the government's working group continued to exist or carry out any activities due to continued violence that pervaded the country during the reporting period. The government did not report any efforts to establish a policy against child soldiering or raise awareness about the country's laws prohibiting the use of children in armed forces. In January 2014, following the forced resignation of the Seleka-controlled transitional government, the FACA forces began to report back to service, with many soldiers returning from fighting as members of the anti-balaka; inadequate efforts to vet incoming soldiers for past abuses against children may have increased children's vulnerability to victimization by members of the FACA. The government did not report any measures to reduce the demand for commercial sex acts during the year.

CHAD (Tier 2)

Chad is a source, transit, and destination country for children subjected to forced labor and sex trafficking. The country's trafficking problem is primarily internal and frequently involves

children being entrusted to relatives or intermediaries in return for promises of education, apprenticeship, goods, or money, and subsequently subjected to forced labor in domestic service or herding. Child trafficking victims are subjected to forced labor as beggars and agricultural laborers. Some children who leave their villages to attend traditional Koranic schools are forced into begging, street vending, or other labor by illegitimate teachers. Child herders, some of whom are victims of forced labor, follow traditional routes for grazing cattle and at times cross ill-defined international borders into Cameroon, the Central African Republic, and Nigeria. Some of these children are sold in markets for use in cattle or camel herding. In some cases, child herders are subjected to forced labor by military or local government officials. Chadian girls travel to larger towns in search of work, where some are subsequently subjected to prostitution or are abused in domestic servitude.

The Government of Chad does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government demonstrated increased anti-trafficking law enforcement efforts by investigating 36 trafficking cases, initiating 23 prosecutions, and convicting 11 trafficking offenders. The government also conducted nationwide campaigns to raise awareness of human rights issues, including trafficking in persons, took steps to ensure that no child soldiers remained in any of its eight military districts, and created an inter-ministerial committee on trafficking. The government has yet to enact legislation specifically prohibiting human trafficking and continues to fail to provide trafficking victims direct services or systematically refer them to NGO and international organizations for care.



RECOMMENDATIONS FOR CHAD:

Draft and enact legislation that prohibits all forms of trafficking in persons and prescribes sufficiently stringent punishments; increase efforts to enhance magistrates' understanding of and capability to prosecute and punish trafficking offenses under existing laws; provide specialized anti-trafficking training to law enforcement officers; continue anti-trafficking law enforcement efforts, including the investigation and prosecution, when appropriate, of suspected trafficking offenders; continue collaborating with NGOs and international organizations to increase the provision of protective services to all types of trafficking victims, including children exploited in prostitution or forced into cattle herding or domestic service; allocate regular funding to support the activities of the inter-ministerial committee on trafficking in persons, including funding for victim protection efforts; continue to take steps to raise public awareness of trafficking issues, particularly at the local level among tribal leaders and other members of the traditional justice system; and draft and implement a national action plan to combat trafficking.

PROSECUTION

The government increased anti-trafficking law enforcement efforts. Existing laws do not specifically prohibit human trafficking, though they do prohibit forced prostitution and many types of labor exploitation. Title 5 of the labor code prohibits forced and bonded labor, prescribing fines equivalent of approximately $100 to $1,000, but not imprisonment; these penalties are not sufficiently stringent to deter this form of trafficking and do not reflect the serious nature of the crimes. Penal code Articles 279 and 280 prohibit the prostitution of children, prescribing punishments of five to 10 years' imprisonment and fines up to the equivalent of approximately $2,000; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes. Pimping and owning brothels is prohibited under penal code Articles 281 and 282. The 1991 Chadian National Army Law prohibits recruitment of children younger than 18; punishment for those who violate this provision is at the discretion of military justice officials. Draft revisions to the penal code that would prohibit child trafficking and provide protection for victims have not been enacted for the fourth consecutive year. In March 2014, the government began efforts to draft comprehensive anti-trafficking legislation.

Although the government does not have the capacity to collect comprehensive law enforcement data, the government, NGOs, and international organizations reported at least 36 investigations, 23 prosecutions, and 11 convictions during the reporting period, a significant increase from the seven investigations, nine prosecutions, and five convictions reported the previous year. All 11 convictions resulted in prison sentences ranging from one to two years' imprisonment; however, five of the trafficking offenders were granted suspended prison sentences. In December 2013, the government arrested and remanded to custody a senior military official for allegedly trafficking three boys for the purposes of forced labor; his trial was ongoing at the close of the reporting period. NGOs report that local officials, including traditional leaders, are often complicit in trafficking. During the reporting period, several canton chiefs—traditional chiefs officially recognized by the government—held meetings with village chiefs and determined that child trafficking is a forbidden practice; a village chief was subsequently suspended by a canton chief for a human trafficking-related offense. During the reporting period, the Ministry of Social Action, with the support of international organizations, coordinated training on human rights and child protection issues for 410 Chadian officials, including military, police, gendarmeries, judicial personnel, as well as civil society representatives; this training included modules on human trafficking. No anti-trafficking-specific training was provided by the government during the reporting period.

PROTECTION

The Government of Chad sustained weak efforts to identify and provide protection to victims of trafficking. It did not officially report the number of victims identified or referred to protection services, although it identified at least 24 victims as part of the aforementioned investigations. Regional committees, located in six regions within Chad, identified and referred an unknown number of victims to protective services, but these bodies lacked support, resources, and coordination with the national government. The lack of formal victim identification procedures continued to be a problem. Inadequate human and financial resources severely limited the government's ability to provide adequate services to victims of all crimes, including victims of trafficking. The government provided limited in-kind contributions and social services to victims of crime through a joint agreement with UNICEF, though these services were not

tailored to the specific needs of trafficking victims. Through this joint agreement, the government provided facilities to UNICEF, which then used the buildings as shelters for trafficking victims. The government does not have a formal policy in place to offer temporary or permanent residency for foreign victims of trafficking. The government encouraged trafficking victims to participate in investigations and prosecutions of trafficking offenders and did not detain, fine, or jail any trafficking victims for unlawful acts committed as a result of being trafficked.

PREVENTION

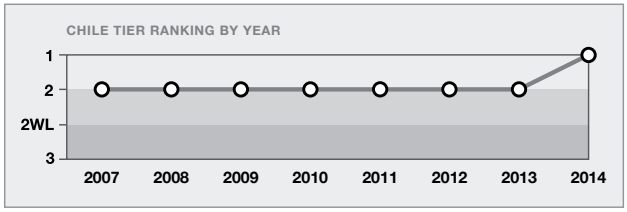
The government increased its efforts to prevent human trafficking. In October 2013, it created an inter-ministerial committee on trafficking in persons to coordinate all government efforts to combat trafficking; the committee convened for the first time in March 2014, but has yet to receive a dedicated budget. The government launched several nationwide campaigns on children's rights, which included messages on the dangers of giving or selling one's child into animal herding or domestic servitude, two of the most prevalent forms of trafficking in Chad. The Ministry of Social Action also launched a mapping project aimed at tracking violations of children's rights, including trafficking; its findings are meant to help assess and improve the government's previous national action plan against trafficking, which expired in 2010. In April 2013, the National Assembly adopted a Civil Registry Code that mandates full registration and certification of births, customary and religious marriages, and deaths; by mandating the issuance of birth certificates for all children born in Chad, the government aims to reduce the number of children at risk of being trafficked or recruited for military purposes. In an effort to reduce the demand for commercial sex acts involving children, the Mayor of N'Djamena issued a directive that prohibits the presence of underage minors in hotels without their guardians; as a result of this directive, four individuals, including a hotel owner, hotel manager, pimp, and client, are currently on trial for the prostitution of a child. With the exception of efforts to prevent the recruitment and use of child soldiers, the government made no discernible efforts to reduce the demand for forced labor during the reporting period.

The government took a number of steps to prevent the recruitment and use of child soldiers, including by creating an inter-ministerial committee specifically to address this practice in May 2013. Between August and October 2013, members of the inter-ministerial committee conducted a three-month joint verification visit with UNICEF to all eight military districts in Chad, during which no child soldiers were found. During the visit, government and UNICEF officials also conducted education campaigns for military officials on the rights of the child, including the legal prohibition of the recruitment of child soldiers. In October 2013, the President issued a presidential directive formally prohibiting the recruitment or use of child soldiers and requiring proof of age for all soldiers and recruits.

CHILE (Tier 1)

Chile is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Chilean women and children are exploited in sex trafficking within the country, as are women and girls from other Latin American countries, including Argentina, Bolivia, Peru, Paraguay, the Dominican Republic, and Colombia. Men, women, and children—primarily from Bolivia, Peru, Paraguay, Colombia, and Ecuador, but also from other countries—have been identified as forced labor victims in Chile's mining, agricultural, and hospitality sectors, and in domestic service. In 2013, authorities identified 12 Indian men in forced labor in a restaurant in Santiago and a large number of Bolivian labor trafficking victims in construction. Authorities report that Chinese immigrants may also be vulnerable to both sex trafficking and forced labor. Chilean authorities identified more than 200 children involved in illicit activities in 2013, including drug trafficking and robbery; some of these children may have been trafficking victims. Chilean authorities indicate that Chile is a transit country for trafficking victims from other countries.

The Government of Chile fully complies with the minimum standards for the elimination of trafficking. During the reporting period, Chilean authorities strengthened anti-trafficking law enforcement efforts through building police and prosecutor capacity and achieved the country's first convictions for labor trafficking. In 2013, the government increased interagency coordination and institutional capacity to respond to trafficking through publishing a national action plan and a victim assistance protocol. Chilean authorities continued to offer specialized services to child sex trafficking victims and adult female victims and provided protective services to significant number of labor trafficking victims. Government officials, especially front-line officials outside the capital region, continued to lack adequate training and resources to identify trafficking victims and refer them to protective services.



RECOMMENDATIONS FOR CHILE:

Increase efforts to investigate and prosecute all forms of human trafficking and convict and sufficiently punish trafficking offenders; expand victims' access to comprehensive services through increased referrals to and funding for these services, in partnership with civil society; increase training for front-line responders in victim identification and implementation of the new victim assistance protocol; continue to strengthen law enforcement's capability to investigate trafficking cases outside the capital, especially involving potential forced labor and domestic servitude; expediently issue temporary visas to foreign trafficking victims to ensure they receive necessary services; continue to increase the use of the anti-trafficking law, including for cases involving child sex trafficking where victims are not transported, perhaps by implementing mechanisms requiring that these cases be referred to specialized anti-trafficking police and prosecutors; improve data collection; and continue to enhance interagency coordination mechanisms and communication with NGOs, particularly at the regional level.

PROSECUTION

The Government of Chile increased anti-trafficking law enforcement efforts during the reporting period, including by achieving the country's first convictions for labor trafficking and by increasing police and prosecutor capacity. Law 20507 prohibits all forms of human trafficking, prescribing penalties ranging from five years and a day in prison to 15 years' imprisonment,

plus fines, for trafficking offenses. Such penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. Chilean officials continued to investigate and prosecute many internal child sex trafficking cases as commercial sexual exploitation of minors or pimping, crimes which often carried lower sentences.

As of February 2014, the anti-trafficking police unit reported 26 open trafficking investigations during the reporting period, half of which involved labor trafficking. This represents an increase from 18 reported investigations in 2012. In 2013 Chilean prosecutors opened 90 trafficking prosecutions; 72 involved the facilitation of the prostitution of children, 14 cases involved adult sex trafficking, and four involved labor trafficking. The government convicted 12 trafficking offenders in 2013 compared to 18 sex trafficking convictions achieved in 2012, including 13 under statutes prohibiting the prostitution of children. Authorities convicted nine trafficking offenders using anti-trafficking statutes, including two convictions for labor trafficking. Of the nine offenders convicted, only three received jail sentences—two were sentenced to five years' imprisonment and one was sentenced to 10 years' imprisonment. Other convicted traffickers, including the two labor trafficking offenders, were released on parole or given suspended sentences, and some were fined. One of the convicted sex traffickers had previously served five years in jail for sex trafficking of minors. In addition, Chilean authorities reported convicting three trafficking offenders under statutes prohibiting the facilitation or promotion of prostitution of children, but did not report the range of sentences for these convictions.

The government convicted an administrative police employee of bringing two Peruvian women into Chile for sex trafficking; he was expelled from the agency and sentenced to three years on parole and a fine. Authorities trained more than 1,000 police officers on combating human trafficking, including at the police academy in mandatory training for all new detectives. The government provided specialized training on trafficking for other officials, including prosecutors, social workers, and labor officials, often in partnership with NGOs and international organizations. Chilean authorities increased staffing for the trafficking and smuggling investigative police unit in Santiago. The public prosecutor's office designated a prosecutor in each region to coordinate trafficking investigations and training, and formed an internal trafficking working group to ensure coordination between these prosecutors. Chilean authorities recognized the need for increased data collection and sharing, and as part of the interagency agreement signed in December 2013, formally committed to producing regular reporting on trafficking law enforcement statistics. Chilean prosecutors reported collaborating with foreign governments in 29 ongoing and new transnational trafficking investigations in 2013.

PROTECTION

The Government of Chile increased victim protection efforts during the reporting period, though specialized services for some victims remained lacking. Prosecutors reported identifying 164 potential trafficking victims during the year, an increase from 95 identified in 2012. Of these victims, 136 were labor trafficking victims while 28 were exploited in sex trafficking. It is likely that many child sex trafficking victims were identified as victims of different crimes, as officials reported assisting 1,095 children in commercial sexual exploitation in 2013. Authorities published an interagency victim assistance protocol in 2013, which established guidelines and responsibilities for government agencies in trafficking victim care; the protocol was implemented in the capital region during the reporting period, with plans to expand to other regions in 2014. Officials published a separate protocol for legal assistance to trafficking victims during the year. NGOs reported that some government agencies responsible for identifying and assisting victims lacked adequate training, particularly outside the capital region.

In 2013, the government opened a support center for victims of violent crime in Santiago with psychologists, social workers, and attorneys specialized in human trafficking, the first such center to specialize in serving this population. Chilean authorities began training staff at other centers across the country to provide specialized assistance to trafficking victims, beginning in the Magallanes region. Of the 164 victims reported by prosecutors, eight were referred to government-funded shelters, while 69 potential victims received direct assistance from the public prosecutor's office or an NGO that received the equivalent of approximately $14,000 from the office to assist victims. It was unclear what services the remaining 87 victims received. Almost all NGOs assisting trafficking victims received some government funding, but all reported that funding for these services was inadequate.

The government continued to fund a dedicated shelter operated by an NGO for female adult victims of trafficking and their children. The shelter housed eight foreign victims during the reporting period, including three labor trafficking victims. This open shelter facilitated health, migration, and employment services, and the government spent the equivalent of approximately $182,000 for the shelter in 2013. The National Service for Minors (SENAME) provided services to child victims of sex trafficking through its national network of 16 walk-in centers for children subjected to commercial sexual exploitation—including boys—and spent the equivalent of approximately $2.9 million in 2013 for these NGO-administered programs. SENAME also funded one residential shelter exclusively for child victims of commercial sexual exploitation. Some NGOs reported that funding from SENAME was inadequate to provide all necessary services and to conduct outreach to vulnerable youth. Specialized assistance for male victims was limited. Some potential labor trafficking victims were temporarily housed in hotels during the year. Reintegration services such as education and job placement remained lacking.

Chilean authorities encouraged victims to assist in the investigation and prosecution of trafficking offenders. Foreign victims who reported the crime to authorities were eligible for temporary residency with the right to work for a minimum six-month period, and 49 victims received this residency in 2013. NGOs reported that extensive wait time for these temporary visas impeded some foreign victims' access to service. The government worked to develop a protocol so that victims or institutions representing victims could apply for this visa regardless of whether or not prosecutors had opened an investigation. The law also establishes foreign victims' rights to take steps toward regularizing their legal status in Chile. During the year, a judge ordered convicted traffickers to provide the equivalent of approximately $20,000 in restitution for sex trafficking. There were no reports that the government punished trafficking victims for unlawful acts they committed as a direct result of their being subjected to human trafficking.

PREVENTION

The government increased prevention efforts during the reporting period, including by issuing a comprehensive national action plan to combat human trafficking. The Ministry of Interior continued to lead the anti-trafficking interagency taskforce—which included government agencies as well as international organizations and local NGOs—and its three sub-commissions met multiple times during the year. In December 2013, Chilean government agencies, international organizations, and NGOs signed a formal cooperation agreement to combat human trafficking, including through implementing the national anti-trafficking action plan released during the agreement signing. During the reporting period, authorities designated a government official in each region to lead efforts to implement the national plan at the regional level. The Magallanes region created an interagency taskforce to address human trafficking at the local level in 2013. The government launched a national awareness campaign about human trafficking, and SENAME continued an ongoing awareness campaign about commercial sexual exploitation of children. Authorities provided anti-trafficking training to Chilean troops prior to their deployment abroad for international peacekeeping missions. The government took actions to reduce the demand for commercial sex acts involving children, but did not report efforts targeting the demand for forced labor.

CHINA (Tier 2 Watch List)

The People's Republic of China (China or PRC) is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. Instances of trafficking are pronounced among China's internal migrant population, estimated to exceed 236 million people. Chinese men, women, and children are subjected to forced labor in brick kilns, coal mines, and factories, some of which operate illegally and take advantage of lax government supervision. Forced begging by adults and children occurs throughout China. There are reports that traffickers are increasingly subjecting deaf and mute individuals to forced labor. Media reports indicate that children in some work-study programs supported by local governments and schools are forced to work in factories.

State-sponsored forced labor continues to be an area of significant concern in China. "Reform through labor" (RTL) was a systematic form of forced labor that had existed in China for decades. The PRC government reportedly profited from this forced labor, which required many detainees to work, often with no remuneration, for up to four years. By some estimates, there had been at least 320 facilities where detained individuals worked in factories or mines, built roads, and made bricks. According to reports, several RTL facilities closed by the end of the reporting period; other RTL facilities were turned into state-sponsored drug detention or "custody and education" centers. NGOs and media report that detainees in drug detention centers are arbitrarily detained and some continued to be forced into labor. Women arrested for prostitution are detained for up to two years without due process in "custody and education" centers, and some are reportedly subjected to forced labor. These women are reportedly forced to perform manual labor—such as making tires, disposable chopsticks, or dog diapers—in "custody and education" centers throughout China.

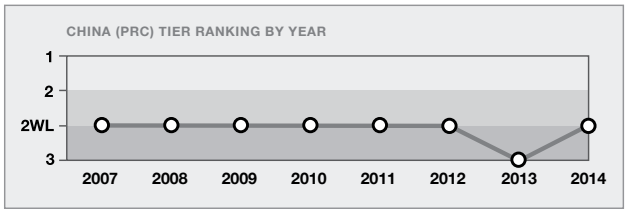
Chinese women and girls are subjected to sex trafficking within China; they are typically recruited from rural areas and taken to urban centers. Well-organized criminal syndicates and local gangs play key roles in the trafficking of Chinese women and girls in China. Victims are recruited with fraudulent employment opportunities and subsequently forced into prostitution. Girls from the Tibet Autonomous Region are reportedly sent to other parts of China and subjected to forced marriage and domestic servitude.

While many instances of trafficking occur within China's borders, Chinese men, women, and children are also subjected to forced labor and sex trafficking in other countries. Chinese men and women are forced to labor in service sectors, such as restaurants and shops, in overseas Chinese communities. Chinese men experience abuse at construction sites and in coal and copper mines in Africa, and face conditions indicative of forced labor, such as withholding of passports, restrictions on movement, non-payment of wages, and physical abuse. High recruitment fees, sometimes as much as the equivalent of approximately $70,000, compound Chinese migrant workers' vulnerability to debt bondage. Chinese women and girls are subjected to forced prostitution throughout the world, including in major cities, construction sites, remote mining and logging camps, and areas with high concentrations of Chinese migrant workers. Traffickers recruit girls and young women, often from rural areas of China, using a combination of fraudulent job offers and coercion; traffickers subsequently impose large travel fees, confiscate passports, confine, or physically and financially threaten victims to compel their engagement in prostitution.

Women and children from neighboring Asian countries, including Burma, Vietnam, Laos, Mongolia, and the Democratic People's Republic of Korea (DPRK), as well as from Africa, and the Americas, are subjected to forced labor and sex trafficking in China. During the year, Malagasy women and girls were recruited to work in domestic service in China; some of these women and girls were subsequently subjected to forced labor. Zimbabwean women also reported conditions indicative of labor trafficking in a hostess bar. North Korean women were subjected to forced labor in the agriculture and domestic service sectors. The Chinese government's birth limitation policy and a cultural preference for sons create a skewed sex ratio of 117 boys to 100 girls in China, which may serve to increase the demand for prostitution and for foreign women as brides for Chinese men—both of which may be procured by force or coercion. Women and girls from Burma, Vietnam, Mongolia, Cambodia, Laos, and North Korea are recruited through marriage brokers and transported to China, where some are subsequently subjected to forced prostitution or forced labor.

The Government of the People's Republic of China does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the PRC's National People's Congress ratified a decision to abolish RTL. Some media and NGOs indicate that the government released detainees from and ceased operations at many RTL camps; others indicate that the government has converted some RTL facilities into different types of detention centers, including state-sponsored drug detention and "custody and education" centers, some of which employ forced labor. The government provided limited information about its investigation, prosecution, and conviction of traffickers; the government's conflation of trafficking with other crimes made it difficult to accurately assess the government's law enforcement efforts to prosecute trafficking offenses. Similarly, the government did not provide sufficiently detailed data to ascertain the number of victims it identified or assisted. In

2013, the government arrested a significant number of women in police raids on prostitution rings; it was unclear whether the government screened these women for indicators of trafficking, whether potential trafficking victims were referred to shelters, or whether potential victims were punished for acts committed as a direct result of being trafficking victims. Chinese authorities continued to forcibly repatriate some North Korean refugees by treating them as illegal economic migrants—despite reports that many North Korean female refugees in China are trafficking victims.



RECOMMENDATIONS FOR CHINA:

Continue to update the legal framework to further refine the definitions of trafficking-related crimes in accordance with the 2000 UN TIP Protocol, including by separating out crimes such as abduction, illegal adoption, and smuggling and criminalizing the facilitation of prostitution involving children under the age of 18; end forced labor in state-sponsored drug detention and "custody and education" centers in China; investigate, prosecute, and impose prison sentences on government officials who facilitate or are complicit in trafficking; expand efforts to institute proactive, formal procedures to systematically identify victims of trafficking—including labor trafficking victims, Chinese victims abroad, and victims among vulnerable groups, such as migrant workers and foreign and local women and children arrested for prostitution; implement procedures to prevent victims from being punished for acts committed as a direct result of being trafficked; cease detention, punishment, and forcible repatriation of trafficking victims; expand victim protection services, including comprehensive counseling, medical, reintegration, and other rehabilitative assistance for male and female victims of sex and labor trafficking; provide legal alternatives to foreign victims' removal to countries where they would face hardship or retribution; increase the transparency of government efforts to combat trafficking and provide disaggregated data on efforts to criminally investigate and prosecute sex and labor trafficking of adults and children; and provide data on the number of criminal investigations and prosecutions of cases identified as involving forced labor, including of recruiters and employers who facilitate forced labor and debt bondage, both within China and abroad.

PROSECUTION

The PRC government did not provide detailed data on law enforcement efforts to combat trafficking in persons. While the Chinese criminal code prohibits many forms of trafficking and prescribes harsh penalties, the code does not appear to provide an adequate basis to prosecute all forms of trafficking. Article 240 of China's criminal code prohibits "abducting and trafficking of women or children," which is defined as a series of acts (e.g., abduction, kidnapping, purchasing, selling, sending, receiving) for the purpose of selling the women and children, whereas international law defines the purpose of trafficking in persons as exploitation, primarily by forced labor or forced prostitution. The Chinese law appears not to criminalize the act of subjecting women or children to forced labor by fraud or coercion or to forced prostitution unless they were also abducted, kidnapped, purchased, sold, received, or otherwise transferred for the purpose of being sold. In addition, Article 240 does not apply to men. Crimes under Article 240 are punishable by no less than ten years' or life imprisonment and the death penalty is possible in particularly serious circumstances. Article 358 prohibits organizing prostitution and forced prostitution, which is punishable by five to 10 years' imprisonment or, with aggravated circumstances, up to life imprisonment. Article 358 is overly broad in prohibiting both forced prostitution and prostitution. Article 359 makes it a crime to lure girls under the age of 14 into prostitution, but does not criminalize facilitating the prostitution of boys under 18 or girls between the ages of 14 and 18, although two provincial supreme courts have found Articles 358 and 359 to extend to men, women, and children, generally. Prescribed penalties under these statutes are sufficiently stringent and commensurate with those prescribed for other serious crimes, including rape. Article 244 of the Chinese criminal code prohibits "forcing workers to labor," punishable by three to 10 years' imprisonment and a fine, and expands culpability to those who recruit, transport, or assist in "forcing others to labor." Prescribed penalties under these statutes are sufficiently stringent and commensurate with those prescribed for other serious crimes, including rape. It remains unclear whether, under Chinese law, all children under the age of 18 in prostitution are considered victims of trafficking regardless of whether force is involved.

In 2013, the government reported that police took law enforcement action against 5,000 alleged human trafficking organized crime groups and placed over 40,000 alleged suspects in criminal detention. Due to the government's continued conflation of human smuggling, child abduction, and fraudulent adoptions with trafficking offenses—and its lack of judicial due process and transparency—it is impossible to ascertain from this data the number of trafficking cases the government investigated and prosecuted that were in accordance with international law. Several media reports indicated the government arrested suspects in cases involving deaf children subjected to forced begging as well as for other potential trafficking offenses. The government provided no additional information about the investigation or prosecution of these cases. The PRC government cooperated with the United States, Vietnam, Taiwan, Burma, Colombia, and Uganda on trafficking investigations, which reportedly led to the arrest and extradition of suspected traffickers and the repatriation of victims. During the reporting period, the government provided inadequate information on training for law enforcement officials, prosecutors, or judges on human trafficking issues. While PRC authorities participated in trainings with other countries and international organizations, it was unclear to what extent the Chinese government provided funding and support for these trainings. The Chinese government did not report any investigations, prosecutions, or convictions of officials complicit in trafficking.

PROTECTION

The PRC government's efforts to protect trafficking victims remained unclear. The government did not report the number of victims it identified or assisted or the services provided to victims. The government's lack of transparency prevents an accurate assessment of its efforts. The government reported that out of 1,400 shelters serving a wide variety of people, including victims of crime and the homeless, seven were exclusively dedicated to care for victims of human trafficking; victims reportedly also had access to basic services at China's general-purpose

shelter network. In 2013, the Ministry of Public Security (MPS) established its third anti-trafficking liaison office with Burma on the countries' border at the Nansan-Lougai port. The Lhasa Municipal Police Security Bureau reported establishing a hotline to receive information on suspected cases of trafficking and to advise victims on how to access medical and psychological services; the government did not report the number of trafficking cases investigated or victims assisted through this hotline. The Guizhou Provincial Public Security Bureau reported establishing a fund to provide monetary assistance to domestic trafficking victims and their families, but it is unclear if any victims received this benefit. The government reported operating a national hotline to receive information on suspected cases of trafficking and to refer victims to assistance providers, but it remained unclear if any trafficking victims received assistance through this referral mechanism.

Law enforcement and judicial officials continued to expel foreign trafficking victims. In 2013, the government arrested significant numbers of women in prostitution during police raids; some of these women were detained in "custody and education" centers and subjected to forced labor. In 2011, the Ministry of Public Security mandated all women arrested for prostitution be screened for indicators of trafficking; however, it is unclear if these women were in fact screened or, if screened, victims were referred to shelters or other care facilities. Victims of trafficking who faced hardships in their home country received vocational skills training, vocational guidance, and employment services. Chinese law provides victims the right to claim financial compensation by filing civil lawsuits and request criminal prosecution of traffickers; in an unknown number of cases, victims of trafficking were reportedly awarded monetary compensation from traffickers in 2013, in accordance with court rulings or through private settlements. It was unclear whether the government provided temporary or permanent residency visas to foreign trafficking victims as an incentive to cooperate in trafficking investigations or prosecutions.

Chinese authorities continued to forcibly repatriate some North Korean refugees by treating them as illegal economic migrants, despite reports that some North Korean female refugees in China are trafficking victims. The government detained and deported such refugees to North Korea, where they may face severe punishment, even death, including in North Korean forced labor camps. The Chinese government did not provide North Korean trafficking victims with legal alternatives to repatriation. The government continued to bar UNHCR access to North Koreans in northeast China; the lack of access to UNHCR assistance and forced repatriation by Chinese authorities left North Koreans vulnerable to traffickers. Chinese authorities sometimes detained and prosecuted citizens who assisted North Korean refugees and trafficking victims, as well as those who facilitated these illegal border crossings.

PREVENTION

The PRC government maintained efforts to prevent trafficking in persons. In November 2013, the government modified its birth limitation policy to allow families with one single-child parent to have a second child, a change that may affect future demand for prostitution and for foreign women as brides for Chinese men—both of which may be procured by force or coercion. The government implemented some steps to combat trafficking under its 2013-2020 National Action Plan. Through China's popular social media platforms, such as Sina Weibo, the MPS used its official microblog to raise awareness of trafficking and receive information from the public regarding suspected trafficking cases. During peak traveling periods, the All-China Women's Federation and MPS launched national anti-trafficking publicity campaigns at train and bus stations, and on national radio. These campaigns largely targeted migrant workers, a group that is particularly vulnerable to trafficking. MPS officials participated in MTV Exit's production of a documentary on China's human trafficking problem, which was aired on the China Central Television (CCTV) network. MPS continued to coordinate the anti-trafficking interagency process, which met semi-annually to preview progress from each ministry with regard to the national action plan and budgetary concerns. MPS made efforts to clarify responsibilities and ensure accountability between the relevant departments charged with anti-trafficking activities by training representatives from the stakeholder ministries and by allocating sufficient funds to enable each department to fulfill its role under the national action plan. The All-China Women's Federation established new after-school programs that included a curriculum on anti-trafficking; in Yunnan province, these programs reached a significant number of students in more than 50 locations.

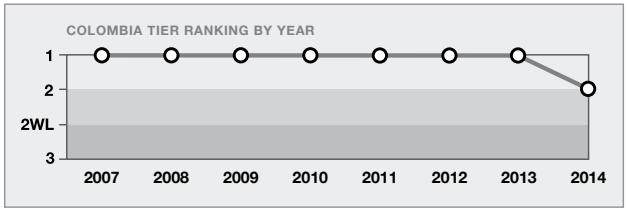
Several government policies continued to facilitate human trafficking. "Punishment clauses" within the Labor Contract Law allowed Chinese companies to impose steep fines or require substantial deposits from Chinese workers, rendering them vulnerable to forced labor. The government *hukou* (household registration) system continued to contribute to the vulnerability of internal migrants to trafficking. Chinese forces participating in peacekeeping initiatives abroad received anti-trafficking training from the Chinese government. The government conducted awareness-raising programs at schools to reduce the demand for commercial sex. Despite reports that Chinese nationals engaged in child sex tourism, the government made no efforts to prevent Chinese citizens from engaging in child sex tourism while abroad.

COLOMBIA (Tier 2)

Colombia is a source country for men, women, and children subjected to sex trafficking, and a source and destination country for men, women, and children subjected to forced labor. Groups at high risk for internal trafficking include internally displaced persons, Afro-Colombians, indigenous Colombians, Colombians with disabilities, and Colombians living in areas where armed criminal groups are active. Sex trafficking of Colombian women and children occurs within the country. Authorities reported high rates of child prostitution in areas with tourism and large extractive industries, and NGOs reported that sex trafficking in mining areas sometimes involves organized criminal groups. NGOs reported that transgender Colombians and Colombian men in prostitution are exploited in sex trafficking in Colombia. Colombian labor trafficking victims are found in mining, agriculture, and domestic service. Colombian children working in the informal sector, including as street vendors, are also vulnerable to labor trafficking. Colombian children and adults are exploited in forced begging in urban areas. Illegal armed groups forcibly recruit children to serve as combatants and informants, to cultivate illegal narcotics, or to be exploited in prostitution. Organized criminal groups force vulnerable Colombians, including displaced persons, into sex trafficking and forced criminal activity—particularly to sell and transport illegal narcotics and serve as lookouts or assassins.

Colombian women and children are found in sex trafficking around the world, particularly in Latin America, the Caribbean, Asia, and Western Europe. Colombian men and women are exploited in forced labor—including in domestic service—in Latin America and to a more limited extent, North Africa. During the year, Colombian men were identified in forced labor in Argentina in furniture and basket production and peddling. To a more limited extent, children from neighboring countries are subjected to sex and labor trafficking in Colombia. Colombia is a destination for foreign child sex tourists primarily from North America, Europe, and other Latin American countries.

The Government of Colombia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities continued to undertake awareness campaigns and investigate and prosecute transnational trafficking cases. Authorities increased the number of labor trafficking investigations and reported six convictions related to child recruitment by illegal armed groups in 2013, some of which may have involved forcible child recruitment. The government offered victims of transnational trafficking repatriation and short-term emergency assistance and provided services to child victims of sex trafficking and of forcible recruitment by illegal armed groups. The government did not demonstrate concrete progress in identifying victims from vulnerable populations, providing specialized services to victims, and prosecuting and convicting perpetrators of internal trafficking. Authorities did not treat all internal sex trafficking cases and recruitment of children by illegal armed groups as human trafficking, which hindered efforts to accurately assess government efforts to identify and assist victims and to investigate and prosecute trafficking cases. Departmental governments lacked sufficient funding, staff, or interagency coordination to provide adequate specialized services to victims of trafficking. The government's victim assistance decree, required by the 2005 trafficking law and initially drafted in 2008, remained pending.



RECOMMENDATIONS FOR COLOMBIA:

Provide more trafficking victims access to protection and specialized services by increasing funding for shelter and reintegration assistance, including for departmental governments and civil society organizations, in part through enacting a victim-centered assistance decree and designating funding for its implementation; increase proactive identification, investigation, and prosecution of forced labor and internal sex trafficking cases; consider creating regional anti-trafficking prosecutorial units for the four administrative regions in the country to increase law enforcement capacity to investigate internal trafficking; create and implement formal mechanisms to identify trafficking victims among vulnerable populations within the country, including displaced Colombians; enhance coordination among labor officials, police, prosecutors, and social workers to ensure cases are identified and referred for criminal investigation and victims are provided comprehensive and timely assistance; strengthen the interagency working group's ability to collect accurate data on all forms of trafficking and to coordinate national anti-trafficking efforts in partnership with civil society.

PROSECUTION

The Government of Colombia continued to prosecute transnational sex trafficking cases, but carried out limited law enforcement efforts against internal trafficking. Law 985 prohibits all forms of trafficking and prescribes punishments of 13 to 23 years' imprisonment plus fines, penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Internal child sex trafficking cases were usually investigated as induction into prostitution and pimping, and some of these crimes carried lower penalties than trafficking.

The Prosecutor General's Office maintained 143 open investigations for transnational trafficking, including 21 for labor trafficking. The total number of internal trafficking investigations and prosecutions initiated by the Colombian government in 2013 was unknown, as internal trafficking cases were sometimes investigated as other crimes. The government initiated 44 prosecutions for transnational trafficking, an increase from 18 known prosecutions in 2012. The government convicted 11 transnational sex traffickers and one internal sex trafficker in 2013, a small increase from 2012. Sentences ranged from eight to 10 years' imprisonment, with at least two convicted traffickers serving their sentences under house arrest and paying fines. The Prosecutor General's Office initiated 1,160 new investigations related to child recruitment by illegal armed groups; these cases involved 586 male victims and 257 female victims. Colombian courts issued six sentences for illegal recruitment of children by armed groups in 2013; the range of sentences was unknown, and it was unclear how many of these cases involved forcible recruitment or forcible use of children. It was unclear how many sentences were issued for forcible child recruitment in 2012. In March 2013, the Constitutional Court issued a directive ordering the government to increase law enforcement efforts against domestic servitude, but authorities did not report any investigations or prosecutions for that form of labor trafficking or any convictions for other forms of labor trafficking other than child recruitment by illegal armed groups. The Colombian National Police conducted two joint anti-trafficking law enforcement operations with a foreign government in which 11 arrests were made, and one cooperative transnational trafficking investigation, resulting in four arrests, two of which led to convictions.

While Colombian law penalizes all forms of trafficking, governmental structures and law enforcement practices did not reflect this comprehensive approach. Data collection remained strong on law enforcement efforts against transnational trafficking but was uneven on efforts against internal sex trafficking and forced labor. As in previous years, one prosecutor handled all transnational trafficking cases for the entire country and faced a significant caseload. The government assigned only one prosecutor in Bogota to oversee cases of internal trafficking in the city, with no reduction in prior workload. Outside of Bogota, local prosecutors handled internal trafficking cases as well as prosecutions for other crimes. Many of these prosecutors were overburdened, underfunded, and lacked trafficking expertise. Law enforcement officers reported that social workers and other officials interacting with potential trafficking victims, such as children in commercial sexual exploitation, did not always refer these cases for criminal investigation. In some cases, this was because officials inaccurately believed that it

was permissible under Colombian law for a child between 14 and 18 to engage independently in commercial sex; any minor engaging in prostitution for the benefit of a third-party, including a family member, is a trafficking victim. Colombian authorities did not consider forced child recruitment by illegal armed groups to be human trafficking, but rather a war crime. Children forced to engage in criminal activity by organized criminal groups, as well as former child soldiers who did not leave illegal armed groups before turning 18, were not explicitly included in the trafficking definition in the law, and authorities did not investigate these cases as human trafficking.

In 2013, hundreds of officials—including prosecutors, judicial officials, police, and labor inspectors—received some training on human trafficking, often through partnerships with international organizations. Authorities investigated a city councilman and municipal employee in the department of Antioquia for possible involvement in commercial sexual exploitation of minors; these officials continued to work while the investigation proceeded. The government did not report any prosecutions or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Colombia provided services to some trafficking victims, but long-term victim care was lacking and the government funded limited specialized services beyond emergency care. Some government officials, including Colombian consular officers abroad and immigration officials, reportedly used established protocols to identify trafficking victims. The government did not provide evidence of effectively employing formal procedures to identify trafficking victims among vulnerable populations within the country, such as displaced persons, child laborers, or people in prostitution.

Civil society organizations were critical of the government's ability to identify and assist trafficking victims within the country, in part due to frequent turnover in staff responsible for coordinating victim services. The Ministry of Foreign Affairs identified 60 Colombian trafficking victims abroad through its embassies and an international organization, compared to 38 victims identified the year before. Of these, 34 were exploited in sex trafficking, 23 in forced labor, and three cases were considered to be trafficking by the Colombian government in which women were in servile marriages and subjected to domestic servitude. Fourteen were male victims of labor trafficking and five were child victims of sex trafficking. Fifty-five of these 60 victims were repatriated in partnership with an international organization. The Colombian Child Welfare Institute (ICBF), a government institution, reported identifying 158 children in prostitution and nine children in forced labor; the government did not identify these children as trafficking victims. Authorities and an international organization identified 342 children who separated from illegal armed groups in 2013. Of this population, 228 were girls and 114 were boys, including 227 indigenous children and 33 Afro-Colombian children. The government did not report how many adult victims were identified within the country.

Officials noted that the lack of legal guidelines for the care and protection of victims remained a significant challenge. The anti-trafficking law of 2005 mandated a victim protection decree to formally assign responsibility for victim services and to allocate specific funding. This decree was first drafted in 2008 but remained pending at the end of the reporting period, although officials reported that it was in the process of being finalized and should provide a budget for victim services at the local level and clear guidance for victim identification and assistance. Some local officials noted that in the absence of this decree, they did not have the legal mandate to provide dedicated trafficking victim services and could not include it in their budgets.

The government provided emergency services to Colombian trafficking victims exploited abroad as well as services for internal child trafficking victims, but funding for specialized assistance was limited. Colombian consular officials assisted 60 Colombian trafficking victims overseas during the reporting period, compared to 35 in 2012. An NGO operated a dedicated emergency shelter for adult male and female trafficking victims in the capital, and the Colombian government provided the equivalent of approximately $74,000 in funding to support the shelter, which provided temporary shelter to 46 Colombian victims exploited abroad during the year. The government provided an international organization additional funding for repatriation and emergency victim services. Local governments were responsible for providing services beyond emergency care, but local officials and NGOs reported that local governments did not have dedicated or sufficient funding to provide specialized services. International organizations and NGOs provided the majority of specialized victim services in Colombia; two NGOs reported assisting a total of 46 domestic servitude victims throughout the country in 2013. Local officials, NGOs, and trafficking victims all asserted that government-funded victim assistance did not meet the needs of victims and that reintegration services, including employment assistance, were virtually nonexistent. Services for male victims were very limited, as were specialized services for victims of forced labor.

The ICBF operated centers that provided emergency psycho-social, medical, and legal services to child victims of sexual violence and reported that it assisted 158 children in prostitution, although it did not report how many of these victims received government-funded shelter during the year. Local officials reported that there was a lack of ongoing specialized care for child victims of commercial sexual exploitation beyond emergency care. In partnership with an international organization receiving foreign donor funding, the government assisted at least 342 children recruited by illegal armed groups and provided them with health, psychological, and education services. Of these victims, 107 children stayed in temporary shelters, 36 were put in foster care, 95 were referred to specialized centers for attention operated by NGOs and ICBF, 84 were assigned social workers, and 20 were referred to other protection institutions. Authorities reported a lack of funding and qualified personnel for assisting these children, and some officials and NGOs reported that tailored services, reintegration work with families, and vocational training were inadequate.

The government encouraged victims to assist in trafficking investigations and prosecutions, and 35 victims did so in 2013, compared to 21 in 2012. Some victims were reluctant to report their exploitation or testify against their traffickers due to fear of reprisals—including from organized criminal groups involved in human trafficking—or lack of trust in the government. The government did not provide adequate protection and security for victims participating in investigations in all cases. There were no reports of victims being jailed or otherwise penalized for unlawful acts committed as a direct result of being trafficked. However, press reports indicated that a former trafficking victim remained incarcerated as of February 2014 due to the testimony of another victim's father, who is now under investigation for fraudulent testimony against the imprisoned victim as well as for

having been involved in the sex trafficking of his daughter. There was no specialized legal mechanism whereby the government offered a visa or temporary residence status to foreign trafficking victims. Authorities reported that they could provide foreign trafficking victims with temporary permission to remain in the country during the investigative process on a case-by-case basis; however, authorities have never reported doing so and did not identify any foreign victims in 2013.

PREVENTION

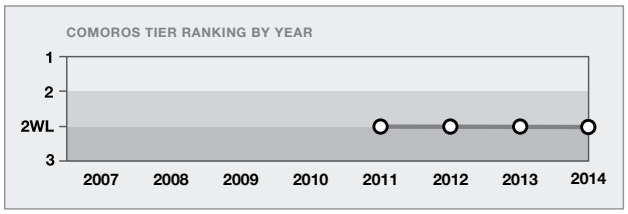
The government maintained some prevention efforts during the year; the interagency anti-trafficking committee met on a monthly basis, but did not produce tangible results and did not finalize the 2013-2018 draft anti-trafficking strategy or victim protection decree initially drafted in 2008. The government allowed NGOs minimal opportunity to provide input to these draft policies. As the government treated different forms of trafficking as distinct crimes, and since different government entities were responsible for responding to these crimes, interagency coordination of anti-trafficking efforts was not always effective. The government also maintained an interagency commission for the prevention of child recruitment and sexual exploitation, which organized anti-recruitment projects and education campaigns targeted at children in high-risk areas. In partnership with an international organization, all 32 departments in Colombia had anti-trafficking committees, but these groups maintained varying degrees of activity and civil society actors noted that some existed in name only. The government continued to fund a trafficking hotline operated by the Ministry of Interior, which led to 14 investigations by police and 18 investigations by prosecutors. NGOs reported that the hotline was not always answered, and staff members were not adequately trained. Authorities conducted anti-trafficking awareness campaigns and events, often in partnership with international organizations and sometimes with foreign donor funding, in all 32 departments. The government continued to conduct workshops with civil society for hospitality and tourism industry representatives focused on preventing the sexual exploitation of children. The government did not report other efforts to reduce the demand for commercial sex acts or forced labor. Authorities investigated and prosecuted a Canadian citizen for commercial sexual exploitation of a child, but did not convict any child sex tourism offenders.

COMOROS (Tier 2 Watch List)

The Comoros is a source country for children subjected to forced labor and, reportedly, sex trafficking. Comoran children are subjected to forced labor within the country, mostly on the island of Anjouan, in domestic service, roadside and market vending, baking, fishing, and agriculture. On the islands of Anjouan and Moheli, it is commonplace for poor rural families to place their children with wealthier relatives or acquaintances in urban areas or on the island of Grande Comore for access to schooling and other benefits; however, some of these children become victims of domestic servitude. At times, local women serve to arrange the sending of children into these situations. Most Comoran boys and girls aged three to seven (but on occasion up to age 14) study at Koranic schools headed by private instructors, and some are exploited as field hands or domestic servants as payment for instruction; these Koranic students are sometimes subjected to physical and sexual abuse. According to some reports, children from Anjouan are coerced into criminal activities, such as drug trafficking. Girls are reportedly exploited in prostitution in the Comoros; inducing children under 18 to perform commercial sex acts is a form of human trafficking. An NGO reported that tourists from the neighboring French island of Mayotte are among the clients of children in prostitution in Anjouan.

Comorans may be particularly vulnerable to transnational trafficking due to a lack of adequate border controls, corruption within the administration, and the existence of international criminal networks involved in human smuggling. Unaccompanied Comoran children become victims of domestic servitude and prostitution on the island of Mayotte, at times after the deportation of their parents; French officials have recognized the 3,000 unaccompanied children on the island—the majority of which are Comoran—as requiring urgent assistance. Illicit recruiting agencies based in Madagascar attempted to circumvent a ban by the Malagasy government on sending migrant workers to the Middle East by sending Malagasy women as tourists by air to the Comoros, then sending them illegally by boat to Mayotte, where they would board flights onward. Some of these women may become victims of trafficking upon reaching their destinations. The Comoros may be a destination for forced labor, as officials noted Malagasy women and girls and East African women in domestic service, with some reports of abuse and potential coercion.

The Government of the Comoros does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, the Comoros is placed on Tier 2 Watch List for a fourth consecutive year. The Comoros was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. Government officials, including the President, acknowledged the trafficking problem in the Comoros for the first time during the reporting period and developed a work plan to structure its national activities. The Ministry of Justice completed draft amendments to the penal code that include trafficking prohibitions; however, the National Assembly failed to enact this comprehensive set of amendments during the reporting period due to an unrelated debate about capital punishment in the penal code. Although the Morals and Minors Brigade investigated one trafficking case, leading to the dismissal of a high-level official, the government failed to prosecute or convict trafficking offenders during the year, including this and other officials complicit in trafficking crimes. The government increased the capacity of the Morals and Minors Brigade to fulfill its mandate to investigate child abuse and exploitation by establishing new brigades on the islands of Anjouan and Moheli, where the majority of trafficking cases reportedly occur. The government continued its support to NGO-run centers on each of the three islands; staff at the center in Grande Comore provided medical care to and coordinated one victim's return home in 2013. Officials lacked formal victim identification or referral procedures and the provision of protective services to victims was extremely modest. Official complicity in trafficking crimes continues to be a serious concern.



RECOMMENDATIONS FOR THE COMOROS:

Enact anti-trafficking legislation; increase the capacity of the Morals and Minors Brigade on all three islands to identify and respond to trafficking, including through investigation and prosecution of these crimes; develop procedures for the identification and referral of trafficking victims to care; end the practice of returning children to their exploiters through arbitration; increase the availability of and provide support for provision of counseling and psychological care, possibly within facilities already in existence for victims of other crimes; prosecute allegedly complicit officials; work with international partners to conduct a study on the forms and extent of the trafficking problem in the Comoros; continue anti-trafficking public awareness campaigns on each of the islands; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government increased its capacity to respond to trafficking crimes by establishing Morals and Minors Brigades on two additional islands, but failed to vigorously investigate and prosecute trafficking offenses. Comoran law does not prohibit all forms of human trafficking. Article 323 of the penal code prohibits the facilitation of child prostitution, prescribing sufficiently stringent punishments of two to five years' imprisonment and fines of between the equivalent of approximately $460 and $6,150; however, these penalties are not commensurate with those for other serious crimes, such as rape. Although prostitution is illegal in the Comoros, existing laws do not criminalize the forced prostitution of adults. Article 2 of the labor code prohibits forced and bonded labor, prescribing insufficiently stringent penalties of three months' to three years' imprisonment or fines from the equivalent of approximately $310 to $1,540. Article 333 of the penal code prohibits illegal restraint and prescribes penalties of 10 to 20 years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties for other serious crimes, such as rape. The labor code, updated in 2012, prohibits, but does not prescribe penalties for child trafficking; this law is in effect, but the enhanced penalties await the parliamentary passage of the draft penal code. In December 2013, the Council of Ministers completed its review of amendments to the penal code, which incorporated prohibitions and penalties for human trafficking, and sent it to the National Assembly for debate and passage.

During the year, the government increased the capacity of the Morals and Minors Brigade to oversee the investigation of cases of child abuse and exploitation, including child trafficking, nationwide. Previously only present on the island of Grande Comore, in December 2013, the Ministry of the Interior established offices for the Brigade on the islands of Moheli or Anjouan, where the majority of trafficking crimes reportedly occur, and within the Gendarmerie on the island of Grande Comore. The government provided each office with computers and equipment; however, these offices remained without vehicles, and newly assigned staff did not receive anti-trafficking training before the close of the reporting period. The police generally lacked resources, which stymied investigation of child abuse and exploitation cases.

The government failed to prosecute or convict trafficking offenders or independently train law enforcement officials on human trafficking during the year. Two police officers received training on combatting child trafficking from an international organization in Cote d'Ivoire in November 2013. The Brigade on the island of Grande Comoros investigated one case involving the domestic servitude of a 14-year-old girl in the home of a magistrate; the case remained under investigation at the close of the reporting period. Corruption remained endemic throughout the Comoros and hindered law enforcement efforts, including efforts to address trafficking. In the aforementioned case, 15 police officers, the Chief Prosecutor for the Comoros, and the Secretary General of the Government demanded a family assisting the victim return her to her exploiter; police arrested three daughters in this family as part of a sustained campaign to intimidate them. In addition, the Chief Prosecutor threatened to jail a reporter who broke the story in the press. Although the government dismissed the prosecutor general following his interference in this case, it did not initiate prosecution of the magistrate for her suspected exploitation of the child in forced labor and failed to investigate or prosecute other officials complicit in this case and others. Alleged perpetrators were sometimes released without prosecution after out-of-court settlements with victims' families. At times, judges renegotiated agreements between a child's parents and his or her trafficker, effectively re-trafficking the victim by returning the child to domestic servitude; officials reported at least two such cases in 2013.

PROTECTION

The government continued to provide extremely limited victim protection services and identified and assisted only one victim. In 2013, the government provided the equivalent of approximately $7,200 in salary support for staff of three UNICEF-supported, NGO-run centers for abused children; the center in Grande Comore provided immediate medical care to one child trafficking victim, placed her within a foster family, and supported her return home to the island of Moheli in September 2013. The government failed to provide psycho-social services for victims and provided minimal support to NGOs doing so. Law enforcement's failure to fully protect children remained a concern; the Morals and Minors Brigade lacked adequate facilities to shelter child victims, even temporarily, and its staff remained without training for interviewing child victims of crime. The government did not develop or employ systematic procedures for identifying trafficking victims or for referring them to the limited care available; it pledged to develop such procedures and assess the sufficiency of services available at the centers as part of its current work plan. As government officials did not make systematic efforts to identify victims, victims may have remained unidentified in the law enforcement system. There were no reports of the government penalizing victims for crimes committed as a direct result of being trafficked.

PREVENTION

The Comoran government increased efforts to prevent trafficking by establishing a coordinating body and holding awareness-raising events. Following the government's development of a national action plan in May 2013, it established an anti-trafficking commission in July 2013 and composed a plan to implement specific items in the action plan. The commission

consists of representatives from the Ministries of Justice, Health, Education, Labor, Interior, and Policy and Planning, with the National Human Rights Commission serving as its secretariat and UNICEF providing technical assistance; the commission served to provide overall direction on official anti-trafficking efforts. In August 2013, the government established a working-level monitoring group to implement action items included in the work plan and ensure effective coordination among all stakeholders in doing so. The commission and monitoring group each met weekly, and the head of the monitoring group reported on its activities at weekly Council of Ministers meetings.

In November 2013, the government organized a national symposium and community awareness events to inform stakeholders about trafficking and its list of the worst forms of child labor, which it adopted in August 2012. The president opened this symposium, where several high-level officials condemned—for the first time publicly—the socially-accepted practice of sending children to work as domestic servants in the homes of richer families. The National Human Rights Commission organized awareness campaigns on child labor on all three islands in September 2013; these activities involved Koranic school teachers and imams. The government continued implementation of its 2010-2015 national action plan for the elimination of the worst forms of child labor, which includes activities to address child trafficking, including forced labor in Koranic schools and domestic servitude. The government continued to fund a toll-free emergency line for reporting crimes to assist in the identification of victims of child abuse and exploitation. Comoran officials in Anjouan intercepted Malagasy women intending to travel illegally to the French island of Mayotte to board flights to the Middle East—where they often endure domestic servitude—and coordinated their return to Madagascar. The government did not make efforts to reduce reported demand for commercial sex acts. The government attempted to reduce the demand for forced labor in domestic service by publicly denouncing the practice of sending poor children to richer families for educational opportunities. Despite one unconfirmed report of a Comoran child sex tourist in Madagascar, the government did not make efforts to address this phenomenon. The Comoros is not a party to the 2000 UN TIP Protocol.

CONGO, DEMOCRATIC REPUBLIC OF THE (Tier 3)

The Democratic Republic of the Congo (DRC) is a source, destination, and possibly a transit country for men, women, and children subjected to forced labor and sex trafficking. The majority of this trafficking is internal, and while much of it is perpetrated by armed groups and rogue elements of government forces outside government control in the country's unstable eastern provinces, incidents of trafficking likely occurred throughout all 11 provinces. A significant number of men and boys working as unlicensed Congolese artisanal miners are reported to be exploited in situations of debt bondage by businesspeople and supply dealers from whom they acquire cash advances, tools, food, and other provisions at inflated prices and excessively high interest rates. The miners are forced to continue working to pay off constantly accumulating debts that are virtually impossible to repay, and some miners inherit the debt of deceased family members. During the year, in North Kivu, South Kivu, Orientale, and Katanga provinces, armed groups such as the Democratic Forces for the Liberation of Rwanda (FDLR), Mai Mai Kata Katanga and Mai Mai Morgan, and M23, as well as elements of the Congolese national army (FARDC), routinely used threats and coercion to force men and children to mine for minerals, turn over their mineral production, pay illegal "taxes," or carry looted goods from mining villages.

Children are engaged in forced and exploitative labor in agriculture, informal mining, and other informal sectors. A significant number of children in Katanga, Eastern Kasai, Western Kasai, North Kivu, South Kivu, and Orientale are exploited in artisanal mining. NGOs reported that in Nyamurhale (North Kivu), FARDC soldiers force children to transport or grind sand and rocks. Children living on the streets who engage in vending are vulnerable to forced labor, and many of the girls are exploited in sex trafficking. Children laboring as domestic servants work long hours and are vulnerable to abuse and exploitation. Some Congolese women are forcibly prostituted in brothels or informal camps, including in markets, bars, and bistros in mining areas by loosely organized networks, gangs, and brothel operators. Some girls in Bas-Congo province are coerced into prostitution by family members or transported to Angola and placed into the sex trade. Some Congolese women and girls are subjected to forced marriage by kidnapping or rape, or are sold by family members for a dowry or relief of a debt, which obligates the women against their will to provide labor without compensation and with no ability to leave.

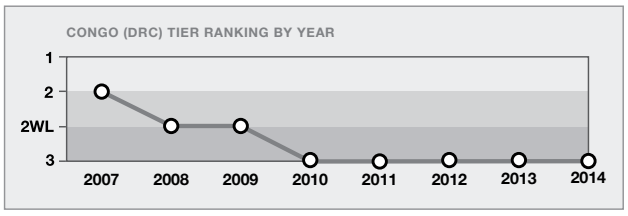
Congolese women and children migrate to Angola, South Africa, Republic of the Congo, and South Sudan, as well as East Africa, the Middle East, and Europe, where some are exploited in sex trafficking, domestic servitude, or forced labor in agriculture and diamond mines. Some Congolese migrants in Bandundu and Bas-Congo provinces are lured to Angola by the promise of employment and, upon arrival, subjected to forced labor in diamond mines or forced into prostitution. Children from the Republic of the Congo may transit through the DRC *en route* to Angola or South Africa, where they are subjected to domestic servitude. Local observers suspect that some homeless children known as *chegués* who act as beggars and thieves on the streets of Kinshasa are controlled by a third-party. In previous years, Chinese women and girls in Kinshasa were reportedly subjected to sex trafficking in Chinese-owned massage facilities. Some members of Batwa, or pygmy groups, are subjected to conditions of forced labor, most commonly in agriculture, but also in mining and domestic service in remote areas of the DRC. Some Angolans enter the DRC illegally to work in Bas Congo province and are vulnerable to forced labor and exploitation.

The UN reported that indigenous and foreign armed groups, such as the FDLR, various local militias (Mai-Mai), Nyatura, Force for the Defense of Human Rights (FDDH), the Allied Democratic Forces, M23, Bakata Katanga, and the Lord's Resistance Army (LRA), continued to abduct and forcibly recruit Congolese men, women, and children, as young as 8-years-old, to bolster their ranks and serve as bodyguards, laborers, porters, domestic workers, combatants, and sex slaves. Some children were also forced to commit crimes for their captors, such as looting. The LRA continued to abduct Congolese citizens, including children, in and near Orientale province; some of these abductees were later taken to Sudan, South Sudan, and the Central African Republic (CAR). Likewise, abducted South Sudanese, Ugandan, and CAR citizens experienced conditions of forced labor and sexual servitude at the hands of the LRA after being forcibly taken to the DRC. In part due to weak command and control structures, some FARDC elements have deviated from government policy

and recruited, at times through force, men and children for use as combatants, escorts, and porters. They reportedly pressed men, women, and children, including internally displaced persons and prisoners, into forced labor to carry supplies and looted goods, serve as guides and domestic laborers, mine for minerals, or construct military facilities. In addition, it was reported that, contrary to government policy, some FARDC commanders and troops provided logistical support, arms, and ammunition for armed groups, including FDLR, Mai Mai Morgan, and Mai Mai Kata Katanga, which routinely engaged in human trafficking. Due to the ongoing conflict, more than 2.9 million people were displaced in DRC, and displaced persons in Katanga, North Kivu, and South Kivu provinces are particularly vulnerable to abduction, forced conscription, and sexual violence by armed groups and government forces.

The UN documented 1,023 cases of children who were both recruited and separated from armed groups in 2013; 113 of these children were from the FARDC, 270 were from the Mai Mai Nyatura, 68 from the FDDH, 38 were from M23, and the remainder—including 355 from various Mai-Mai groups—were from other Congolese and foreign armed groups. Of these children, 299 were identified as combatants during their time with armed groups, and most children were used in multiple capacities such as cook, porter, sex slave, and/or laborer. Children recruited by armed groups have been identified from every province in DRC and neighboring countries, including Uganda, Rwanda, CAR, and Sudan. There were reports that police, Congolese military officers, and members of armed groups in eastern DRC arrested people arbitrarily to extort money and sometimes forced them into work if they could not otherwise pay.

The Government of the Democratic Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. During the year, the government took steps to implement a UN-backed action plan to end abuses against children by its armed forces, including the recruitment and use of child soldiers, by conducting national working group meetings to oversee implementation of the action plan, issuing two directives to military and intelligence commanders aimed at deterring the recruitment and use of child soldiers and transferring of identified child soldiers to social service organizations, and cooperating with international organizations in the demobilization of children from armed forces. The government investigated three cases of transnational sex trafficking and identified five victims in these cases, but did not report providing protection services or referring them to NGOs for assistance services. The government did not prosecute or convict anyone for committing any form of trafficking, including trafficking crimes involving child soldiers. At times, the government detained, mistreated, and interrogated children apprehended from armed groups.



RECOMMENDATIONS FOR THE DEMOCRATIC REPUBLIC OF THE CONGO:

Use existing legislation to investigate and prosecute military personnel—including high ranking officers—accused of unlawful recruitment or use of child soldiers, as called for in the UN-sponsored action plan on child soldiers, or use of local populations to perform forced labor, including in the mining of minerals; increase efforts to prosecute and punish non-military trafficking offenders, including law enforcement personnel, who utilize forced labor or control women and children in prostitution; take steps to ensure the provision of short-term protective services in partnership with civil society to victims of forced labor and sex trafficking; adopt an action plan to combat all forms of trafficking; in partnership with local or international NGOs, provide training to law enforcement and judicial officials on the laws available to prosecute trafficking cases; take measures to end the unlawful recruitment and use of child soldiers by FARDC members acting contrary to government policy and inform all members of the FARDC of relevant government policies; adopt implementing regulations to effectively apply the previously passed Child Protection Code; continue to ensure any armed groups integrated into the FARDC are vetted for the presence of child soldiers and all associated children are removed, demobilized, provided appropriate services, and reintegrated into communities; ensure perpetrators of trafficking crimes within armed groups are not integrated into government forces and are held accountable; continue allowing unfettered access to military installations for all UN observers and child protection officers; develop a legislative proposal to comprehensively address all forms of trafficking, including labor trafficking; and take steps to raise awareness about all forms of human trafficking among the general population.

PROSECUTION

The government demonstrated progress in investigating human trafficking offenses but did not convict or punish any trafficking offenders. The July 2006 sexual violence statute (Law 6/018) specifically prohibits sexual slavery, sex trafficking, child and forced prostitution, and pimping, and prescribes penalties for these offenses ranging from three months to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Adult forced labor is not criminalized. The Child Protection Code (Law 09/001) prohibits all forms of forced child labor and child prostitution, and prescribes penalties of 10 to 20 years' imprisonment for sexual slavery. Cases of forced child labor, debt bondage, and child commercial sexual exploitation have penalties of one to three years' imprisonment, which are not sufficiently stringent for the serious nature of the crime. The enlistment of children into the armed forces and the police has penalties of 10 to 20 years' imprisonment, but the code cannot be fully implemented because necessary decrees from several ministries reportedly continue to be lacking.

The government's ability to enforce its laws does not extend to many areas of the country in which human trafficking occurs. Judges, prosecutors, and investigators often lacked adequate training and resources to conduct investigations and try cases. The government reported investigating three cases of transnational sex trafficking to Lebanon involving five identified victims, and it reported charging two defendants with sexual slavery during the year. The investigation into the victimization of the Congolese women in Lebanon was referred by the police to INTERPOL-DRC; the investigations are reported to be ongoing. In response to these cases, the National Assembly formed an investigatory commission which is developing recommendations for government reforms and the prosecutor general's office

directed prosecutors to focus more attention to these types of cases. An NGO operating in eastern DRC reported that the government investigated one case of forced labor. Impunity for trafficking crimes by the security forces remained acute; the government did not report taking disciplinary action against or investigating, prosecuting, or convicting members of the security forces or other government employees complicit in exploiting civilians in forced labor or sex trafficking, or unlawfully recruiting and using child soldiers.

Bedi Mubuli Engangela (also known as Colonel 106), a former Mai-Mai commander suspected of insurrection and war crimes, including the conscription of children, remained in detention for a fifth year; a date for his trial was not set before the close of the reporting period. Lieutenant Colonel Jean-Pierre Biyoyo, formerly of the Mudundu-40 armed group and the first person convicted by Congolese courts of conscripting children, escaped from prison in 2006, but has reportedly been re-incarcerated and was in prison at the end of the reporting period. "Captain Gaston," an armed group commander allegedly responsible for the 2006 murder of an NGO child protection advocate attempting to identify and remove child soldiers, remained at large during the reporting period; his 2007 arrest warrant has not been executed and, after being promoted by the FARDC to the rank of major, he is leading a FARDC battalion. Bosco Ntaganda, the former commander of the armed group M23 and formerly a FARDC commander, surrendered in Kigali and was voluntarily transferred to the International Criminal Court for trial for crimes against humanity and war crimes, including the recruitment and use of children under the age of 15 and sexual slavery. A diplomat serving at the DRC embassy in Bujumbura was allegedly involved in trafficking of young girls; he was expelled from Burundi and was reportedly fired from his post at the Ministry of Foreign Affairs. In March 2013, the government trained approximately 50 FARDC commanding officers on issues related to child recruitment and, in April 2013, conducted an awareness campaign on the subject for 3,450 new FARDC recruits. The government did not provide specialized training to officials on combating other forms of trafficking, but the Congolese National Police and other DRC law enforcement agencies have requested and received specialized training in human trafficking from international donors.

PROTECTION

Although the government assisted in the identification and demobilization of child soldiers, it did not offer specific protections to other types of trafficking victims. It reported identifying five victims of transnational sex trafficking and no victims of forced labor. There was no information as to what, if any, services the sex trafficking victims received. The government lacked procedures for proactively identifying victims of trafficking among vulnerable groups and for referring victims to protective services.

NGOs continued to provide the vast majority of the limited shelter, legal, medical, and psychological services available to trafficking victims. An NGO working with trafficking victims in eastern DRC reported providing assistance to 121 victims of human trafficking, including 77 victims of forced labor, 38 victims of sex trafficking, and six children separated from armed groups. Under the government's new National Disarmament, Demobilization, and Reintegration Plan (DDR III), signed in December 2013, male and female child soldiers are to be transferred immediately to UNICEF for processing and services. During this process, the National Demobilization Agency, in cooperation with United Nations Organization Stabilization Mission in the DR Congo (MONUSCO) and UNICEF, continued to separate and transport identified children to NGO-run centers for temporary housing, care, and vocational training prior to returning them to their home communities when it is deemed safe for reintegration. Reintegrated child soldiers remained vulnerable to re-recruitment, as adequate rehabilitation services did not exist for children suffering the most severe psychological trauma and several armed groups continued to recruit children. While the FARDC high command remained supportive of MONUSCO's efforts to remove children from its forces during the reporting period, it lacked sufficient command and control to compel some FARDC commanders to comply with directives to release child soldiers or to prevent ground troops from recruiting additional children or subjecting local populations to forced labor. UN monitors and civil society partners reported the government granted child protection workers improved access to military installations.

The FARDC arrested, detained, and sometimes mistreated, including with beatings and deprivation of food and medical care, children formerly associated with armed groups. Security forces reportedly performed regular sweeps to round up *chegués* in Kinshasa and expel them outside the city center. The government did not show evidence of encouraging victims to assist in investigations against their traffickers. While trafficking victims could file cases against their traffickers in civil courts, there is no evidence that any have done so; the public widely viewed civil courts as corrupt and believed outcomes were determined based on the relative financial means of the parties to the lawsuit. The government offered no legal alternatives to the removal of foreign victims to countries in which they may face hardship or retribution; however, besides child soldiers, there were no foreign trafficking victims identified within the DRC in 2013. The government has consistently allowed for the safe repatriation of foreign child soldiers in cooperation with MONUSCO.

PREVENTION

Despite lacking an overarching strategy or coordination mechanism, the government made modest efforts to prevent human trafficking. In 2013, the government demonstrated progress in implementing a UN-backed action plan to end recruitment and use of child soldiers, sexual violence, and other serious child rights violations in the armed forces signed by the Ministry of Defense in October 2012. The plan commits the government to a series of tasks, including to establish an inter-ministerial committee to monitor implementation, end underage recruitment and sexual violence against children, ensure reintegration of victims, provide unimpeded access to UN personnel for verification, combat impunity of perpetrators of child rights violations, and regularly report on progress in implementing the plan. A joint technical working group that oversees implementation of the plan held 18 meetings and workshops during the year, initiated steps to establish technical working groups at the provincial level, and appointed two FARDC officers to serve as child protection focal points in North Kivu.

In May 2013, the Ministry of Defense and the national intelligence agency issued two directives stating that severe sanctions would be levied against FARDC members found guilty of recruiting or using children; detaining, torturing, or mistreating children because of their involvement with an armed group; killing, engaging in sexual violence, including underage marriage;

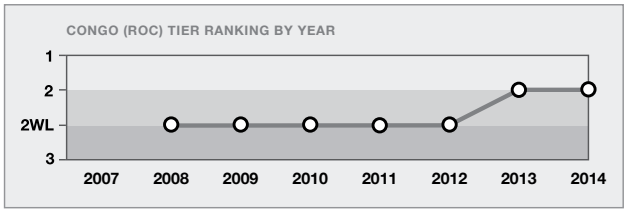
attacking schools or hospitals; kidnapping children, including for forced marriage; and impeding humanitarian access to children. The directives also require that children who escape from armed groups, whether national or foreign, and are in the custody of FARDC or have been detained, be immediately transferred to competent humanitarian agencies. MONUSCO reports that the directives have increased awareness among FARDC commanding officers and improved the access of UNICEF and other child protection personnel to troops, training facilities, and recruitment sites for screening and separation as child soldiers. Prior to launching its national military recruitment campaign, the government did not have adequate systems to ensure children were not registered, though it sought assistance from the UN and other child protection actors to screen for children. As a result of this collaboration, more than 300 underage applicants were identified and prevented from joining the FARDC.

In response to identified cases of transnational sex trafficking in the last year, immigration authorities increased efforts to implement existing policies requiring adults to show documentation related to their stay abroad and minors to show appropriate travel authorization. The government did not increase efforts to establish the identity of local populations, and low rates of birth registration continued to contribute to individuals' vulnerability to trafficking. Although the National Ministry of Labor remained responsible for inspecting worksites for child labor, the ministry did not identify any cases of forced child labor in 2013. Inspectors had limited presence outside Kinshasa and often lacked means of transportation or resources to carry out their work. The government took no discernible measures during the reporting period to reduce the demand for forced labor or commercial sex acts.

CONGO, REPUBLIC OF THE (Tier 2)

The Republic of the Congo is a source and destination country for children, men, and women subjected to forced labor and sex trafficking. According to a study released by IOM in 2013, most trafficking victims in the Congo originate from Benin and the Democratic Republic of the Congo (DRC), and to a lesser extent from the Central African Republic (CAR), Senegal, Cameroon, and Gabon. Trafficking victims are subjected to forced domestic service and market vending by other nationals of the West African community living in the Congo, as well as by Congolese nationals in the city of Pointe-Noire. Source countries for adult victims include the DRC, CAR, Cameroon, Benin, and Mali. During the year, the government identified 23 Beninese, and two Nigerian labor trafficking victims, including six Beninese adults. Both adults and children are victims of sex trafficking in the Congo, with the majority of such victims originating from the DRC and exploited in Brazzaville. The majority of children trafficked within the country migrate from rural to urban areas to serve as domestic workers for relatives or family friends. Some child trafficking victims are also subjected to forced labor in stone quarries, bakeries, and the fishing and agricultural sectors, including in cocoa fields in the Sangha Department. IOM reports nationals of the Congo are among both traffickers and victims, with 43 percent of traffickers, 28 percent of adult victims, and 14 percent of child victims reported as Congolese. Internal trafficking involves recruitment from rural areas for exploitation in cities. The Congo's indigenous population is especially vulnerable to forced labor in the agricultural sector.

The Government of the Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government continued to demonstrate political will to address trafficking in persons, such as by addressing official complicity and interference in trafficking cases in the city of Pointe-Noire—long-standing concerns which have inhibited the government from holding traffickers accountable. The government finalized draft anti-trafficking legislation and trained an estimated 1,000 police officers—a substantial increase from 56 trained in 2012. The government continued strong victim protection efforts in Pointe-Noire, providing support to NGOs and foster families that offered care to 25 identified victims—a decrease from 50 identified and assisted in 2012; some government and civil society advocates believe this reflects a decreased incidence of the crime, following amplified government attention and public awareness raising activities related to child trafficking. The government failed to take adequate law enforcement action to hold traffickers accountable by failing to charge suspected offenders in cases discovered during the year or convicting any of the 23 additional offenders currently involved in trafficking prosecutions. The government's lack of a national coordinating body hindered country-wide progress to address internal trafficking and sex trafficking from the DRC and other countries.



RECOMMENDATIONS FOR THE REPUBLIC OF THE CONGO:

Enact comprehensive anti-trafficking legislation, including provisions prohibiting the trafficking of adults; greatly increase efforts to investigate and prosecute trafficking offenses and to convict and punish trafficking offenders under the 2010 Child Protection Code; fund and hold a special session of the high court to hear the trafficking case backlog; increase outreach, victim identification, and law enforcement efforts on sex trafficking and internal trafficking beyond Pointe-Noire, with specific attention to trafficking of adults and indigenous populations; develop formal procedures to identify trafficking victims among child laborers, illegal immigrants, and women and girls in prostitution; provide adequate security and supervision for victims placed in foster families; conduct government-led training for social workers and law enforcement officials on the use of identification and referral procedures; establish a national body that includes all relevant ministries to increase coordination of country-wide anti-trafficking efforts; increase anti-trafficking law enforcement cooperation with other governments in the region, especially Benin and the DRC; and file ratification documents for the 2000 UN TIP Protocol with the United Nations.

PROSECUTION

The Government of the Republic of the Congo increased its anti-trafficking law enforcement efforts by addressing official complicity and completing draft anti-trafficking legislation; however, it made insufficient law enforcement efforts to address trafficking crimes—failing to charge, prosecute, or convict suspected offenders during the reporting period. Article 60,

Chapter 2, of the 2010 Child Protection Code prohibits the trafficking, sale, trading, and exploitation of children, for which Article 115 prescribes penalties of hard labor for an undefined period and fines. Article 68 prohibits the worst forms of child labor, including the forced labor and prostitution of children, for which Article 122 prescribes penalties of three months' to one year's imprisonment or fines between the equivalent of approximately $110 and $1,080. Article 4 of the country's labor code prohibits forced or compulsory labor, imposing fines the equivalent of approximately $1,300 to $1,900. None of these penalties are sufficiently stringent, and the penalties prescribed for sex trafficking are not commensurate with penalties prescribed for other serious crimes, such as rape. The penal code, which prohibits forced prostitution, may be used to prosecute sex trafficking offenses involving adults. Although Congolese law prohibits some forms of trafficking of adults, it does not outlaw bonded labor or the recruitment, harboring, transport, or provision of a person for the purposes of forced labor. Following its completion of draft anti-trafficking legislation in July 2013, the government's legislative drafting committee, in partnership with UNODC, held sessions to review and finalize the draft in July and August 2013; the legislation remained under review by parliamentary committee at the end of the reporting period.

Despite issuing January 2013 instructions directing officials to file criminal charges in all potential trafficking cases, the government failed to charge any suspected offenders with trafficking crimes during the reporting period. In May 2013, authorities arrested four suspected offenders in connection with the trafficking and subsequent kidnapping of four previously identified trafficking victims; however, officials later released the offenders without charge and failed to arrest or press charges against a prominent Beninese business man and court official who worked in collusion with him. Prosecutions involving at least 23 offenders, some charged nearly three years ago, remained pending at the end of the reporting period. For example, ten alleged trafficking offenders, arrested and charged with "trafficking and exploitation" under the Child Protection Code in January 2013, remained pending trial for the alleged labor trafficking of 14 children. In December 2012, the Juvenile Court of Pointe-Noire suspended its hearing of a civil case against eight alleged labor trafficking offenders and failed to open a criminal investigation in this case in 2013. The Ministry of Labor did not report investigating any cases of forced child labor in 2013. Local social affairs officials in Pointe-Noire filed civil cases against five suspected trafficking offenders as a means to acquire funding for victim repatriation.

During the year, the government took important steps to address official complicity. It replaced the leadership of the *gendarmerie* and several magistrates in Pointe-Noire—aiming to reduce the influence of traffickers on officials, who were often bribed or persuaded to interfere in the arrest and prosecution of trafficking offenders or rescue of victims. In an example of official interference in trafficking crimes in 2013, a court official issued a fraudulent custody order to substantiate the kidnapping of four trafficking victims from their place of safety; once informed of this, the Ministry of Justice recalled the official and forced him to retire. However, the government failed to carry out criminal prosecutions of this and other complicit officials. During the reporting period, the police and gendarme academies continued anti-trafficking trainings for their staff, reaching an estimated 1,000 police officers and an unknown number of gendarmerie officials in 2013.

Nonetheless, limited understanding of the child anti-trafficking law among law enforcement officials, judges, and labor inspectors continued to hinder the prosecution of trafficking crimes. As serious crimes, trafficking cases are to be heard at the high court, which did not meet in regular session during the reporting period; accordingly, cases continue to languish and a significant backlog persists.

PROTECTION

The Congolese government maintained efforts to protect trafficking victims, including partnerships with NGOs and foster families to enable trafficking victims in Pointe-Noire to receive access to care. The government, in partnership with an NGO, identified 25 foreign trafficking victims in Pointe-Noire in 2012. Ten minor female victims were repatriated to their countries of origin. The government gave adult foreign victims or victims who had reached the age of 18 while in the custody of the government the option of repatriation at the government's expense or local reintegration in the Congo. In 2013, the government paid three months' rent and provided assistance in finding an apprenticeship or job for 15 men as part of their local reintegration. Social workers temporarily placed 10 child trafficking victims with foster families during the year until they could be repatriated or reinserted. The government allocated foster families the equivalent of approximately $10 per child per day to ensure the victims' basic needs were met. Due to inadequate precautions, in May 2013, four children placed with a foster family were kidnapped while out without a guardian present and returned to their traffickers; a week later an NGO identified them in forced labor in the market in Pointe-Noire. The Ministers of Interior and Social Affairs intervened to facilitate the subsequent rescue of three of the four children, with the fourth reportedly sent back to Benin by her traffickers.

As in 2012, the government again failed to identify and assist victims—including Congolese and DRC child victims—outside of Pointe-Noire in 2013. Law enforcement, immigration, and social services personnel did not employ systematic procedures proactively to identify victims among vulnerable groups, relying instead on NGOs and UNICEF to identify victims. During the year, there were no reports of victims jailed or prosecuted for crimes committed as a result of their trafficking; however, inadequate identification efforts may have left victims unidentified in the law enforcement system. Although officials interviewed victims after their rescue—encouraging their assistance in the prosecution of their traffickers—child victims were not expected to testify in court. The government did not deport rescued foreign victims, instead providing temporary or permanent residency status to foreign victims during the year. The Congolese government repatriated at least eight Beninese trafficking victims as part of its bilateral agreement with the Government of Benin; however, in 2013 as in 2012, the government failed to carry out joint investigations or extraditions of charged trafficking offenders—a critical part of this agreement.

PREVENTION

The government continued its efforts to prevent trafficking in 2013. Trafficking awareness campaigns organized by the government involved placement of public billboards and television programming, reaching an estimated one million people during the reporting period. In November 2013, the local coordinating committee—overseeing anti-trafficking efforts in Pointe-Noire—held a public information session on the identification and protection of trafficked children, which

reached several dozen community members. Although the Ministry of Social Affairs continued to lead anti-trafficking efforts and provide oversight in the implementation of the 2011-2013 Action Plan to Fight Child Trafficking, the government failed to establish a national coordinating body to guide its efforts. The government continued efforts to draft a 2014-2016 action plan based on the draft anti-trafficking legislation. The government did not take measures to reduce the domestic and transnational demand for commercial sex acts during the reporting period. The parliament ratified the 2000 UN TIP Protocol in May 2012, but the United Nations has not registered the Protocol as being in effect in the Congo because the government has not ratified the umbrella convention—the Convention Against Transnational Organized Crime.

COSTA RICA (Tier 2)

Costa Rica is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Costa Rican women and children are subjected to sex trafficking within the country; residents of the north and central Pacific coast zones are particularly vulnerable to internal sex trafficking. Authorities have identified cases of adults using children for drug trafficking; some of these children may be trafficking victims. There are a significant number of transgender Costa Ricans in the commercial sex industry who could be vulnerable to sex trafficking. Women and girls from Nicaragua, the Dominican Republic, and other Latin American countries have been identified in Costa Rica as victims of sex trafficking and domestic servitude. Child sex tourism is a serious problem, with child sex tourists arriving mostly from the United States and Europe. Men and children from other Central American countries and from Asian countries, including China, are subjected to conditions of forced labor in Costa Rica, particularly in the agriculture, construction, fishing, and commercial sectors. Nicaraguan sex and labor trafficking victims transit through Costa Rica *en route* to Panama. Indigenous Panamanians are also reportedly vulnerable to forced labor in agriculture in Costa Rica.

The Government of Costa Rica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2013, authorities convicted an increased number of trafficking offenders compared to the previous year and created a dedicated prosecutorial unit for human trafficking and smuggling. Victim services remained inadequate; however, the government budgeted funds for an NGO to build a dedicated shelter and established a fund that collected the equivalent of approximately $1.4 million earmarked in part for assistance to trafficking victims. Government capacity to proactively identify and assist victims, particularly outside of the capital, remained weak. Authorities continued to lack adequate trafficking data collection and categorized cases of human trafficking that did not involve the displacement of the victim as other crimes.

RECOMMENDATIONS FOR COSTA RICA:
Use resources from the newly established fund to provide comprehensive services for trafficking victims, including child sex trafficking victims, in partnership with civil society organizations; intensify efforts to proactively investigate and prosecute human trafficking offenses, including forced labor, and convict and punish trafficking offenders; improve the efficacy and the implementation of Costa Rica's victim assistance protocol, particularly outside of the capital and for victims of labor trafficking; continue to strengthen dedicated prosecutorial and police units through increased resources and training, including on victim treatment; investigate and prosecute cases of trafficking not involving movement and provide appropriate services to Costa Rican victims; increase efforts to investigate and prosecute child sex tourists; and continue to improve data collection for law enforcement and victim protection efforts.

PROSECUTION
The Government of Costa Rica increased its law enforcement efforts during the reporting period by convicting an increased number of trafficking offenders and creating a dedicated prosecutorial unit for human trafficking and smuggling. Authorities often failed to proactively investigate cases and had a limited capacity to conduct investigations outside of the capital. The anti-trafficking law enacted in December 2012, Law 9095, came into effect in February 2013 and prohibits all forms of human trafficking and prescribes penalties of four to 20 years' imprisonment; these penalties are sufficiently stringent and commensurate with other serious crimes. The definition of trafficking in this law is in some respects too narrow—continuing to require the displacement of the victim—and in other respects too broad—penalizing non-trafficking crimes such as illegal adoption, sale of organs, moving persons for the purpose of prostitution, and labor exploitation that does not rise to the level of forced labor.

Data collection on human trafficking remained problematic. Authorities investigated 17 new cases and prosecuted seven defendants for movement-based human trafficking during the reporting period. In addition, prosecutors reported 18 new investigations for sex trafficking of minors under pimping statutes in 2013. The government convicted at least seven sex traffickers during the reporting period; six of these convictions were achieved under anti-trafficking statutes, with sentences ranging from five to 27 years' imprisonment. Authorities also reported three trafficking convictions in 2013 under aggravated procuring statutes, resulting in sentences ranging from seven to ten years' imprisonment. In comparison, there were two labor trafficking offenders convicted during the previous reporting period.

A dedicated anti-trafficking police unit investigated movement-based labor and sex trafficking cases, as well as smuggling cases; the majority of cases investigated involved sex trafficking. In August 2013, the government created a dedicated prosecutorial unit for human trafficking and smuggling with two prosecutors; this unit had no dedicated budget, but used human and financial resources from the organized crime prosecutor's office. The unit investigated trafficking cases involving displacement, while local prosecutors were responsible for prosecuting cases of trafficking without movement, making it difficult to assess fully the government's prosecution efforts. The effectiveness of police and prosecutors' anti-trafficking work was limited by inadequate staffing and resources, as well as frequent turnover of law enforcement officials in dedicated units. Some officials

conflated trafficking with smuggling. Government ministries provided training to prosecutors, police officers, and other public officials, often in partnership with civil society organizations receiving foreign government funding. Prosecutors worked with Nicaraguan, Panamanian, and Indonesian officials on an unspecified number of trafficking investigations in 2013. Authorities continued to investigate a mayor for possible trafficking crimes, but did not report any prosecutions or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The Costa Rican government maintained its protection efforts during the year. Although authorities assisted a limited number of victims and dedicated funds to an NGO to build a shelter for trafficking victims, specialized services remained inadequate, particularly outside of the capital. The government continued to implement its "immediate attention" protocol, which defines steps for government agencies that comprise the emergency response team to identify, protect, and provide integrated assistance to victims. Some officials, particularly outside of the capital, remained unaware of the protocol. NGOs and some officials asserted that victim identification was often reactive and referral mechanisms were not always implemented in an effective or timely manner. Authorities reported identifying and assisting 15 trafficking victims in 2013, all of whom were female and four of whom were Costa Rican. Eleven were adults and four were children. Of the 15, 11 were victims of sex trafficking and four were victims of labor trafficking. Authorities reported assisting 33 child victims of commercial sexual exploitation. Labor inspectors had a limited capacity to identify possible forced labor victims.

The government did not provide or fund specialized shelters or services for trafficking victims, and officials and NGOs noted that the lack of dedicated housing for victims was a significant challenge. The government relied on NGOs and religious organizations to provide specialized care for trafficking victims and provided the equivalent of approximately $134,000 to one NGO to provide services to adults and children in prostitution. In October 2013, Costa Rica's Congress approved an additional allocation of the equivalent of approximately $230,000 to buy land for this NGO to build a dedicated trafficking shelter. Authorities maintained emergency government shelters for female victims of domestic violence, but staff members were reportedly reluctant to house trafficking victims there due to security concerns. Authorities used government and international organization funding to shelter an unspecified number of adult victims in hotels on a temporary basis. The government reported that all of the 33 child victims of commercial sexual exploitation identified in 2013 received psychological and social services and authorities coordinated shelter for at least two child trafficking victims. Police and NGOs noted that specialized victim services were virtually nonexistent outside of the capital.

The government granted temporary residency status, with permission to work, to five foreign victims in 2013. Costa Rican authorities encouraged victims to assist with the investigation and prosecution of trafficking offenders, and several victims did so during the reporting period. Other victims did not collaborate with investigations due to their lack of confidence in the judicial system. The government did not penalize identified victims for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

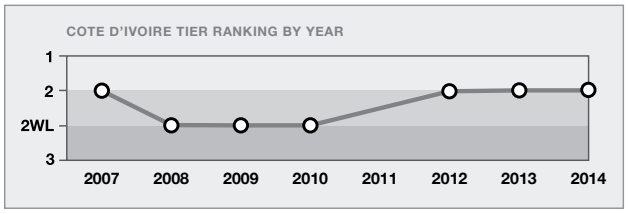
The Government of Costa Rica maintained its prevention efforts during the year. The human trafficking and smuggling directorate continued to implement a national action plan on human trafficking and coordinate the national anti-trafficking coalition. The coalition met on a quarterly basis and included civil society actors. The fund to fight human trafficking and smuggling—financed primarily by the country departure tax equivalent of approximately $1.00 per traveler—was established in 2013 and collected the equivalent of approximately $1.5 million in revenue. The government did not use these funds during the reporting period, but earmarked these funds for future trafficking victim assistance efforts, as well as efforts against migrant smuggling. Authorities conducted public awareness campaigns, often in partnership with civil society organizations. The government continued to investigate and prosecute individuals that paid child trafficking victims for commercial sex, resulting in 37 investigations and at least five convictions in 2013. With information from U.S. authorities, Costa Rican police deported two American citizens in 2013 for alleged involvement in child sex tourism. Despite continued reports of child sex tourism, the government did not prosecute or convict any child sex tourists in 2013. The government took efforts to reduce the demand for commercial sex, but did not report efforts to reduce the demand for forced labor.

COTE D'IVOIRE (Tier 2)

Cote d'Ivoire is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking. Trafficking within the country is more prevalent than transnational trafficking, and the majority of victims that have been identified are children. Due to a stronger emphasis on monitoring and combating child trafficking within the country, the number of adults subjected to trafficking may be underreported. Within Cote d'Ivoire, Ivoirian women and girls are subjected primarily to forced labor in domestic service and restaurants, as well as to forced prostitution. Ivoirian boys are subjected to forced labor within the country in the agriculture and service sectors. Boys from other West African countries, including Ghana, Mali, Burkina Faso, Benin, and Togo, are found in Cote d'Ivoire in forced agricultural labor, including on cocoa, coffee, pineapple, and rubber plantations; in the mining sector; and in carpentry and construction. Girls recruited from Ghana, Togo, and Benin work as domestic servants, and street vendors often are subjected to forced labor. Some women and girls who are recruited from Ghana and Nigeria to work as waitresses in restaurants and bars are subsequently subjected to forced prostitution. Ivoirian women and girls have been subjected to forced domestic service in France and Saudi Arabia. During the reporting period, Ivoirian women were subjected to sex trafficking in Morocco.

The Government of Cote d'Ivoire does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government increased efforts to address child trafficking by increasing prosecutions of child trafficking offenses, increasing convictions of trafficking offenders, and identifying more child trafficking victims than in 2012. However, the government continued to fail to demonstrate any tangible efforts to address adult trafficking. It did not report any law enforcement efforts against adult trafficking cases, identify or provide any protection to adult victims, or finalize or adopt a

national action plan to combat adult trafficking for the third year in a row.



RECOMMENDATIONS FOR COTE D'IVOIRE:

Develop and enact legislation to criminalize all forms of adult trafficking, and use this and existing legislation to prosecute traffickers, particularly those who exploit women in prostitution and men in forced labor; train law enforcement officials to follow established procedures to identify potential trafficking victims and refer them to protective services; establish a formal victim referral mechanism between the government, NGOs, and international organizations providing care to trafficking victims; increase efforts to provide victims with appropriate services, including the dedication of specific funding for such services and the development of government-run shelters; improve efforts to collect law enforcement data on trafficking offenses, including cases involving the trafficking of adults who are prosecuted under separate statutes in the penal code, and make this data available to other government agencies and the general public; and finalize and begin implementation of a national action plan to address adult trafficking.

PROSECUTION

The Government of Cote d'Ivoire demonstrated increased anti-trafficking law enforcement efforts to combat child trafficking, but did not demonstrate tangible efforts to address adult trafficking. Law No. 2010-272 Pertaining to the Prohibition of Child Trafficking and the Worst Forms of Child Labor, enacted in September 2010, prescribes penalties for compelling children into or offering them for prostitution of five to 20 years' imprisonment and a fine; these penalties are sufficiently stringent, but not commensurate with penalties prescribed for other serious offenses, such as rape. The law's penalty for submitting a child to forced labor or situations akin to bondage or slavery is 10 to 20 years' imprisonment and a fine, punishments which are sufficiently stringent. Penal code Article 378 prohibits the forced labor of adults and children, prescribing a sufficiently stringent penalty of one to five years' imprisonment and a fine of the equivalent of approximately $800 to $2,200. Article 376 criminalizes entering into contracts that deny freedom to a third person, prescribing a punishment of five to 10 years' imprisonment and a fine. Pimping and exploitation of adults and children in prostitution by means of force, violence, or abuse are outlawed by Articles 335 and 336. In December 2011, the Labor Advisory Board received a draft decree prohibiting and prescribing punishments for involuntary domestic servitude; it did not finalize or issue the decree during the reporting period.

During the reporting period, the government reported nine investigations of trafficking offenses, 23 prosecutions, and 11 convictions; this represents an increase from 2012, when the government reported 15 investigations, eight prosecutions, and two convictions. All 23 prosecutions involved child trafficking. Nine of the convicted trafficking were sentenced under Cote d'Ivoire's anti-trafficking law to 12 months' imprisonment and a fine of the equivalent of approximately $1,000; sentencing information on the additional two traffickers was unavailable. However, no law enforcement efforts were taken to address adult trafficking during the reporting period.

The government, in collaboration with NGOs and international organizations, provided training for social workers, labor inspectors, police officers, and gendarmes. However, all training efforts focused on child trafficking and there remains a lack of knowledge and understanding of adult trafficking among government officials. The government did not report any investigations or prosecutions of officials for alleged complicity in trafficking-related offenses during the year; however, reports indicate that corruption among police and gendarme forces may have facilitated trafficking in 2013.

PROTECTION

The Ivoirian government sustained modest efforts to identify and protect child victims of trafficking, but did not demonstrate tangible efforts to identify or protect any adult victims. It reported the identification of 45 child trafficking victims in 2013; 28 of the children were foreign nationals and 17 were Ivoirian. NGOs and international organizations in Cote d'Ivoire identified an additional 156 child victims. The government did not provide adequate care to victims of trafficking and relied almost exclusively on services provided by NGOs and international partners; given the government's substantial dedication of resources to implement its anti-trafficking activities, the amount allocated to the protection of victims was severely inadequate. The government did not operate any formal care centers exclusively for victims of trafficking, nor did it have a formalized referral mechanism in place between itself and local NGOs. The government provided limited financial support to an NGO-run shelter for children in emergency situations; some trafficking victims may have used this shelter. During the reporting period, the Ministry of Solidarity, Family, Women, and Children identified, rescued, and provided repatriation assistance to twelve child trafficking victims from Benin, Burkina Faso, Guinea, and Mali.

The Government of Cote d'Ivoire did not have a formal policy in place to encourage victims' voluntary participation in investigations and prosecutions of their traffickers; however, some victims did participate in the investigations and prosecutions of their traffickers during the reporting period. While the government lacked a formal policy for repatriating foreign victims, it typically cooperated with the victim's embassy, consulate, or local community leaders of the same nationality regarding repatriation. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked; however, the lack of formal identification procedures for adult trafficking victims likely resulted in some adult victims remaining unidentified in the law enforcement system.

PREVENTION

The Government of Cote d'Ivoire demonstrated sustained efforts to prevent child trafficking, but failed to demonstrate tangible efforts to prevent adult trafficking. The National Monitoring Committee (NMC) and the Inter-Ministerial Committee (IMC), established in 2011, continued to serve as the national coordinating bodies on trafficking in persons issues; however, both committees focused almost entirely on child trafficking. The committees continued to meet regularly to implement the

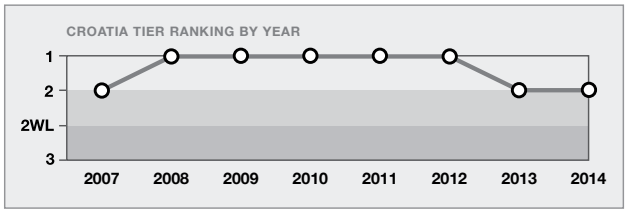
2012-2014 National Action Plan on Child Labor and Trafficking; the government provided the equivalent of approximately $10.8 million for implementation of this action plan in 2013. A national action plan to address adult trafficking was not finalized during the reporting period.

The NMC completed the second phase of a nationwide awareness campaign, originally launched in September 2012, which included TV and local radio information spots, 100 billboards, and the distribution of illustrated pamphlets in French and five local languages to explain the new child anti-trafficking law and to educate the public on how to take action against the worst forms of child labor. Additionally, the governments of Cote d'Ivoire and Burkina Faso entered into a bilateral cooperative agreement against cross-border child trafficking in October 2013. The government launched a monitoring and evaluation system designed to collect and analyze statistical data on child trafficking and worst forms of child labor, coordinate the efforts of different actors involved in the fight against child labor, and provide regular reports. The government did not demonstrate efforts to address local demand for commercial sex acts during the reporting period.

CROATIA (Tier 2)

Croatia is a destination, source, and transit country for men, women, and children subjected to sex trafficking and forced labor. Croatian women and girls, some of whom respond to false job offers online, fall victim to sex trafficking within the country and throughout Europe. Women and girls from Macedonia, Serbia, Bosnia and Herzegovina, and other parts of Eastern Europe are subjected to sex trafficking in Croatia. Children are exploited in prostitution. Roma children from Croatia are of particular risk of forced begging in Croatia and throughout Europe. Women and men, including victims from Romania and Bosnia and Herzegovina, are subjected to forced labor in agricultural sectors. A March 2013 report from the European Commission highlighted Croatia's low number of identified trafficking victims.

The Government of Croatia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period the government increased the number of times the Committee for the Suppression of Trafficking in Persons met, increased criminal investigations and prosecutions, and mandated that children in prostitution be treated as victims, not criminals. While the government has an adequate formal anti-trafficking structure, significant gaps in implementation remain. The number of criminal prosecutions of traffickers remains low, and sentences for trafficking offenses were too low to deter criminals from human trafficking. Further, the government provided little specific information about the care provided to the minor victims identified during the reporting period, and experts still believe the true extent of trafficking in Croatia remains considerably higher than that identified by the government.



RECOMMENDATIONS FOR CROATIA:
Continue to strengthen trafficking victim identification, particularly of female minors who are victims of sex trafficking; enhance training methods for collecting evidence against suspected traffickers to increase convictions; continue to train prosecutors on best practices for prosecuting trafficking cases; ensure trafficking offenders are punished with sentences commensurate with the gravity of the crime committed; sensitize judges about secondary trauma in sex trafficking testimony; conduct a comprehensive assessment of Croatia's trafficking problem; and strengthen partnerships with NGOs to enlist their help in identifying victims during authorities' initial contact with potential victims among women and children detained for prostitution offenses.

PROSECUTION
The Government of Croatia displayed mixed law enforcement efforts. Croatia prohibits all forms of both sex and labor trafficking through two laws: Slavery, Article 105, and Trafficking in Persons, Article 106, which prescribe penalties of one to 10 years' imprisonment for sex or labor trafficking and up to 15 years' imprisonment for the trafficking of a child. These penalties are sufficiently stringent and are commensurate with those prescribed for rape. During the year, the government investigated 39 trafficking suspects, an increase from 30 in 2012, and prosecuted 15 defendants in 2013, in contrast to nine prosecuted in 2012. Of the 39 persons investigated in 2013, 20 were investigated under Article 106; 10 were investigated for Child Pandering under Article 162; six were investigated for slavery under Article 105; and two were investigated for international prostitution, prohibited by Article 178. Outcomes, however, did not reflect this increased activity, with six defendants acquitted in three cases and only one conviction in 2013. The one defendant who was convicted for child pandering was sentenced to six years and eight months' imprisonment. This was a sharp decrease in convictions from previous reporting periods: in 2012, the government convicted eight trafficking offenders; in 2011, the government convicted seven.

The European Commission, in a monitoring report for Croatia's EU accession, noted that Croatia's sentencing for trafficking crimes remains lower than sentencing for other organized crimes, and thus was an insufficient deterrent. It urged increased training for judges, prosecutors, and civil servants on the identification of trafficking victims and investigation and prosecution of trafficking cases. These issues, and others, were closely monitored by the Committee for the Suppression of Trafficking in Persons, which was chaired by the Deputy Prime Minister and made up of other senior-level officials. In January 2014, the Government of Croatia outlined steps it had taken to address shortcomings, including enhanced methods of victim identification. Prosecutors must now inform the Croatian Chief State Prosecutor's Office when they open a potential trafficking case, report on the status of the case monthly, and justify a decision to charge defendants under a non-trafficking statute rather than a trafficking statute. The government reportedly made staffing changes to increase attention to trafficking, including by assigning more operationally-oriented police officers to the issue and appointing a senior prosecutor with significant experience working on trafficking to coordinate the State Attorney's Office anti-trafficking cases and activities nationwide.

The Government of Croatia sponsored a variety of anti-trafficking training for law enforcement during the reporting period. The Office for Human Rights and National Minorities organized

and funded trafficking-related training for approximately 100 participants, including police officers, prosecutors, judges, social workers, labor inspectors, and diplomats preparing for assignments abroad. The training included two workshops for Croatian judges and prosecutors on secondary trauma of trafficking victims. The Croatian Border Police reported that 252 new Border Police Officers underwent three hours of trafficking-related training. The State Attorney's Office reported that up to 60 Croatian prosecutors attended Croatian government-funded trafficking-specific workshops and seminars in 2013 as either participants or lecturers. The government conducted cooperative international investigations with Bosnia and Herzegovina, Serbia, and Romania. The Government of Croatia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Croatian government sustained its victim protection efforts, but failed to screen vulnerable populations effectively for trafficking victims, particularly female minors who were victims of sex trafficking. The government funded three NGO-run trafficking shelters: one for adults, one for minors, and one alternate shelter that also houses victims of other forms of abuse. The government also provided three reception centers to provide victims with care before they could be transported to the shelters. Adult victims were allowed to leave shelters without chaperones after informing staff and completing a risk assessment. The Croatian government provided the equivalent of approximately $73,000 to fund the shelters in 2013, level with the amount it provided for shelter care in 2012. Foreign victims were offered the same standard of care as domestic victims, including shelter, medical care, education, legal assistance, psychological care, and assistance finding employment. The government's Office for Human Rights provided the equivalent of approximately $48,000 for victim assistance, professional training, and the anti-trafficking hotline.

Experts and government officials reported victim identification was inadequate in light of the suspected magnitude of the trafficking problem in Croatia. To remedy this, they suggested a comprehensive assessment of Croatia's trafficking problem. During the reporting period, the government identified 32 victims of trafficking, up from 13 victims identified during the previous reporting period; these figures included six women and 12 minor females who were sex trafficking victims; and nine adult males, four minor females, and one woman who were victims of forced labor, including forced begging. Government-funded NGOs offered care to 12 of these victims during the reporting period, with six of them receiving accommodation in shelters. At least some of the female minors were not initially identified as victims of trafficking and were released to their families without treatment or counselling.

The Ministry of Interior issued a standard operating procedure to guide police officers in identifying and transferring victims, which includes instructions on activating the national referral system when indicators of trafficking are present. Experts reported that the procedures themselves are effective, but that police officers, in particular, need to do a better job in identifying victims. According to the Ministry of Social Policy and Youth, there was a specially-designated social worker in each county responsible for providing initial victim care and coordinating further assistance. However, experts reported that the actual assistance provided in reintegrating trafficking victims was arranged on an *ad hoc* basis, and remained limited due to lack of funding.

Croatian law stipulates that foreign trafficking victims must not be deported, and are to be issued temporary residency permits for six months to one year, which can be periodically renewed based on subsequent needs assessments. Foreign victims also are entitled to employment assistance, skill development training, and adult classroom education. Alternatively, Croatian authorities and the Croatian Red Cross assist foreign trafficking victims with voluntary repatriation to their country of origin. The government encouraged victims to assist in investigating and prosecuting traffickers, but as a matter of policy did not force them to do so. Victims are entitled to assistance, including temporary residence permits for foreigners, regardless of whether they testify in trials. Victims also have the right to free legal representation, can file criminal charges and civil suits against their traffickers, and are entitled to seek financial compensation from the traffickers under a new law. Experts reported judges are sometimes overly aggressive when questioning trafficking victims on the witness stand, especially in cases where the victim has changed his or her story between talking to the police and testifying. Experts reported that trafficking victims were sometimes initially detained by police, but were usually released immediately upon being recognized as a trafficking victim. The State Attorney issued written instructions in June 2013 that victims must not be prosecuted for crimes committed as a result of being trafficked.

PREVENTION

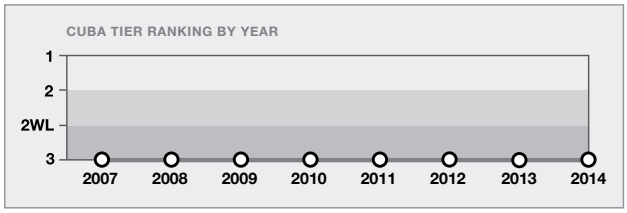
The Croatian government continued efforts to prevent trafficking in persons, partnering with NGOs in the creation of a national action plan. The government continued to broadcast trafficking awareness public service announcements on public television. The Office for Human Rights and National Minorities also funded a new year-long public information campaign aimed at reducing the demand for women and girls trafficked for sexual exploitation, consisting of leaflets, billboards, and posters on public transportation, taxis, and bus and train stations, sensitizing potential customers to the reality that many persons engaged in prostitution may be trafficking victims. The Office for Human Rights also funded the development of new anti-trafficking pamphlets detailing indicators, prevention, and reporting guidance that are being distributed to border crossing checkpoints, illegal migrants, and asylum seekers. The government's efforts to reduce the demand for commercial sex continued to focus on Zagreb and the popular tourist destinations along the Adriatic coast, particularly during the summer tourism season. The government reported no prosecution of Croatian nationals traveling abroad for the purposes of international sex tourism during 2013. All Croatian diplomats and personnel deploying overseas undergo mandatory anti-trafficking training before they depart for their posting.

CUBA (Tier 3)

Cuba is a source country for adults and children subjected to sex trafficking, and possibly forced labor. Child prostitution and child sex tourism occur within Cuba. Cuban authorities report that young people from ages 13 to 20 are most vulnerable to human trafficking in Cuba. Cuban citizens have been subjected to forced prostitution outside of Cuba. There have been allegations of coerced labor with Cuban government work missions abroad; the Cuban government denies these allegations. Some Cubans participating in the work missions have stated that the postings are voluntary, and positions are well

paid compared to jobs within Cuba. Others have claimed that Cuban authorities have coerced them, including by withholding their passports and restricting their movement. Some medical professionals participating in the missions have been able to take advantage of U.S. visas or immigration benefits, applying for those benefits and arriving in the United States in possession of their passports—an indication that at least some medical professionals retain possession of their passports. Reports of coercion by Cuban authorities in this program do not appear to reflect a uniform government policy of coercion; however, information is lacking. The government arranges for high school students in rural areas to harvest crops, but claims that this work is not coerced. The scope of trafficking involving Cuban citizens is difficult to verify because of sparse independent reporting, but in 2013 the Cuban government, for the first time, provided information to U.S. authorities regarding human trafficking in Cuba.

The Government of Cuba does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. While the government has yet to establish a legal and policy framework prohibiting all forms of human trafficking and providing explicit victim protections, the government advised that it intends to amend its criminal code to ensure that it is in conformity with the requirements of the 2000 UN TIP Protocol, to which it acceded in July 2013. For the first time, the government released and reported concrete action against sex trafficking, including 10 prosecutions and corresponding convictions of sex traffickers in 2012 and the provision of services to the victims. Also, the Cuban government launched a media campaign to educate the Cuban public about trafficking and publicized its anti-trafficking services.



RECOMMENDATIONS FOR CUBA:

Revise existing anti-trafficking laws to incorporate a definition of trafficking that is consistent with the 2000 UN TIP Protocol; adopt a definition of a minor for the purposes of human trafficking consistent with the Protocol (under 18 years); continue and strengthen efforts, in partnership with international organizations, to provide specialized training for police, labor inspectors, social workers, and child protection specialists in identifying and protecting victims of sex trafficking and forced labor, including by having in place clear written policies and procedures to guide officials in the identification of trafficking victims, regardless of age or gender, and their referral to appropriate services; adopt policies that provide trafficking-specific, specialized assistance for male and female trafficking victims, including measures to ensure identified sex and labor trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to sex trafficking or forced labor; enact and implement policies to ensure no use of coercion in Cuban work-abroad missions; provide specialized training for managers of work-abroad missions in identifying and protecting victims of forced labor; criminally prosecute both sex trafficking and forced labor; and continue funding and expand the victim-centered practices of three government facilities for collection of testimony of young children.

PROSECUTION

The Government of Cuba prosecuted and convicted sex trafficking cases, but its overall effort was hampered by the absence of a comprehensive legal framework that criminalizes all forms of human trafficking. Cuba prohibits some forms of human trafficking through the following laws: Article 299.1 (pederasty with violence); Article 300.1 (lascivious abuse); Article 302 (procuring and trafficking in persons); Article 303 (sexual assault); Article 310.1 (corruption of minors for sexual purposes); Article 312.1 (corruption of minors for begging); and Article 316.1 (sale and trafficking of a child under 16). The Cuban penal code's definition of sex trafficking appears to conflate sex trafficking with prostitution and pimping. The law criminalizes adult sex trafficking achieved through force, coercion, or abuse of power or a position of vulnerability, although the use of such means is considered an aggravating factor (to a crime of inducing or benefitting from prostitution), not an integral part of the crime. It does not explicitly include the use of fraud and physical force within the list of aggravating factors that make coercion of prostitution a crime. The provision addressing corruption of minors encompasses many of the forms of child sex trafficking, but its definition of a minor as a child under 16 years old is inconsistent with the definition under the 2000 UN TIP Protocol, which defines a child as any person under the age of 18; this means 16- and 17-year-olds engaged in prostitution for the benefit of a third party would not necessarily be identified as trafficking victims. Although anyone inducing children between the ages of 16 and 18 to engage in prostitution would not be identified as traffickers under Cuban law, forced prostitution is illegal irrespective of age of the victim, and the government has prosecuted individuals benefitting from the prostitution of children. Victims under 18 were clearly identified by the Cuban government in 2012 as trafficking victims, and the perpetrators of these crimes were punished more severely in some cases when the victim was younger than 16. Both adult and child sex trafficking provisions fail explicitly to criminalize recruitment, transport, and receipt of persons for these purposes. Cuba became a party to the 2000 UN TIP Protocol during the reporting period and has indicated that it is engaged in the process of generally revising its criminal code, including so that it will meet its obligations as a State Party.

In a positive step toward greater transparency, in 2013, the government presented official data on investigations and prosecutions of sex trafficking offenses and convictions of sex trafficking offenders. In 2012, the year covered by the most recent official Cuban report, the government reported 10 prosecutions and corresponding convictions of sex traffickers. At least six of the convictions involved nine child sex trafficking victims within Cuba, including the facilitation of child sex tourism in Cuba. The average sentence was nine years' imprisonment. The government reported that a government employee (a teacher) was investigated, prosecuted, and convicted of a sex trafficking offense. There were no reported forced labor prosecutions or convictions. Child protection specialists reportedly provided training to police academy students. Students at the Ministry of Interior academy and police who were assigned to tourist centers reportedly received specific anti-trafficking training. The government reported that employees of the Ministries of Tourism and Education received training to spot indicators of trafficking, particularly among children engaged in commercial sex. The government demonstrated its willingness to cooperate with other governments on investigations of possible traffickers.

PROTECTION

The government made efforts to protect victims during the reporting period. Authorities reported that they identified nine child sex trafficking victims and four adult sex trafficking victims linked to the 2012 convictions; authorities reported no identified labor trafficking victims or male victims. Though the government had systems in place to identify and assist a broader group of vulnerable women and children, including trafficking victims, the government did not share any documentation of trafficking-specific procedures to guide officials in proactively identifying trafficking victims among vulnerable groups and referring them to available services. For example, the Federation of Cuban Women, a government entity that also receives funding from international organizations, operates 173 Guidance Centers for Women and Families nationwide and reported that these centers provided assistance to 2,480 women and families harmed by violence, including victims of trafficking. These centers assisted the women from their initial contact with law enforcement through prosecution of the offenders. Social workers at the Guidance Centers provided services for victims of trafficking and other crimes such as psychological treatment, health care, skills training, and assistance in finding employment. The four adult trafficking victims identified by the Cuban government reportedly received services at these Guidance Centers. Authorities reported that the Ministry of Education identified other sex trafficking cases while addressing school truancy incidents. The government did not operate any shelters or services specifically for adult trafficking victims.

The police encouraged child trafficking victims under the age of 17 to assist in prosecutions of traffickers by operating three facilities where law enforcement and social workers worked together to support the collection of testimony and the treatment of sexually and physically abused children. These victim-centered facilities gathered children's testimony though psychologist-led videotaped interviewing, usually removing the need for children to appear in court. In addition to collecting testimony, government social workers developed a specific plan for the provision of follow-on services. The facilities assisted the nine identified child trafficking victims and reportedly referred them to longer term psychological care, shelter, and other services as needed.

The government asserted that none of the identified victims were punished, and authorities reported having policies that ensured identified victims were not punished for crimes committed as a direct result of being subjected to human trafficking. There were no reports of foreign trafficking victims in Cuba.

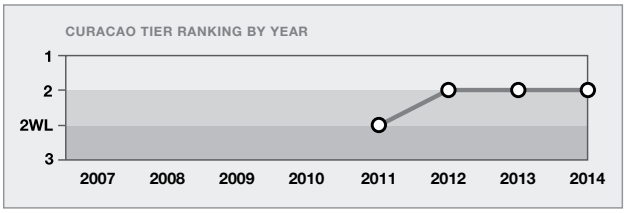
PREVENTION

The government reported on its anti-trafficking prevention efforts. During the year, state media produced newspaper articles and television and radio programs to raise public awareness about trafficking. Senior public officials, including the Minister of Justice, publicly raised the problem of trafficking. The government maintained an Office of Security and Protection within the Ministry of Tourism charged with monitoring Cuba's image as a tourism destination and combating sex tourism. The government did not report the existence of an established anti-trafficking taskforce or structured monitoring mechanism. A formal, written report on the government's anti-trafficking efforts was released to the public in October 2013.

CURACAO (Tier 2)*

Curacao is a source, transit, and destination country for women, children, and men who are subjected to sex trafficking and forced labor. Police arrested a suspected Colombian trafficker in Curacao in April 2013; authorities indicated the suspect used debt bondage, withheld sex trafficking victims' personal documents, held them against their will, and subjected them to physical and psychological abuse in public establishments in Curacao. It is unclear how the recruitment process works for Curacao's walled, legal brothel that offers "24/7 access to more than 120" foreign women in prostitution. Local authorities believe that migrant workers have been subjected to forced domestic service and forced labor in construction, landscaping, and retail. Some migrants in restaurants and local businesses are vulnerable to debt bondage. Officials reported undocumented Cuban nationals were vulnerable to trafficking in Curacao given their lack of travel documents and inability to work legally in the country. Authorities also reported Indian and Chinese nationals remained vulnerable to forced labor in the country. Foreign trafficking victims originate predominantly from Colombia, the Dominican Republic, Haiti, and Asia. Organizations in Venezuela have also reported assisting trafficking victims who were exploited in Curacao. A 2013 UN Report on Curacao cited a UN Committee recommendation to strengthen its efforts to address child sexual exploitation and trafficking.

The Government of Curacao does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the government initiated new trafficking investigations, continued to investigate a high-profile sex trafficking case involving a police officer, and established a multi-disciplinary anti-trafficking taskforce. However, it did not identify any trafficking victims nor convict any traffickers in 2013. The lack of standard operating procedures on victim identification for all front-line responders, including immigration officers and health workers, hindered the government's ability to identify trafficking victims and increased the risk of victims' inadvertent arrest and deportation.



RECOMMENDATIONS FOR CURACAO:

Make a robust and transparent effort to identify and assist potential victims of sex trafficking and forced labor by implementing formal proactive victim protection measures to guide officials, including health workers, on how to identify victims and how to assist victims of forced labor and sex trafficking in the legal and illegal sex trade; vigorously prosecute trafficking offenses and convict and punish trafficking offenders, including any

** Curacao is a semi-autonomous entity within the Kingdom of the Netherlands. The Kingdom Charter divides responsibility among the co-equal parts of the Kingdom based on jurisdiction. For the purpose of this report, Curacao is not a "country" to which the minimum standards for the elimination of trafficking in the Trafficking Victims Protection Act apply. This narrative reflects how Curacao would be assessed if it were a separate, independent country.*

government officials complicit in human trafficking; provide targeted training and resources to local officials to conduct outreach in migrant communities throughout the island to uncover potential trafficking victims; use a Spanish-speaking victim advocate trained in human trafficking indicators to assist in routine health inspections at the legal brothel to ensure the rights of women in the brothel are protected, and coordinate with law enforcement if signs of trafficking are present; continue to consult with the Dutch government on how it proactively identifies victims of labor trafficking and sex trafficking; ensure adequate resources for the new anti-trafficking taskforce to carry out its work; and implement a multilingual public awareness campaign directed at potential victims, the general public, and potential clients of the sex trade.

PROSECUTION

The government sustained its anti-trafficking law enforcement response. Curacao prohibits all forms of trafficking in persons through the November 2011 Article 2:239 of its criminal code, which prescribe penalties ranging from nine to 24 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. During the year, the government initiated three new sex trafficking investigations. It continued its investigation of four alleged trafficking offenders, including a police officer, after their arrest in January 2013 for subjecting foreign women to sex trafficking in a club. In March 2014, officials investigating the case traveled to the Dominican Republic to gather evidence and interview witnesses. All suspects in this case, including the club owner, were released from pre-trial detention in May 2013; the club was immediately closed and prosecution of the alleged offenders is scheduled for May 2014. The government has yet to convict a trafficking offender.

In April 2013, Curacao police cooperated with Colombian authorities to arrest and extradite to Colombia a Colombian trafficker subjecting women to forced prostitution in Curacao. The government did not report initiating trafficking investigations in response to two incidents from 2012; one included the death of a foreign woman in prostitution within the brothel compound and the other involved a foreign woman missing from the compound. An ad placed in a local newspaper by brothel management indicated the missing woman would be deported upon discovery. During the year, the Minister of Social Development hosted a training session on labor exploitation for approximately 50 participants, including government officials and NGOs. The government incorporated anti-trafficking training into police academy curriculum during the reporting period. In October 2013, police officers provided anti-trafficking training to police from Curacao, St. Maarten, Bonaire, Saba, St. Eustatius, Aruba, and Suriname. Also in 2013, the Police Academy of Curacao conducted anti-trafficking workshop for 23 officials from the Curacao Security Services.

PROTECTION

The Government of Curacao increased its capacity to identify trafficking victims through increased law enforcement training; however, it did not identify any new trafficking victims. This is a decrease from seven sex trafficking victims identified in 2012. The government's Victim Assistance Bureau partnered with an NGO to provide victims with care and assistance, which included medical care and counseling. The government operated no shelters specifically for trafficking victims in the country. Although the government has identified some sex trafficking victims in bars and other public establishments, it has yet to identify any trafficking victims within Curacao's walled, legal brothel. The government did not report whether health officials charged with regulating this brothel employed any measures to identify human trafficking victims or refer suspected victims for assistance.

The government reported it had a policy to provide foreign victims with legal alternatives to their removal to countries where they may face retribution or hardship, but did not report whether it provided any to trafficking victims in 2013. The government reported that it encouraged victims to cooperate in investigations of their traffickers but did not report granting temporary residency status to any foreign victims of trafficking during the year. The government did not report it had a policy to protect identified victims from being punished for crimes committed as a direct result of being trafficked. The lack of standard operating procedures on victim identification for all front-line responders, including immigration officers, hindered the government's ability to identify trafficking victims and increased the risk of their inadvertent arrest and deportation.

PREVENTION

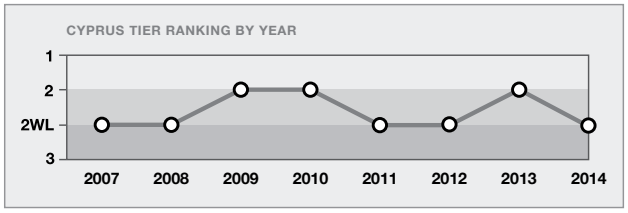
The government made limited progress in its efforts to prevent trafficking. It did not initiate any trafficking awareness campaigns to educate the public or officials about trafficking in 2013. However, in October 2013, the government formally established an anti-trafficking multi-disciplinary taskforce, chaired by a national trafficking coordinator; this group met regularly throughout the reporting period. During the year, the government initiated a study on crime in Curacao to include trends on human trafficking to help inform its anti-trafficking response. As part of Curacao's memorandum of understanding with the Government of the Netherlands, Curacao continued its ongoing cross-training to exchange best practices with other anti-trafficking officials in the Kingdom. This training included victim identification training for 10 officials in November 2013. The government did not have any awareness campaigns specifically targeting the demand for forced labor, nor did it have a campaign aimed at potential clients of the sex trade in Curacao in an effort to reduce the demand for commercial sex acts.

CYPRUS (Tier 2 Watch List)

Cyprus is a source and destination country for men and women subjected to forced labor and sex trafficking. In previous years, victims of trafficking identified in Cyprus were primarily from Cyprus, Bangladesh, Bulgaria, Cameroon, Dominican Republic, Georgia, India, Kenya, Latvia, Nigeria, the Philippines, Romania, Russia, Sri Lanka, Turkey, and Ukraine. Women, primarily from Eastern Europe, Vietnam, India, and sub-Saharan Africa, are subjected to sex trafficking. Sex trafficking occurs in private apartments and hotels, and within commercial sex trade outlets in Cyprus, including bars, pubs, coffee shops, and cabarets. Some victims of sex trafficking were recruited with promises of marriage or employment as barmaids and hostesses in cafeterias. Victims are often subjected to debt bondage, withholding of pay and documents, and threats against their families. Foreign migrant workers—primarily Indian and Romanian nationals—are subjected to forced labor in agriculture. Migrant workers subjected to labor trafficking are recruited by employment agencies and enter the country on short-term work permits, after which they are often subjected to debt bondage, threats,

and withholding of pay and documents once the work permit expires. In 2013, there was an increase in identified victims of labor trafficking from India. Asylum seekers from Southeast Asia, Africa, and Eastern Europe are subjected to forced labor within construction, agriculture, and domestic work. Unaccompanied children, children of migrants, and asylum seekers remain especially vulnerable to sex trafficking and forced labor.

The Government of Cyprus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Cyprus is placed on Tier 2 Watch List. In April 2014, the government enacted a law implementing EU Directive 2011/36/EU, strengthening the legal framework for combating trafficking. The government adopted a new national action plan to combat trafficking for 2013-15. The government expanded the anti-trafficking police unit to eight persons by adding a forensic psychologist, a psychologist, a criminologist, and a social worker. Nevertheless, there was a significant decrease in all law enforcement efforts; investigations decreased by 68 percent, prosecutions decreased by 70 percent, and convictions decreased by 55 percent. The majority of offenders continued to be convicted under statutes that prescribe penalties less stringent than those prescribed by the anti-trafficking law. The government identified fewer victims of trafficking, and one victim was deported not in accordance with law.



RECOMMENDATIONS FOR CYPRUS:

Improve efforts to vigorously prosecute trafficking offenses and convict and punish trafficking offenders, including officials who are complicit in trafficking; strengthen procedures to prevent trafficking; increase efforts to provide specialized and systematic training to government officials to improve identification of victims of labor trafficking; improve assistance and support for trafficking victims; ensure that victims of trafficking are adequately informed of their rights, protected against intimidation and deportation, and assisted during lengthy criminal proceedings; coordinate efforts and measures among government and civil society members to address the support for victims of trafficking; leverage the existing network of health workers to identify possible victims of trafficking by providing specialized training; further train judges and prosecutors to ensure robust application of the anti-trafficking law and to encourage punishments commensurate with the seriousness of the crime; continue increasing use of expert witness testimony in prosecutions of trafficking offenses and ensure victims are adequately protected during court proceedings; formalize the national referral mechanism to provide a practical guide that clearly outlines the roles and responsibilities of front-line responders, respective ministries, and NGOs; raise awareness of trafficking and victim identification to police and migration authorities and provide training on victim identification; continue to monitor visa regimes for performing artists, students, bar-maids, domestic and agricultural workers, and other categories that present potential misuse by traffickers and increase screening for trafficking victimization among visa holders in vulnerable sectors and appoint an external evaluator.

PROSECUTION

The Government of Cyprus demonstrated decreased efforts to investigate, prosecute, and convict trafficking offenders, and the punishments imposed on convicted trafficking offenders remained weak; all efforts decreased by more than half compared to 2012. Cyprus prohibits all forms of sex and labor trafficking through its Law 87(I) of 2007, which also contains protection measures for victims. Prescribed penalties for trafficking of adults are up to 10 years' imprisonment, and up to 20 years' imprisonment for trafficking of children, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as abduction. In April 2014, the government enacted Law 60(I) of 2014, implementing EU Directive 2011/36/EU. The government investigated 15 new cases of suspected trafficking in persons in 2013, a significant decrease compared to 47 investigations in 2012; 13 involved sex trafficking and two involved forced labor. The government prosecuted seven trafficking cases in 2013, involving 22 individual defendants. Six cases remain under investigation, and two were classified as "otherwise disposed of" and were not prosecuted. These prosecutions represent a sharp decrease from 2012, when the government prosecuted 29 cases involving 60 defendants. Nine traffickers were convicted in 2013, a decrease from 20 convictions in 2012. Of the nine traffickers, two were convicted under the trafficking law for labor exploitation; the remaining seven were ultimately convicted under non-trafficking statutes. Offenders received lenient sentences ranging from fines up to 18 months' imprisonment. The anti-trafficking police unit provided oversight throughout the course of an investigation; however, the court system's mistreatment of victim witnesses, and lengthy trial procedures resulted in limited numbers of convictions. The government lacked coordination of tracking trafficking cases as they move through the judicial system. It established a mechanism through which labor complaints were reviewed and potential forced labor cases were forwarded to the police and the social welfare department for further action; however, NGOs reported that labor complaints were rarely treated as potential trafficking cases. The anti-trafficking police unit maintained an up-to-date database with comprehensive information on all cases investigated and prosecuted.

In 2013, the government co-funded training for members of the Attorney General's Office, police, social workers, and psychologists regarding best practices in trafficking investigations and prosecutions, use of expert witness testimony, and victim support and assistance. It also co-organized a workshop for multiple government departments, including prosecutors, migration, and social welfare service officers on a taskforce approach to human trafficking. Authorities provided training to Cypriot consular staff on identifying trafficking indicators during the visa application process. The police responded to a request from the Hungarian government concerning a trafficking case. The Government of Cyprus did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during this reporting period. The government reported that the 2011 case reported in previous TIP Reports involving a special police constable charged for sexual exploitation, procuration, and living on the earnings of prostitution was still pending trial.

PROTECTION

The government maintained efforts to protect victims of trafficking during the reporting period. The government provided benefits and assistance services to trafficking victims despite the economic crisis and cuts in benefits in other categories. There was no specific case management or assistance provided for victims to identify appropriate, affordable housing or employment. The government identified 25 victims of trafficking in 2013, a decrease from 34 in 2012. Eight of the 25 victims identified were men; 12 of the 25 identified victims were subjected to labor trafficking. Although the police, in cooperation with NGOs and the asylum service, interviewed 14 unaccompanied minors who were potential trafficking victims, authorities did not identify any child victims in 2013. Most victims of forced labor were referred to the police by NGOs. The government referred all identified victims to the social welfare office for assistance. Female victims of sex trafficking were accommodated at the government-operated shelter in Nicosia. Victims were permitted to stay for up to one month in the shelter for a reflection period—time in which victims can recover before deciding whether to cooperate with law enforcement—and were allowed to leave the shelter unchaperoned and at will. Authorities accommodated male sex trafficking victims in hotels paid for by the government; male and female victims of labor trafficking stayed in apartments provided by an NGO and received rent subsidy from the government.

Case management and benefit services to victims of trafficking did not improve. Victims were denied access to health care due to the government not renewing visas in a timely manner. NGOs reported substantial delays in issuance of monthly public allowance checks to some victims, which left victims unable to cover basic needs. There was no specific assistance provided for victims to identify appropriate, affordable housing.

The government spent the equivalent of approximately $275,000 to operate the trafficking shelter, compared with the equivalent of approximately $353,700 in 2012. The government provided the equivalent of approximately $358,400 in public assistance to victims of trafficking who chose to stay in private apartments and were entitled to a rent subsidy and monthly allowance, compared with the equivalent of approximately $318,600 in 2012. NGOs reported insensitive treatment of victims by shelter staff, insufficient vocational training, and inadequately furnished apartments. One victim was separated from her baby in accordance with shelter regulations. Victims had the right to work, medical, legal, and psychological care, police protection, free translation and interpretation services, and protection from deportation. They also had eligibility for state vocational and other training programs, the ability to change sectors of employment, and the right to receive public allowances. These protections are provided in practice, but a lack of directives on coordination between ministries and specific responsibilities of officials to identify and assist victims of trafficking led reportedly to gaps and delays in services and support provided.

The government gave all 23 victims who cooperated with law enforcement renewable temporary residence permits of six months, with the right to work in Cyprus. The government reported that, although legislation stipulates that victims be repatriated at the completion of legal proceedings, the police conducted a risk assessment for each victim prior to repatriation. Two victims whose safety was assessed to be at risk were issued residence permits on humanitarian grounds and remained in Cyprus. Two victims were granted refugee status, and one victim applied for asylum. The government extended the residence and work permit of three victims after the completion or interruption of court proceedings. In July 2013, the government arrested and deported an identified victim of trafficking for remaining in Cyprus after her residence permit expired. Contrary to law, the victim was deported without the mandatory risk assessment conducted. The government has since allowed for her return. During the reporting period, 23 victims assisted law enforcement. Nine victims visited their home countries and returned to Cyprus to testify in judicial proceedings during the reporting period. There were no reports of victims being prosecuted for unlawful acts committed as a direct result of their being subjected to human trafficking in 2013.

PREVENTION

The Government of Cyprus improved efforts to prevent trafficking in 2013. It established a working group to monitor and evaluate the implementation of the action plan and an independent external evaluator position to monitor and evaluate all anti-trafficking actions, a mechanism equivalent to a national rapporteur. During the reporting period, the government approved a new National Anti-Trafficking Action Plan for 2013 to 2015; the multidisciplinary coordinating group to combat trafficking is responsible for overseeing and coordinating the implementation of this plan. NGOs reported that cooperation between NGOs and the coordinating group for the implementation of the action plan improved with the inclusion of two additional NGOs. Despite these mechanisms, the government agencies charged with implementing anti-trafficking programs need better coordination with regard to identifying victims, providing victim services, and tracking trafficking cases as they move through the judicial system. The government sponsored a radio campaign targeting the demand for both sex and labor trafficking. In cooperation with NGOs, the government continued to conduct anti-trafficking presentations for health educators and the military. It also included a segment on trafficking in the curriculum for students aged 15-18 years. The government continued to print and distribute booklets aimed at potential trafficking victims on the assistance available to them. It collaborated with NGOs to update the national referral mechanism.

AREA ADMINISTERED BY TURKISH CYPRIOTS

The northern area of Cyprus is administered by Turkish Cypriots. In 1983, the Turkish Cypriots proclaimed the area the independent "Turkish Republic of Northern Cyprus" ("TRNC"). The United States does not recognize the "TRNC," nor does any other country except Turkey. The area administered by Turkish Cypriots continues to be a zone of impunity for human trafficking. The area is increasingly a destination for women from Central Asia, Eastern Europe, and Africa who are subjected to forced prostitution in night clubs that are licensed and regulated by Turkish Cypriots. Men and women are subjected to forced labor in industrial, construction, agriculture, domestic work, restaurant, and retail sectors. Victims of labor trafficking are controlled through debt bondage, threats of deportation, restriction of movement, and inhumane living and working conditions. Women who are issued permits for domestic work are vulnerable to forced labor. A number of women enter the "TRNC" from Turkey on three-month tourist or student visas and engage in prostitution in apartments in north Nicosia, Kyrenia, and Famagusta. Migrants, refugees, and their children are also at risk for sexual exploitation. An NGO reported that the entry upon arrival in the north of some women permitted to work in night clubs is not always recorded.

In 2013, 39 night clubs and two pubs operated in the north for which authorities issued 1,284 hostess and 33 barmaid six-month work permits. The majority of permit holders came from Moldova and Ukraine, while others came from Morocco, Kenya, Uzbekistan, Turkmenistan, Belarus, Russia, Kyrgyzstan, Kazakhstan, Paraguay, Georgia, Tunisia, Romania, Nigeria, Latvia, Egypt, Armenia, and Tanzania. Women were not permitted to change location once under contract with a night club and Turkish Cypriots deported 495 women who curtailed their contracts without screening for trafficking. While prostitution is illegal, female night club employees are required to submit to biweekly health checks for sexually transmitted infection screening, suggesting tacit approval of the prostitution industry. Turkish Cypriots made no efforts to reduce demand for commercial sex acts. Local observers report that authorities are complicit in facilitating trafficking and police continue to retain passports upon arrival of women working in night clubs. The "law" that governs night clubs prohibits foreign women from living at their place of employment; however, most women live in group dormitories adjacent to the night clubs, or in other accommodations arranged by the establishment owner. The night clubs operated as "legal" businesses that provided revenue to the "government."

There is no "law" that prohibits human trafficking in the north. An anti-trafficking amendment to the "criminal code" was tabled, pending expert advice. Turkish Cypriots did not provide any specialized training on how to identify or investigate human trafficking. Turkish Cypriots did not keep statistics on law enforcement efforts against trafficking offenders. The "attorney general's office," however, reported it prosecuted 15 trafficking-related cases involving falsified passports and illegal entry. Sex trafficking offenders could be prosecuted under non-trafficking "statutes" for "living off the earnings of prostitution of women" or "encouraging prostitution of women." A misdemeanor offense of "compelling a person to labor against their will" is punishable by one year of imprisonment. Turkish Cypriots did not enforce the "law" stipulating that night clubs may only provide entertainment such as dance performances. During the reporting period, police conducted several raids of night clubs resulting in the arrest of possible victims of trafficking. Authorities do not acknowledge the existence of forced labor. There is no "law" that punishes traffickers who confiscate workers' passports or documents, change contracts, or withhold wages to subject workers to servitude.

Turkish Cypriot authorities did not allocate funding to anti-trafficking efforts. Police were not trained to identify victims of trafficking, and authorities provided no protection to victims. The lack of anti-trafficking "legislation" and lack of efforts to identify and protect victims indicated that Turkish Cypriot authorities tolerated human trafficking. An NGO that runs a shelter for victims of domestic violence, with no financial support from the authorities, reported helping two potential trafficking victims during the reporting period. Turkish Cypriot authorities do not acknowledge a need for care or shelter for victims of trafficking because police claim to immediately deport foreign women who wish to leave their employer. Some foreign women arrested for prostitution were immediately detained and deported to Turkey, regardless of their country of origin. An NGO reported that victims were interviewed by an attorney at the police station to determine if their request for deportation was valid. Victims of trafficking serving as material witnesses against a former employer are not entitled to find new employment and reside in temporary accommodation arranged by the police. There is no specific shelter for trafficking victims. The Turkish Cypriot authorities do not encourage victims to assist in prosecutions against traffickers, and almost all foreign victims are deported. If a victim is a material witness in a court case against a former employer, they would not be entitled to find other employment, but would be provided with temporary accommodation under police auspices. If a victim requests to return to their home country during that interview, they are required to return to and lodge at the night club until air tickets are purchased. According to a human rights NGO, women awaiting trial are accommodated at nightclubs. Witnesses are not allowed to leave the "TRNC" pending trial and are deported at the conclusion of "legal" proceedings. Turkish Cypriot authorities did not conduct any anti-trafficking awareness activities during the reporting period. Turkish Cypriot authorities made no efforts to reduce demand for forced labor.

Turkish Cypriot authorities do not fully comply with the minimum standards for the elimination of trafficking and are not making significant efforts to do so. If the "TRNC" were assigned a formal ranking in this report, it would be Tier 3.

RECOMMENDATIONS FOR TURKISH CYPRIOT AUTHORITIES:
Enact "legislation" prohibiting all forms of human trafficking; screen for human trafficking victims within nightclubs and pubs; increase transparency in the regulation of nightclubs and promote awareness among clients and the public about force, fraud, and coercion used to compel prostitution; provide funding to NGO shelters and care services for the protection of victims; provide alternatives to deportation for victims of trafficking; and acknowledge and take steps to address conditions of forced labor.

CZECH REPUBLIC (Tier 1)

The Czech Republic is a source, transit, and destination country for women and girls who are subjected to forced prostitution, and a source, transit, and destination country for men and women subjected to forced labor. Women from many countries, including the Czech Republic, Bulgaria, Moldova, Nigeria, the Philippines, Romania, Slovakia, Ukraine, and Vietnam are subjected to forced prostitution in the Czech Republic and also transit through the Czech Republic *en route* to Western European countries where they are subjected to forced prostitution. Men and women from the Czech Republic, Bulgaria, Moldova, the Philippines, Romania, Ukraine, and Vietnam are subjected to forced labor in the construction, agricultural, forestry, manufacturing, and service sectors in the Czech Republic and also transit through the Czech Republic to other countries in the European Union, including Austria, Cyprus, Germany, Ireland, the Netherlands, and the United Kingdom (UK). Roma women from the Czech Republic are subjected to forced prostitution and forced labor internally and in destination countries, including the UK.

The Government of the Czech Republic fully complies with the minimum standards for the elimination of trafficking. The government enrolled substantially more victims into its program to protect individuals assisting law enforcement, due in part to a new law that provided legal representation to participating victims. Authorities convicted more traffickers during the reporting period, and appellate courts continued to issue final decisions in forced labor cases. The government reestablished funding for NGOs to run awareness campaigns in 2013 after eliminating such funding in 2012, but the government

did not provide targeted outreach to vulnerable groups, such as Roma communities.

RECOMMENDATIONS FOR CZECH REPUBLIC:

Continue to vigorously investigate and prosecute both sex and labor trafficking offenders using the Czech anti-trafficking statute; ensure convicted traffickers receive sentences commensurate with the gravity of this serious crime; increase training opportunities for prosecutors and judges on anti-trafficking legislation; ensure trafficking victims are thoroughly explained their rights at the outset of identification and encouraged to cooperate with law enforcement; integrate representatives from the Roma community into national coordination processes; fund prevention campaigns specifically targeting vulnerable groups, including Roma communities; disaggregate data on the type of trafficking involved in law enforcement and victim protection efforts; continue to strengthen bilateral coordination on trafficking with source countries, including neighboring EU countries; conduct large-scale public awareness-raising campaigns, particularly on labor trafficking; continue to train first responders, including labor inspectors, police, and state contracting officers, on labor trafficking victim identification criteria and evolving trends in labor trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of the Czech Republic demonstrated strengthened anti-trafficking law enforcement efforts. The government prohibits all forms of trafficking under Section 168 of its criminal code, revised in 2010, prescribing punishments of up to 15 years' imprisonment. These punishments are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The Czech government did not disaggregate sex and labor trafficking data. In 2013, the police conducted 18 investigations under Section 168, compared with 24 investigations in 2012. Czech authorities prosecuted 30 alleged traffickers under Section 168 in 2013, compared to 28 in 2012. During 2013, Czech courts convicted 16 defendants under Section 168, an increase from five convictions in 2012. The government continued to prosecute some older trafficking cases under Section 232a of the criminal code, which prohibited human trafficking prior to enactment of Section 168. Three defendants were convicted under Section 232a in 2013, compared with six in 2012. Sixteen of the 19 defendants convicted in 2013 received prison terms ranging between one to five years' and five to 15 years' imprisonment; three received suspended sentences. Forced labor prosecutions were hampered by judges' inability to differentiate between fraud cases and trafficking involving psychological coercion. Courts continued to affirm post-appeal convictions on labor trafficking cases in 2013, consistent with the country's first post-appeal labor trafficking decisions in 2012: an appellate court affirmed the convictions of four defendants for labor trafficking, sentencing the perpetrators to five to nine years' imprisonment, and another appellate court affirmed the labor trafficking convictions of two defendants, who received suspended sentences.

The organized crime branch of the Czech police maintained a specialized anti-trafficking unit that offered trainings for investigators in different departments. During the year, the Czech judicial academy offered two anti-trafficking courses specifically for prosecutors and judges. Czech authorities collaborated with foreign governments on trafficking investigations, including France and the UK. The government did not report any prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

The Czech government demonstrated strengthened victim protection efforts, enrolling more victims in its witness protection program. The Ministry of Labor and Social Affairs (MLSA) provided the equivalent of approximately $245,900 in 2013 to NGOs providing care for trafficking victims, about the same amount as 2012. Government-funded NGOs provided shelter and care to approximately 62 victims in 2013, of whom at least 37 were newly identified during the year, compared to at least 22 newly identified victims in 2012. Authorities provided both foreign and Czech victims with a 60-day reflection period, in which victims received care and determined whether to cooperate with law enforcement. The Ministry of Interior (MOI) continued to fund its witness support program, which provided funding to NGOs caring for adult victims willing to cooperate with law enforcement. During 2013, the government expanded the services available through this program to include legal representation, which contributed to an increase in the number of victims who chose to enroll in the program; in 2013, 23 victims entered the program, compared to one in 2012 and 10 in 2011. As in 2012, the MOI allocated the equivalent of approximately $101,500 to NGOs for victim assistance and trafficking prevention projects. Identified child victims were provided care outside of the MOI's program through publicly funded NGOs that provided shelter, food, clothing, and medical and psychological counseling. The police employed child psychologists to assist in cases involving children.

Law enforcement authorities continued to employ formal victim identification procedures and a victim referral mechanism, though experts suggested police could improve their identification and referral of victims. Police reported identifying 57 victims in 2013, compared to 52 in 2012. Foreign victims who cooperated with investigators received temporary residence, work visas, and support for the duration of the relevant legal proceedings. Upon conclusion of the court proceedings, victims could apply for permanent residency; two victims received permanent residency in 2013, compared to zero in 2012. Victims were eligible to seek compensation from their traffickers, though there were no reports of victims receiving such compensation through Czech courts in 2013. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

PREVENTION

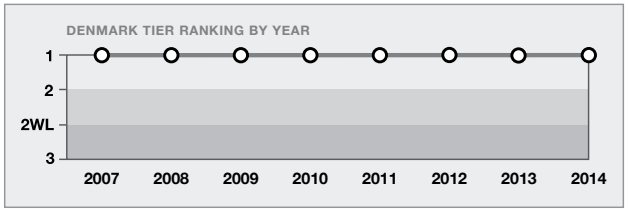
The Czech government demonstrated improved prevention efforts by providing funding to NGOs for prevention activities. The government, however, did not provide targeted outreach to vulnerable groups, such as Roma communities. The government provided trafficking-specific training for approximately 45 consular officers. The MLSA trained approximately 50 labor inspectors on identifying trafficking victims. The MLSA inspected

567 labor recruitment agencies, though the MLSA did not report how many violations were discovered. The interior minister chaired an inter-ministerial body that coordinated national efforts and worked to implement the 2012-2015 national action plan. A unit in the MOI served as the national rapporteur and prepared a comprehensive annual report on anti-trafficking patterns and programs, which it released publicly. The government continued to fund an NGO-run hotline to identify victims of trafficking; in 2013, the hotline received calls from 482 separate individuals. The government demonstrated efforts to reduce the demand for commercial sex acts during the year. The Czech Republic is not a party to the 2000 UN TIP Protocol.

DENMARK (Tier 1)

Denmark is primarily a destination country for men, women, and children subjected to forced labor and sex trafficking from Africa, Southeast Asia, Eastern Europe, and Latin America. Migrants working in agriculture, domestic service, restaurants, hotels, and factories are subjected to labor trafficking through debt bondage, withheld wages, abuse, and threats of deportation. During the year, experts reported increased awareness of forced labor crimes and victims in labor sectors, including Vietnamese migrants subjected to forced labor on illegal cannabis farms in the country. Unaccompanied migrant children are vulnerable to sex trafficking and forced labor, including theft and other forced criminality. There was at least one case of a foreign diplomat posted in Denmark who subjected a household worker to domestic servitude in 2013. Copenhagen's relatively small red-light district represents only a portion of the country's larger commercial sex trade, which includes forced prostitution in brothels, bars, strip clubs, and private apartments.

The Government of Denmark fully complies with the minimum standards for the elimination of trafficking. During the year, the government launched its first prosecutions of forced labor offenders and identified an increased number of trafficking victims. While the government increased support for victims who agreed to participate in its prepared return program, the government's primary emphasis on the repatriation of victims resulted in few convictions of trafficking offenders, and few other viable options or alternatives to removal for victims who may face retribution in their countries of origin. The government's lack of incentives for victims to participate in the prosecution of their traffickers remained a significant obstacle to the government's ability to bring traffickers to justice in Denmark. The government provided trafficking victims who lacked legal status with an extended time period for departure from the country if they agreed to cooperate in their repatriation; however, it did not demonstrate that it provided temporary residency permits or other forms of immigration relief to trafficking victims to specifically encourage their participation in the prosecution of their perpetrators in 2013. Finally, the government prosecuted identified trafficking victims during the year, punishing them for crimes they committed as a direct result of being trafficked.



RECOMMENDATIONS FOR DENMARK:
Pursue a more victim-centered approach to trafficking by increasing incentives for trafficking victims to cooperate in the prosecution of their trafficking offenders; ensure trafficking victims are provided with legal alternatives to their removal to countries where they face retribution or hardship; vigorously prosecute trafficking offenses, and convict and sentence sex and labor trafficking offenders; ensure trafficking offenders serve sentences commensurate with the serious nature of the offense; investigate why so few trafficking cases are prosecuted compared with the number of victims identified; proactively implement the 2013 amendment to the Aliens Act that provides foreign victims of crime temporary residency while they assist in a prosecution by granting it for trafficking victims; create trafficking-specific provisions or expand use of existing provisions as alternatives to deportation for trafficking victims who face harm and retribution in their countries of origin; ensure that potential victims are not re-victimized, treated as offenders, or detained; consider amending Danish law to ensure trafficking victims can be considered a specific legal category exempting them from punishment for all crimes committed as a direct result of their trafficking; urge prosecutors and court officials to withdraw charges against known trafficking victims; expand law enforcement efforts to proactively identify and expeditiously transfer potential trafficking victims from police or immigration custody to crisis centers; build on efforts to refer potential trafficking victims with illegal status to crisis centers instead of first remanding them to police custody or detention, to facilitate trust and increase identification among this vulnerable group; and continue efforts to increase detection of forced labor and identification of children who are subjected to trafficking.

PROSECUTION

The Government of Denmark sustained anti-trafficking law enforcement efforts, but held few trafficking offenders accountable in 2013. Denmark prohibits all forms of both sex trafficking and forced labor through Section 262(a) of its criminal code, which prescribes punishments of up to 10 years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government increased the number of trafficking investigations in 2013, and investigated 20 trafficking suspects in 2013, charging 16 of these suspects under 262(a), compared with nine trafficking suspects investigated in 2012. The government initiated prosecutions of 16 trafficking offenders in 2013, an increase from 11 in 2012. It convicted three sex trafficking offenders in 2013, the same number it convicted in 2012. Sentences for the convicted trafficking offenders were 10 months', three years', and four years' imprisonment. The government launched its first prosecutions under 262(a) for forced labor during the reporting period. In March 2014, a court acquitted one suspect in a forced labor case in which two alleged victims were forced to work in the cleaning sector; the prosecutor is appealing the case. Three other forced labor cases involving seven trafficking suspects and one sex trafficking case involving six suspects remained in the prosecution phase at the end of the reporting period. Although the government can request that trafficking victims without legal status in Denmark be provided with temporary residence explicitly to assist law enforcement and testify in a trial, the government did not implement the residence permit during the reporting period. Country experts reported that few trafficking cases are brought to trial in Denmark because of the lack of incentives for victims to participate in the investigation of their trafficking offenders.

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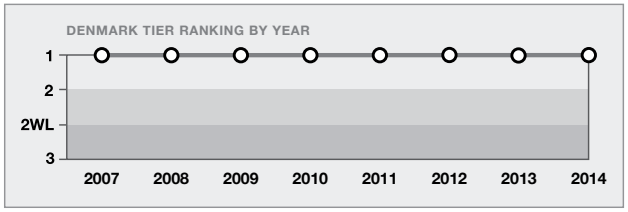

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The Government of Denmark did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses.

PROTECTION

The government demonstrated some progress in the protection of trafficking victims. In 2013, it identified 76 trafficking victims, an increase from 66 identified trafficking victims the previous year. These victims included 11 victims of forced labor and two children. Its primary emphasis, however, on the repatriation and return of foreign trafficking victims and lack of implementation of provisions for alternatives to their removal resulted in few protections for victims who face harm and retribution in their countries of origin. Denmark continued to be the only county in the EU that lacks a trafficking-specific residence permit. Further, the government did not demonstrate that it granted non-trafficking-specific temporary residency permits to trafficking victims to encourage their assistance in the investigation and prosecution of their trafficking offenders during the year. In June 2013, the government amended its Aliens Act to allow foreign victims of crime to temporarily remain in Denmark to assist in the prosecution of their offenders. The government did not demonstrate that it implemented this provision for trafficking victims during the reporting period.

The government continued to employ innovative methods to uncover forced labor crimes; its outreach and training to tax authorities led to the identification of six forced labor victims by referral of tax authorities in 2013. Further, the government continued to increase coordination between law enforcement and social workers in an effort to improve victim identification and to employ confidence-building techniques to identify potential trafficking victims arrested and detained on immigration violations. For example, government protection officials reported increased visits to foreign women in prostitution held in jail during the reporting period to encourage potential victims to come forward. NGOs reported that the government's increased resources to aid the Danish Center Against Human Trafficking (CMM)'s efforts in jails and asylum centers led to improved victim identification. During the reporting period, 48 trafficking victims were identified while in detention, 14 were identified by social organizations, four identified in CMM's drop-in shelters, three by trade unions, and seven by other means. Despite these efforts, NGOs report that Denmark's lack of specific incentives for victims rendered it nearly impossible to get victims to speak out against their traffickers. NGOs noted the onus of victim identification remained unrealistically on trafficking victims, particularly if the identification efforts occurred in detention settings during Denmark's 72-hour limitation for charging an individual with a crime. The government continued to support three crisis centers and a mobile outreach health unit that served victims of trafficking, which accommodated 72 victims of trafficking. Victims were free to come and go from these centers.

While the government reported asylum or humanitarian residency permits can be used as alternatives to removal for victims who lack legal status in Denmark, trafficking victims cannot qualify for these provisions or be officially granted these protections solely on the basis of being subjected to trafficking crimes in Denmark; they must otherwise prove that they were persecuted in their home countries on the basis of Refugee Convention grounds. NGOs and government protection officials report that asylum is rarely granted to trafficking victims in Denmark. The government granted asylum to two trafficking victims during the year, including one incarcerated sex trafficking victim and a victim subjected to domestic servitude by a foreign diplomat posted in Denmark; this represents an increase from no victims granted asylum the previous year. However, the government denied an asylum claim to a Nigerian trafficking victim and initiated deportation proceedings against her and her young child after her testimony helped secure conviction against her traffickers. According to the victim's attorney and an official who helped investigate the case, the victim received death threats from members of her trafficking network during the trial and faced immediate harm upon possible return to Nigeria. The government issued a stay of deportation in 2013 after a case was filed with the United Nations Human Rights Committee. Amnesty International raised serious concerns about the threatened deportation with the government during the year and urged the government to increase overall protections for foreign trafficking victims in Denmark who faced serious harm upon their return to countries of origin.

The government continued to offer trafficking victims an "extended time limit for departure" as part of its prepared return program for trafficking victims who have been ordered to leave Denmark; the prepared return gives victims a specified period of time to receive services in Denmark before their eventual deportation. During the year, the government prolonged this period of time from 100 to 120 days to "improve the planning of the victims return to the country of origin." As noted by regional anti-trafficking experts, including the Council of Europe, the "reflection" aspect of this prolonged period does not refer to a period of rest and recovery necessary to determine whether or not a victim will cooperate in the investigation of their case; rather it is a period of time the victims have to cooperate in their repatriation. In 2013, 11 trafficking victims participated in the prepared return program, compared to 13 in 2012. During the reporting period, the government increased the level of after-care support it provided to victims in this program from three to six months and provided increased funding for housing, medical assistance, and income generating activities to help victims achieve a sustainable reintegration in their country of origin. Despite this increased support, few trafficking victims agreed to participate in the program, reportedly based on a perception that it is merely a preparation for deportation. NGOs reported that victims' debt bondage to their trafficking offenders serves as a significant deterrent from accepting the prepared return.

During the year, the government prosecuted trafficking victims for crimes committed as a direct result of their trafficking. In one case, the government prosecuted three Vietnamese nationals who were identified as trafficking victims for cannabis cultivation. The government reported it continued to provide guidelines instructing police commissioners, chief prosecutors, and regional public prosecutors to withdraw charges against formally identified victims of trafficking if the alleged offence relates to the trafficking and cannot be characterized as a serious crime. The government reported it dropped charges in a different case for at least five other Vietnamese nationals arrested for cannabis cultivation in 2013.

PREVENTION

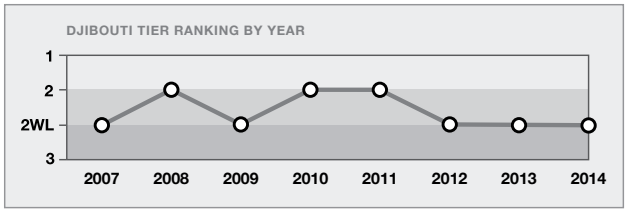
The Government of Denmark sustained efforts to prevent trafficking during the reporting period. Its center against human trafficking continued a public information campaign aimed at increasing public awareness of sex trafficking and reducing demand for prostitution. The center also conducted outreach to 15 municipalities in Denmark on identification and assistance for child trafficking victims, including development

and dissemination of a booklet that included indicators and information on where to refer children who may be potential trafficking victims. In 2013, the Danish tax authority continued its innovative efforts to train tax inspectors and employees of trade unions on labor trafficking identification, training over 1,000 tax officials. The government also continued to train social workers, police officers, judges, prosecutors, immigration officers, health professionals, and NGOs on human trafficking during the year. The government designated the equivalent of approximately $680,000 to fund victim identification, prepared return, and public awareness activities in 2013 and 2014 as part of its 2011-2014 national action plan, and allocated the equivalent of approximately $1.9 million to fund activities in 2015. The government initiated a program to reduce the demand for prostitution and forced labor during the reporting period, but has yet to implement this campaign. The Danish Ministry of Defense provided human rights training to Danish soldiers prior to their deployment abroad on international peacekeeping missions, which included instruction on its zero-tolerance policy on human trafficking.

DJIBOUTI (Tier 2 Watch List)

Djibouti is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Some of Djibouti's older street children reportedly act as pimps of younger children in the sex trade. Members of foreign militaries stationed in Djibouti contribute to the demand for women and girls in prostitution, including possible trafficking victims. Street children—including those from Djibouti, Ethiopia, and Somalia—are sometimes forced by their parents or other adult relatives to beg as an additional source of family income; children may also be recruited from foreign countries for begging in Djibouti. Children are vulnerable to forced labor as domestic servants and coerced to commit petty crimes, such as theft. Over 80,000 men, women, and children from Ethiopia, Somalia, and Eritrea are estimated to have transited through Djibouti as voluntary and undocumented economic migrants *en route* to Yemen and other locations in the Middle East. An unknown number of these migrants are subjected to conditions of forced labor and sex trafficking upon arrival in these destinations. During their time in Djibouti, which may last for extended periods, this large migrant population, including foreign street children, is vulnerable to various forms of exploitation, including human trafficking. Some Djiboutian and migrant women and girls fall victim to domestic servitude or sex trafficking in Djibouti City; the Ethiopia-Djibouti trucking corridor; or Obock, the preferred departure point for Yemen via the Red Sea or Gulf of Aden. Some migrants intending to be smuggled may be moved or detained against their will and endure beatings and abuse within Djibouti. Smuggling networks, including Djiboutians and Djiboutian residents, may charge exorbitantly high rents or kidnap and hold migrants, including children, for ransom—increasing their vulnerability to trafficking and debt bondage; reports indicate some migrant women were subjected to domestic servitude and forced prostitution in Djibouti to pay these ransoms. In addition, ransoms are, at times, paid by traffickers based in Yemen or Saudi Arabia, who reportedly intend to exploit migrants upon their arrival there.

The Government of Djibouti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Djibouti is placed on Tier 2 Watch List for a third consecutive year. Djibouti was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. During the year, officials, including the prime minister, acknowledged the existence of trafficking in Djibouti and demonstrated a renewed interest in combating the crime—most evident in the government's completion of a national action plan in March 2014. The Ministry of Justice (MOJ) took steps to coordinate and focus its efforts on trafficking—and to attract donor support for anti-trafficking projects—by creating a senior taskforce that met regularly and included the Attorney General, the Inspector General of the Judiciary, and the MOJ's Foreign Affairs Advisor. The government expanded its partnership with IOM, which included joint trainings of officials and the publication of awareness-raising materials in 2013. The government continued to provide basic healthcare to undocumented migrants, but generally failed to recognize their vulnerabilities to trafficking or identify and protect those migrants who were victims of human trafficking in Djibouti. The government did not collect statistics on trafficking victims and did not provide information on any victims identified in 2013. Although officials convicted one trafficker, he was released from jail when his appeal resulted in a suspended sentence—an inadequate deterrent to the commission of trafficking crimes. The government failed to investigate or initiate the prosecution of any forced labor or child prostitution crimes during the year.



RECOMMENDATIONS FOR DJIBOUTI:

Finalize and implement the national action plan; when implementing anti-trafficking laws, identifying victims, and combating trafficking generally, use a broad definition of trafficking in persons consistent with the 2000 UN TIP Protocol that does not rely on evidence of movement, but rather on exploitation of the victim; work with judges, prosecutors, and police to clarify the difference between cases of human trafficking and alien smuggling; enforce the anti-trafficking laws through investigation and prosecution of trafficking offenders, especially those responsible for child prostitution, domestic servitude, or other forced labor offenses, and provide data on convictions and sentences of trafficking offenders; institute a module on human trafficking as a standard part of the mandatory training program for new police and border guards; establish policies and procedures for government officials—including law enforcement, health, and social welfare officers—to identify proactively and interview potential trafficking victims and transfer them to care; expand mechanisms for providing protective services to victims, possibly through the forging of partnerships with NGOs or international organizations; form partnerships with local religious leaders, encouraging them to educate their congregations about trafficking; and launch a nationwide anti-trafficking awareness campaign.

PROSECUTION

The government made minimal law enforcement efforts to address human trafficking crimes. Djibouti's Law 210, "Regarding the Fight Against Human Trafficking," enacted in December 2007, prohibits both forced labor and sex trafficking, but does not adequately distinguish between human trafficking and alien smuggling. It provides for the protection of victims regardless of ethnicity, gender, or nationality, and prescribes penalties of two to five years' imprisonment, penalties which are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. Law 111, "Regarding the Fight Against Terrorism and Other Serious Crimes" of 2011, increased penalties to 10 years' imprisonment for human trafficking crimes and adequately defines the crime in line with international law.

The government reported law enforcement efforts to address potential trafficking crimes, including one trafficking conviction in 2013. In this case, the courts convicted a sex trafficker—under delinquency, pimping, and abuse of power provisions—for forcing his employees into prostitution with threats of firing; he also made his staff recruit children into prostitution and rewarded the staff if they did so. Although initially sentenced to two years' imprisonment in February 2013, upon appeal of his conviction in May 2013, the defendant received a two year suspended sentence and was released from prison; the limited term of imprisonment imposed served as an ineffective deterrent to the commission of trafficking crimes. The government did not investigate or initiate prosecutions of forced labor or child prostitution offenses during the reporting period.

A deputy prosecutor had responsibility for overseeing all human trafficking prosecutions. At three training sessions funded by IOM and held in a government facility in 2013, the deputy prosecutor trained 75 *gendarme*, police, and security officials on Law 210 and the difference between trafficking and smuggling. Local stakeholders believed the government must increase its efforts to train front-line responders—including police, immigration, and coast guard officials—on the nature of trafficking and procedures for identifying victims. In 2013, the Djiboutian police partnered with Ethiopian officials to share information and apprehend an undisclosed number of Ethiopian smugglers and potential traffickers involved in the movement of Ethiopian nationals through Djibouti. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

Government efforts to protect victims of trafficking remained inadequate; it did not report identification of any victims of human trafficking in 2013. It lacked a formal system to proactively identify victims of trafficking among high-risk populations, such as undocumented immigrants and persons found in prostitution. Official round-ups, detentions, and deportations of non-Djiboutian residents, including children, remained routine. Among undocumented foreigners, the government focused on identifying their country of origin and deporting them; it did not consistently screen this population for trafficking victimization. Djiboutian authorities provided a basic level of care to African migrants in crisis, including food and emergency outpatient care for dehydration, pregnancy, or injuries received while traveling. Because of the government's lack of screening procedures, it is unclear whether trafficking victims among this migrant population received these services. The government detained children in prostitution and street children, including potential trafficking victims, following sweeps to clear the streets in advance of holidays or national events; after detention, if identified as Ethiopian or Somali, immigration officials transported the children to Ali Sabieh, near the Ethiopian border, and abandoned them there, leaving them vulnerable to potential re-trafficking.

The government did not have a policy in place to encourage victims' participation in investigations. Although the government implemented a program to grant residency status to undocumented Ethiopian migrants, a population vulnerable to trafficking in Djibouti, it did not formally offer foreign trafficking victims legal alternatives to removal to countries where they may face hardship or retribution. The Ministry of the Interior, the agency responsible for protection of refugees, and the Ethiopian embassy collaborated on the voluntary return of 417 Ethiopians from Djibouti in 2013; IOM estimated this group included 50 trafficking victims, although details on whether this group included victims of labor or sex trafficking were not available.

PREVENTION

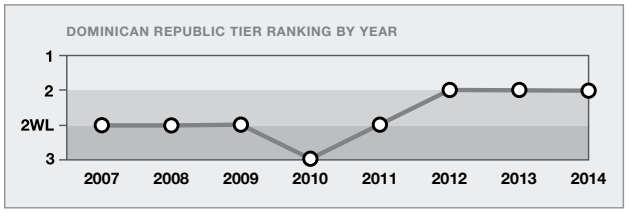
Although the government finalized its national action plan, tangible efforts to prevent trafficking were minimal overall. The previous anti-trafficking working group led by the Ministry of Justice was disbanded and replaced by a more senior team; however, the lack of ministerial coordination across the government to combat this crime continued to be a concern. In addition, government officials reviewed and contributed to IOM's development of awareness-raising materials—targeting prospective migrants and those in transit—which covered the differences between trafficking and smuggling, the dangers of irregular migration, and phone numbers for emergency services in Djibouti. At the end of the reporting period, these materials had been printed, but not distributed. The government did not coordinate any awareness raising events during the reporting period. The government reportedly arrested clients of women in prostitution, but did not take any other known measures to reduce the demand for commercial sex acts or make efforts to minimize the demand for forced labor. It provided Djiboutian troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though such training was conducted by a foreign donor.

DOMINICAN REPUBLIC (Tier 2)

The Dominican Republic is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Large numbers of Dominican women and children are subjected to sex trafficking throughout the Dominican Republic, the Caribbean, Europe, South and Central America, the Middle East, Asia, and the United States. Additionally, the commercial sexual exploitation of local children by foreign tourists is a problem, particularly in coastal resort areas of the Dominican Republic. Dominican and foreign women in exotic dancing and in prostitution are highly vulnerable to sex trafficking within the country. Dominican officials and NGOs have documented cases of children forced into domestic service, street vending, begging, agricultural work, construction, and moving of illicit narcotics. The large populations of working children and street children are highly vulnerable to forced labor and sex trafficking. There are reports of forced labor of adults in construction, agricultural, and service sectors. The large population of undocumented or stateless persons

of Haitian descent in the country is particularly vulnerable to trafficking. A 2013 Constitutional Tribunal ruling denies Dominican citizenship to a broad group of people (mostly of Haitian descent) born in the Dominican Republic; tens of thousands of workers who fall into this category may be more susceptible to abuse, with some unwilling to report instances of human trafficking due to heightened fear of deportation.

The Government of the Dominican Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government prosecuted an increased number of labor and sex trafficking defendants, including a police officer, and punished offenders with imprisonment. While victim protection remained inadequate, the government implemented a policy to provide temporary residence permits to foreign victims. The government lacked a nationwide anti-trafficking awareness campaign, but established an entity to improve coordination of anti-trafficking efforts.



RECOMMENDATIONS FOR THE DOMINICAN REPUBLIC:

Vigorously prosecute trafficking offenses and convict and punish offenders involved in adult and child forced labor and sex trafficking, especially government employees complicit in forced prostitution or forced labor; continue robust victim identification efforts by working with NGOs to guide labor ministry officials in how to identify trafficking victims (especially adult and child victims in the sex trade and in the agriculture and construction sectors) and refer them to available services; identify and assist adult and child forced labor victims and those impacted by the 2013 Constitutional Tribunal ruling on citizenship; work with NGOs to provide adequate shelter and services to adult and child victims; fund specialized services for adult and child trafficking victims; and implement a forced labor and forced prostitution awareness campaign in Spanish and Creole that targets trafficking victims and the demand for commercial sex acts and forced labor, and provides instruction for reporting human trafficking cases.

PROSECUTION

The government demonstrated significant progress in law enforcement efforts by increasing the number of prosecutions and convictions related to human trafficking compared with the previous year; however, official complicity remained a serious concern. Law 137-03 of 2003 prohibits all forms of human trafficking and prescribes penalties of up to 20 years' imprisonment with fines—penalties sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape.

The government investigated at least 58 potential trafficking cases in 2013. Authorities initiated 13 forced labor prosecutions, up from two forced labor prosecutions in the previous period, and 24 sex trafficking prosecutions, an increase from two during the previous reporting period. The government convicted three traffickers on forced begging charges and sentenced the offenders to two years' imprisonment. The government convicted six sex traffickers with sentences ranging from two years to 15 years' imprisonment. This was an increase from two forced begging convictions and one sex trafficking conviction the previous year.

Official complicity in human trafficking remained a serious concern. The government reported one prosecution of a police officer for participating in a sex trafficking ring that included children; the officer was placed in pre-trial detention. The government cooperated with governments in Europe and the Western Hemisphere on investigations of transnational human trafficking cases. The National Judicial College offered an anti-trafficking class, and the attorney general's office reported offering training for 20 prosecutors on fundamentals of human trafficking.

PROTECTION

The government sustained limited victim protection efforts. The special prosecutor's office reported identifying a total of 60 sex trafficking victims and one forced labor victim compared to 77 victims identified the previous year; 27 victims were women, one was a man, and 33 were children. NGOs identified 44 victims. The government reported that it referred 12 victims to care facilities for assistance during the reporting period. Although the government provided some assistance to victims, it did so in an *ad hoc* manner and funding for victim assistance appeared inadequate. The government did not provide an exact figure of funds spent on trafficking victim protection and assistance. The government, with significant assistance from donor-funded international organizations, faith-based groups, and NGOs, provided psychological assistance, legal assistance, reintegration, medical services, education, and temporary accommodation in general shelters for crime victims. The government's national council for children operated eight shelters for abused children that accommodated trafficking victims and provided education, health care, and psychological care. There were reports of inadequate security and staffing for these shelters. The labor ministry did not report identifying any labor trafficking victims, even in the high risk sectors such as agriculture and construction. The government established a new government-wide protocol aimed at helping officials identify trafficking victims and refer them to government trafficking specialists.

The government's anti-trafficking law contains victim protection provisions, including restitution; there were no reports that victims received compensation. The government encouraged victims' participation in the investigation and prosecution of trafficking. The anti-trafficking law authorized the attorney general to grant victims immunity from criminal prosecution for crimes committed as a result of being subjected to human trafficking, if they cooperate with authorities. There were no reports of victims being punished for unlawful acts committed as a direct result of being subjected to human trafficking. The attorney general's office signed and implemented an agreement with the directorate general of migration to provide temporary residence permission for foreign trafficking victims; for the first time, authorities granted a one-year visa to a foreign labor trafficking victim.

PREVENTION

The government made moderate prevention efforts. While the government did not have a nationwide anti-trafficking awareness campaign directed at residents and visitors, the

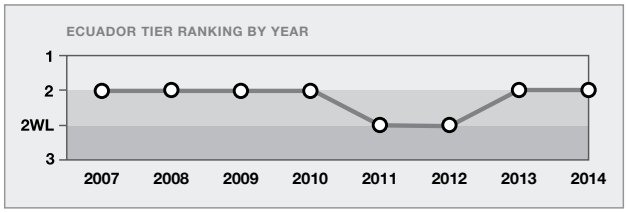
Ministry of Foreign Affairs continued its campaign to educate Dominican nationals living abroad about trafficking, and an international organization reported an increase in the number of complaints received as a result of this campaign. The attorney general created a specialized office on human trafficking in 2013 with a mandate that included the coordination of government anti-trafficking efforts and provision of technical assistance to prosecutors in the effective protection of victims and witnesses. The government operated a national hotline to receive reports of human trafficking cases and gender-based violence.

The Dominican government, with assistance from a foreign government, maintained a specialized police unit empowered to vigorously investigate and prosecute child sex tourism cases in the Dominican Republic; the government reported at least one investigation of alleged child sex tourists during the reporting period. The government took some efforts to reduce the demand by foreigners for commercial sex acts in the Dominican Republic. For example, in October 2013, the government implemented a program to train immigration officials to deny entry to visitors with child sex tourism and other sex crime convictions. The government reported denying entry to 39 visitors with such convictions.

ECUADOR (Tier 2)

Ecuador is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. The majority of Ecuadorian victims identified are women and children exploited in sex trafficking within the country, as well as in domestic servitude, forced begging, and forced labor, primarily in agriculture. In some parts of the country, local gangs are involved in sex trafficking. Indigenous and Afro-Ecuadorians are particularly vulnerable to human trafficking. Traffickers recruit children from impoverished indigenous families under false promises of employment; these children are forced to work as domestic servants, in sweatshops, as street and commercial vendors, or in begging in Ecuador or neighboring countries. Media reports identified cases of Ecuadorian children subjected to forced labor in criminal activity, such as drug trafficking and robbery. In 2013, one report documented an illegal armed group attempting to recruit an Ecuadorian child along the northern border with Colombia. Ecuadorian women and children have been identified in forced labor and sex trafficking in other South American countries, including Colombia, Brazil, Peru, Venezuela, and Chile, as well as other countries. Ecuador is a destination for Colombian, Peruvian, and Paraguayan women and girls exploited in sex trafficking and domestic servitude. Government officials characterize over 75 percent of identified trafficking victims as having been recruited with false promises of employment. Colombian refugees and migrants are subjected to forced labor on palm oil plantations.

The Government of Ecuador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities increased the number of trafficking prosecutions and convictions and reported identifying a large number of trafficking victims compared with the previous reporting period. While authorities continued to provide funding to NGOs to provide victim assistance, specialized services were inadequate in most of the country, and one of only two dedicated shelters for child sex trafficking victims closed during the year. Complicity of government officials in trafficking remained a serious concern.



RECOMMENDATIONS FOR ECUADOR:
Ensure the provision of specialized care services for trafficking victims—including for adults—in partnership with civil society organizations through increased funding; continue to increase efforts to investigate and prosecute trafficking offenses and convict and punish trafficking offenders, particularly for cases involving adult trafficking victims; hold criminally accountable public officials complicit in trafficking; develop and implement procedures for identifying trafficking victims among vulnerable populations, such as children and adults in prostitution or among child and migrant workers; implement procedures to ensure identified victims are referred to care services; increase anti-trafficking training for police officers, judges, labor inspectors, immigration officials, social workers, and other government officials, particularly to enhance victim identification; and enhance data collection and interagency coordination.

PROSECUTION
The Government of Ecuador significantly increased prosecution and conviction efforts during the year, though prosecution efforts were weaker in cases involving adult trafficking victims and official complicity remained a serious problem. Ecuador's penal code prohibits all forms of trafficking and prescribes punishments of six to nine years' imprisonment for those convicted of labor trafficking offenses and eight to 12 years' imprisonment for convicted sex trafficking offenders. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Prosecutors also use other statutes, including those prohibiting pimping, to prosecute human trafficking crimes as prosecutors are more familiar with these statutes, and can use the statutes to obtain convictions with less investigative resources. Some of these statutes prescribe lower sentences than human trafficking statutes. In January 2014, the government approved a new criminal code which allows for enhanced law enforcement investigation techniques for human trafficking—such as undercover investigations and wire-tapping—and more than doubles minimum sentences for human trafficking crimes. The new criminal code will come into effect in August 2014.

The government maintained an anti-trafficking unit in Quito, and across the country police units for crimes against children also investigated cases of child labor and sex trafficking. The frequent rotation of specialized police hampered the effectiveness of these units. The national organized crime prosecutorial unit in Quito handled trafficking cases in partnership with 32 local prosecutors working on sex crimes, organized crime, and other related issues across the country. Police and prosecutors were generally limited by lack of funding and personnel, and law enforcement coordination continued to be uneven. The majority of investigations focused on child sex trafficking or forced labor of children. Authorities reported launching a pilot program for a national law enforcement trafficking database that was not yet fully functional at the end of the reporting period. Data collection on anti-trafficking law enforcement efforts was weak.

Police reported referring 145 trafficking investigations to prosecutors in 2013, but did not report how many cases involved forced labor and how many involved sex trafficking. Authorities reported prosecuting at least 95 trafficking offenders and convicting 19 trafficking offenders in 2013; 14 convictions were for sex trafficking and five were for labor trafficking. Six of these convictions were achieved under trafficking-specific statutes. Authorities did not report how many cases, if any, involved adult victims. Sentences ranged from two-and-a-half months to 20 years' imprisonment. The number of prosecutions and convictions reported in 2013 was a significant increase over reported prosecution efforts in 2012, when authorities achieved at least 23 prosecutions and 10 convictions, including two convictions for forced labor.

Some officials, particularly judges, demonstrated a lack of knowledge about trafficking, confusing it with prostitution or labor infractions during legal procedures. Other judges reduced charges of trafficking to lesser crimes, such as pimping, resulting in shorter sentences. Civil society organizations and some officials noted that corruption impeded investigation and prosecution efforts. Corrupt officials allegedly alerted traffickers prior to law enforcement operations and ignored sex trafficking in commercial sex sites, and some local authorities issued falsified business licenses to brothels. During the reporting period, the government initiated the prosecution of two active police officers and two former police officers for their involvement in sex trafficking. There was no information provided on the investigation of a judge for complicity initiated in 2012. Authorities provided training on human trafficking to police, immigration officers, and other officials during the year, often in partnership with civil society organizations and foreign governments. The government cooperated with other South American governments to investigate an unspecified number of transnational trafficking cases.

PROTECTION

The Government of Ecuador increased efforts to identify trafficking victims during the reporting period and continued to provide funding to NGOs to assist victims, though officials and NGOs identified a critical need for more specialized services for trafficking victims, which were lacking in much of the country. Police reported identifying 450 potential trafficking victims in 2013; 76 percent were exploited in sex trafficking and 24 percent in labor trafficking. As government agencies did not record victim identification data in a uniform fashion, it is possible some child laborers were also included in this total. The majority of identified victims were female children. Authorities continued efforts to remove children from sites of commercial sexual exploitation, but did not systematically apply procedures to identify adult victims among vulnerable populations, such as women in prostitution. Police reported referring victims to services by consulting written referral mechanisms, though victim referrals from other officials were *ad hoc*.

The Ecuadorian government did not report how much funding it provided to four NGOs providing specialized services to victims of sex and labor trafficking in 2013; in 2012, authorities reported giving these NGOs approximately $662,000. While it was unclear how many trafficking victims NGOs assisted in 2013, two NGOs reported averaging a total of 140 potential sex and labor trafficking child victims assisted per year. In 2013, an NGO operating a shelter offering innovative and comprehensive reintegration services to child sex trafficking victims closed the shelter after seven years of operation, citing a fundamental disagreement with authorities on how comprehensive services should be. The Ministry of Economic and Social Inclusion (MIES) operated one specialized shelter for girls in commercial sexual exploitation, but did not report how many victims were assisted at this shelter in 2013. MIES also maintained a special protection unit to assist child victims of crime and abuse, but did not report how many child trafficking victims it assisted during the year. Authorities reported that victims could receive general care services through a network of government-run protection centers, as well as at domestic violence shelters. Authorities did not report how many victims were assisted at these centers in 2013, nor were all of these centers able to provide adequate services or protection for trafficking victims. In some parts of the country, police had no facilities to house rescued victims. There were few specialized services available to adult trafficking victims. NGOs reported that adult trafficking victims could be housed temporarily in hotels and receive specialized outpatient services from government and NGO-run centers, but did not report how many adult victims received this shelter and assistance in 2013. In addition to short-term services, Ecuadorian authorities reported providing some victims with counseling, job training, and education, but did not indicate how many victims received these services in 2013. Reintegration services were generally lacking.

The government encouraged victims to assist with the investigation and prosecution of trafficking offenders, and some victims did so during the year. The government maintained and funded a victim and witness protection program that reported assisting five trafficking victims in 2013. Many victims chose not to participate in investigations due to fear of threats and inadequate protection, lack of faith in the justice system, or costs associated with participating in lengthy judicial processes. Authorities did not penalize identified trafficking victims for unlawful acts committed as a direct result of their being trafficked. The new criminal code provides specific legal alternatives to the removal of foreign victims to countries where they faced hardship or retribution. Authorities reported that foreign trafficking victims encountered in anti-trafficking raids are given the option to remain temporarily in Ecuador, but did not report how many foreign victims total were permitted to do so in 2013. The government provided victim services to repatriated Ecuadorian trafficking victims.

PREVENTION

The Government of Ecuador maintained prevention efforts during the year. The Ministry of the Interior anti-trafficking sub-directorate coordinated government anti-trafficking efforts, although civil society organizations noted a lack of coordination between government actors during the year. Authorities continued awareness campaigns, many of which focused on the commercial sexual exploitation of children. The government did not report any efforts to reduce demand for forced labor. There were no reports of investigations, prosecutions, or convictions of child sex tourists in 2013.

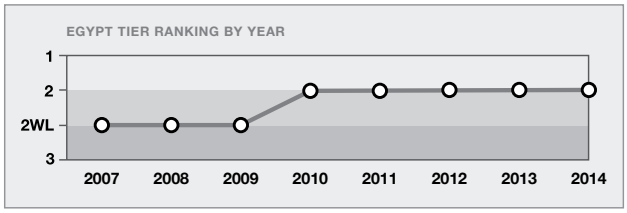
EGYPT (Tier 2)

Egypt is a source, transit, and destination country for women and children who are subjected to forced labor and sex trafficking. Some of Egypt's estimated 200,000 to one million street children—both boys and girls—are subjected to sex trafficking and forced begging; informal criminal groups are

sometimes involved in this exploitation. An international organization noted that the poor economic situation in Egypt led to an increase of street children in 2013, and that they are at risk of forced labor and sex trafficking. Egyptian children are also recruited for domestic service and agricultural labor; some of these children face forced labor through restrictions on movement, nonpayment of wages, threats, and physical or sexual abuse. In addition, wealthy individuals from the Gulf, including Saudi Arabia, the United Arab Emirates, and Kuwait, continue to travel to Egypt to purchase Egyptian women and girls for "temporary" or "summer marriages" for the purpose of sexual exploitation, prostitution, or forced labor; these arrangements are often facilitated by the parents of women and girls and by marriage brokers who profit from the transaction. Child sex tourism—the commercial sexual exploitation of children by foreign tourists—occurs in Egypt, particularly in Cairo, Alexandria, and Luxor. Egyptian men are subjected to forced labor in construction, agriculture, and low-paying service jobs in neighboring countries, such as Jordan; NGO and media reports indicate that some workers experience withholding of passports, forced overtime, nonpayment of wages, and restrictions on their movements. An international organization reported in 2013 that a small number of Egyptian women may be subjected to sex trafficking in Sri Lanka.

Men and women from Egypt, South and Southeast Asia, and Africa are subjected to forced labor in Egypt in domestic service, construction, cleaning, begging, and other sectors. Some domestic workers, primarily women from Indonesia, the Philippines, Sudan, Eritrea, Ethiopia, and Sri Lanka are held in forced labor, experiencing sexual, physical, and emotional abuse, withholding of wages and documents, restrictions on movement, and no time off. Employers use some domestic workers' lack of legal status and employment contracts as coercive tools to threaten arrest and abuse if they escape or complain of poor conditions. Indonesians make up the largest number of foreign domestic workers in Egypt, though an international organization reported an observed increase in Sri Lankan domestic workers at risk of forced labor and a decrease in Sudanese domestic workers in 2013. Women and girls, including refugees and migrants, from Asia, sub-Saharan Africa, and to a lesser extent the Middle East, are forced into prostitution in Egypt. Instances of human trafficking, smuggling, abduction, and extortion of migrants—primarily from Eritrea and, to a lesser extent, Sudan, Ethiopia, and Cote d'Ivoire—continue to occur in the Sinai Peninsula at the hands of criminal groups. According to documented victim testimonies, many of these migrants are held for ransom, and forced into sexual servitude or forced labor—such as forcing migrants to work as cleaners or on construction sites—during their captivity in the Sinai. In mid-2013, international organizations observed a temporary decrease in the flow of these migrants into the Sinai, likely in part due to an aggressive Egyptian military campaign in the Sinai in August 2013, as well as to Israel's construction of a fence along the Israel-Egypt border. Nonetheless, international organizations reported that new groups of African migrants—some of whom may be trafficking victims—entered the Sinai and were held by criminal groups in November 2013. There continue to be infrequent reports that Egyptian border patrols shoot and sometimes kill migrants, including potential trafficking victims, in the Sinai; many are also arrested and detained in Egyptian prisons in the Sinai, while some were transferred to Qanatar prison in the greater Cairo area in 2013.

The Government of Egypt does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government reported investigating and prosecuting an increased number of suspected traffickers. It continued to partner with NGOs and international organizations to identify and refer trafficking victims to protective services through its national referral mechanism, as well as to implement public awareness campaigns. Although the government prosecuted other serious crimes, it achieved no trafficking convictions, a decrease from the five convictions in the previous reporting period. The government also did not investigate or punish government officials complicit in trafficking crimes despite reports of such corruption. The government identified a significantly smaller number of victims in 2013 compared to 2012. There continued to be reports that many government officials failed to systematically to employ the referral mechanism to identify victims among vulnerable groups, including foreign migrants, people in prostitution, street children, and women in domestic servitude; as a result, victims continued to be treated as criminals and punished for crimes committed as a direct result of being subjected to human trafficking. Law enforcement officials continued to ignore potential trafficking-related crimes in the Sinai and failed to identify trafficking victims among the vulnerable groups of migrants, refugees, and asylum seekers abused in the Sinai.



RECOMMENDATIONS FOR EGYPT:

Significantly increase investigations and prosecutions against all forms of trafficking, and punish government officials complicit in trafficking offenses; investigate, prosecute, and punish perpetrators responsible for the human trafficking, smuggling, abduction, and extortion of migrants, refugees, and asylum seekers in the Sinai; proactively identify and provide appropriate assistance to victims of trafficking in the Sinai and cease shooting foreign migrants, including possible trafficking victims, in the Sinai; continue to use the national victim referral mechanism systematically to identify and assist victims of trafficking among vulnerable groups, including those arrested for prostitution, street children, and undocumented migrants, and continue to adequately train law enforcement officials and prosecutors on the referral mechanism; ensure identified trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to human trafficking; expand the scope of protection services, including adequate shelter, and make these services available to all victims of trafficking; encourage victims of trafficking to assist in investigations against their traffickers; continue to provide anti-trafficking training to government officials and implement awareness campaigns; and provide adequate legal protections for domestic workers.

PROSECUTION

The Egyptian government made minimal progress in law enforcement efforts against trafficking offenders. Egypt prohibits all forms of human trafficking through its 2010 anti-trafficking law (Law No. 64), which prescribes penalties from three to 15 years' imprisonment along with fines ranging from the equivalent of approximately $8,300 to $33,300. These penalties are sufficiently stringent and commensurate with penalties

prescribed for other serious crimes, such as rape. The Child Law (No. 126 of 2008) includes provisions prohibiting sex trafficking and forced labor of children and prescribes sentences of at least five years' imprisonment, which also are sufficiently stringent and commensurate with penalties prescribed for other serious crimes. Articles 80 and 89 of Egypt's new constitution, which was approved in a public referendum in January 2014, includes provisions that explicitly prohibit and criminalize sex trafficking, compulsory exploitation, and forced labor. The government reported having investigated and initiated prosecutions of five cases of sex trafficking and three cases of forced labor in 2013, under the anti-trafficking law, the Child Law, and other penal code provisions; these trials were ongoing at the close of the reporting period. This represents a slight increase from the five prosecutions initiated in 2012. One of the ongoing cases involved an Egyptian celebrity who allegedly held a Filipina woman in domestic servitude. The government, however, did not convict any trafficking offenders in 2013, in comparison to five convictions it achieved in the previous reporting period. Though the government did not report investigating or prosecuting any trafficking cases involving victims in the Sinai, an NGO reported that the government prosecuted two Cairo-based Eritreans in 2013 under the anti- trafficking law for their role in facilitating Sinai-based criminal networks; the details of this case were unclear. Government officials reported that investigations of some trafficking allegations were temporarily suspended as a result of the ongoing violence and mass protests that began in July 2013. The National Coordinating Committee (NCC) on Preventing and Combating Trafficking in Persons—which plays the lead role in coordinating Egypt's anti-trafficking efforts—continued to develop a database to track trafficking-related cases that has been under development since the previous reporting period.

The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, despite reports of such corruption. For the third consecutive year, the government failed to investigate accusations that multiple government officials—including judges, Ministry of Interior officials, and other high level government leaders—forcibly held Indonesian domestic workers inside their homes and, in some cases, physically and sexually abused them. International organizations confirmed reports that in the previous reporting period, police failed to investigate vehicles used by criminals to transport migrants—some of whom may be trafficking victims—across Ministry of Interior-controlled bridges into the Sinai, and police also accepted bribes from criminals transporting the migrants and trafficking victims into the Sinai. There were also reports of instances in which Egyptian border security personnel in the Sinai shot some undocumented migrants attempting to enter Israel; some of these individuals may have been trafficking victims. The government continued to provide anti-trafficking training—in coordination with and funding from international organizations and NGOs—to prosecutors and judges. The National Council for Childhood and Motherhood (NCCM), in collaboration with an international organization, also produced a 180-page guidebook in 2013, which NCCM used to conduct anti-trafficking training sessions for judges and prosecutors.

PROTECTION

The government made uneven progress in its efforts to identify and protect victims of trafficking. The government did not adopt written procedures to guide officials in the proactive identification of victims of trafficking among vulnerable populations, including domestic workers, street children, African migrants abused in the Sinai, and women in prostitution. However, the government continued to implement the national referral mechanism, which was initiated in 2012; the NCCM coordinated with NGOs, the Public Prosecutor's office, and the NCC to identify and refer victims to protection services, including adequate shelter. The government identified and assisted 173 trafficking victims, a significant decrease from 277 in the previous reporting period. Five of these victims were Egyptian, while the majority were Eritrean, and were victims of slavery, domestic servitude, and sex trafficking. The NCCM tracked identified victims' demographic data, type of exploitation, and assistance received and used this information to analyze trafficking trends. The NCCM's staffing shortfalls, however, slowed the process of referring victims to protection services. In addition, many government officials failed to employ the referral mechanism to proactively and systematically identify victims among vulnerable groups, including migrants and women in domestic servitude. Government officials reported that the lack of trafficking awareness among police and Ministry of Justice officials in rural areas of Egypt limited the number of victim referrals and limited the government's ability to provide services to potential trafficking victims in these areas. While officials acknowledged that some of those abused in the Sinai were trafficking victims, officials largely considered those abused in the Sinai as irregular migrants or criminals, and made little attempt to proactively identify trafficking victims among this group or provide them with protective services. For example, an NGO reported that five Eritrean men were arrested by police after having escaped Egyptian criminal groups in the Sinai. The men—who may be trafficking victims—remained incarcerated in Cairo for more than 10 months presumably based on their lack of legal status; there was no indication that officials attempted to screen them for indicators of trafficking. Domestic workers were not covered by existing labor laws, making them highly vulnerable to abuse and forced labor.

The government continued to rely on international organizations and civil society to provide funding for victim assistance programs, including the provision of adequate shelter and legal assistance to victims. A joint IOM-NCCM operated shelter designated for female trafficking victims assisted 17 victims of forced labor, sexual exploitation, forced marriage, and forced begging, a decrease from the 24 victims the shelter assisted in the previous reporting period. These victims were Ethiopian, Eritrean, Sri Lankan, and Egyptian, ranging in ages from eight to 57 years old. This shelter provided victims with medical, psychological, legal, vocational, and repatriation assistance. The Ministry of Health, with international assistance, continued to operate a Medical Recovery Unit for victims of trafficking at a Cairo hospital. Though the unit was not intended as an overnight or long-term facility, it provided medical services to 68 victims in 2013, most of whom were from Eritrea, as well as from Indonesia, the Philippines, and Egypt. This was a significant decrease from the 177 victims the unit assisted in the previous reporting period. NGOs continued to report that government-run facilities for women and children were in disrepair, overcrowded, unsanitary, lacked funds, and did not provide specialized services to trafficking victims.

Unidentified trafficking victims were often treated as criminals, as some were prosecuted on charges of prostitution, robbery, or immigration violations. For example, research conducted in 2011 by the government's National Center for Social and Criminological Research found that 40 percent of women in jail charged with crimes of prostitution had been forced or

coerced into prostitution. There were reports that some law enforcement officers may have further mistreated trafficking victims, including minor girls, through verbal, physical, and sexual abuse. Some possible child trafficking victims were sent to juvenile detention centers that were in poor condition, while others were subject to incarceration with adults despite the Child Law prohibiting this practice. The government made no efforts to identify potential trafficking victims among women imprisoned on prostitution charges; however, the NCCM partnered with a unit within the Ministry of Interior's Human Rights Department in 2013 to provide services for the children of some of these women; NCCM reported that these children were at high risk of trafficking. Some foreign trafficking victims were not offered legal alternatives to removal to countries in which they faced hardship or retribution. The government encouraged some victims to assist in investigations against trafficking offenders, although the exact number of victims who assisted in cases was unknown. Government officials reported that trafficking victims were responsible for requesting temporary residency during the investigation and prosecution of their traffickers, though the process for doing so was unclear and victims were rarely, if ever, granted this benefit.

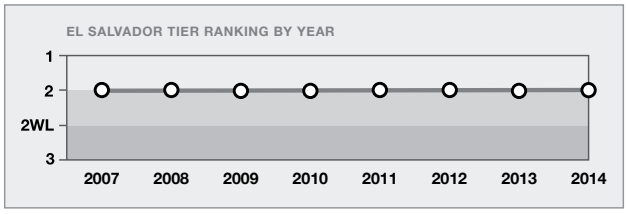
PREVENTION

The government made sustained efforts to prevent trafficking in persons. While international organizations and local NGOs funded and conducted most specialized anti-trafficking prevention programs in collaboration with the inter-ministerial anti-trafficking committee, the government conducted 154 anti-trafficking education sessions throughout Egypt for government officials, NGOs, and populations at risk of child marriage—a practice that puts children at risk of domestic servitude or sex trafficking. The NCCM produced trafficking awareness pamphlets and advertisements and relied on social media to raise awareness of human trafficking. The government continued to implement its 2012 national action plan to combat trafficking in persons, which prioritized combating trafficking among vulnerable populations. While NCC officials reported successes under the plan, including implementing the national referral mechanism and training law enforcement officers, they also reported the need to improve the statistical data management system and combating trafficking among street children and domestic workers. Identification of trafficking victims among the persons abused in the Sinai continued to be a secondary priority for the NCC. The NCCM continued to operate a free telephone hotline to report trafficking abuses, which reportedly did not receive a high volume of calls in this reporting period; however, calls to the hotline frequently went unanswered and it lacked staffing. The government did not report efforts to regulate, monitor, and inspect employment and recruitment agencies responsible for employing workers in Egypt and abroad. The government reported efforts to investigate and verify cases of illegal child labor, and NCCM provided technical and financial support to the Ministry of Manpower and Migration (MOMM) to train inspectors on child labor issues; however, inspectors did not differentiate between child labor and trafficking. MOMM reported that it referred 66 cases of child labor law violations to the public prosecutor during the reporting period, but it did not specify whether these violations amounted to human trafficking. The government did not make efforts to reduce the demand for commercial sex acts or forced labor, and did not raise awareness of the problem of sex tourism. The government did not report providing anti-trafficking training for Egyptian troops before deploying them to international peacekeeping missions.

EL SALVADOR (Tier 2)

El Salvador is a source, transit, and destination country for women, men, and children subjected to sex trafficking and forced labor. Women, men, and children are exploited in sex trafficking within the country. Officials and NGOs report that LGBT Salvadorans are also vulnerable to sex trafficking. Salvadoran adults and children are subjected to forced begging and forced labor in agriculture and domestic service. Some men, women, and children from neighboring countries—particularly Nicaragua, Guatemala, and Honduras—migrate to El Salvador seeking employment, but are subsequently forced into prostitution, domestic service, construction, or work in the informal sector. Gangs use children for illicit activities, including drug trafficking, and some of these children are trafficking victims. Salvadoran men, women, and children have been subjected to sex trafficking and forced labor in Guatemala, Mexico, Belize, and the United States. Media and government officials report that organized criminal groups, including transnational criminal organizations, are involved in trafficking crimes in El Salvador. Latin American migrants transit El Salvador *en route* to Guatemala and North America; some of these migrants are subsequently exploited in sex or labor trafficking.

The Government of El Salvador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Authorities continued to investigate and prosecute child sex trafficking cases and to provide services in the capital to some girls exploited in child sex trafficking. Victim services for male and adult female victims were inadequate, and authorities did not report how many identified victims received specialized care. Efforts to identify and investigate forced labor cases remained weak, and authorities have never prosecuted or convicted any labor trafficking offenders. Training for government officials decreased compared with the previous year. Official complicity remained a largely-unaddressed problem.



RECOMMENDATIONS FOR EL SALVADOR:

Provide comprehensive protection services for all trafficking victims, including adults, and increase funding for specialized services; strengthen efforts to investigate and prosecute trafficking offenses, and to convict and sentence trafficking offenders, especially for forced labor; hold government officials who are complicit in trafficking offenses criminally accountable through criminal investigations and prosecutions; proactively investigate possible cases of forced labor, including domestic servitude, in partnership with NGOs working with vulnerable populations; increase training on victim identification and assistance for social workers and for immigration, labor, law enforcement, and judicial officials; increase resources for specialized anti-trafficking units; strengthen anti-trafficking coordination between different government entities and with civil society organizations, particularly outside of the capital; ensure foreign victims are consistently offered legal alternatives

to their deportation; and improve data collection capacity regarding victim identification and care.

PROSECUTION

The government continued law enforcement efforts to combat child sex trafficking, but made inadequate efforts to address forced labor; authorities have never prosecuted or convicted a labor trafficking offender. Penal code Article 367B prohibits all forms of human trafficking and prescribes penalties of four to eight years' imprisonment. Such penalties are sufficiently stringent, though not commensurate with penalties prescribed for other serious offenses, such as rape, which carries a punishment of six to 10 years' imprisonment. Article 367B conflates fraudulent adoption with human trafficking. Officials used other statutes to investigate certain forms of trafficking, including Article 205, which prohibits exploiting minors in begging but only carries penalties of two to four weeks of community service. Congress failed to pass draft anti-trafficking legislation introduced in 2012. This draft law would increase penalties for human trafficking, but in contrast to international law, would treat force, fraud, or coercion as aggravating factors only, rather than as essential elements of the crime. Authorities did not consider cases involving children forced by gangs to engage in illicit activities to be human trafficking, despite the use of force or coercion for the purposes of exploitation.

Data collection remained a challenge. The government almost exclusively investigated and prosecuted cases of child sex trafficking. Officials opened 51 investigations in 2013, but did not report how many, if any, involved labor trafficking; in comparison, authorities investigated 60 trafficking cases in 2012. The government also investigated three cases of forced begging. Authorities prosecuted cases involving at least 14 sex trafficking offenders, and obtained 12 convictions for sex trafficking of children, imposing sentences ranging from eight to 26 years' imprisonment. There were no reported convictions for forced prostitution of adults or forced labor. In comparison, 11 sex trafficking offenders were prosecuted and convicted in 2012.

The government's dedicated anti-trafficking prosecutorial unit in the capital consisted of 14 prosecutors who also investigated other crimes, including human smuggling. Prosecutors worked with a unit within the homicide police division that investigated trafficking and human smuggling. Some officials, particularly judges, demonstrated a limited understanding of human trafficking, which impeded efforts to hold trafficking offenders accountable. The government trained 23 police officers in the specialized unit and anti-trafficking prosecutors conducted two training sessions on victim assistance; this represented a decrease from more than 700 police officers and 420 immigration officials trained by the government in 2012. Authorities cooperated on trafficking investigations with officials from Guatemala, Honduras, Mexico, and the United States.

Corruption, particularly among the judiciary, remained a significant obstacle to law enforcement efforts. The government provided no information on a 2012 case involving three prison guards arrested for allowing an incarcerated gang member to bring a girl into a prison and forcing her to engage in prostitution; the guards claimed they were following the orders of their supervisors. There was also no information available regarding the investigation initiated in 2009 of the former head of the dedicated prosecutorial anti-trafficking unit for trafficking-related complicity. The government did not report any new investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government maintained efforts to assist some underage girls exploited in sex trafficking, but services for most trafficking victims remained inadequate. Immigration officials continued efforts to identify possible trafficking victims in border regions. In general, the Salvadoran government did not proactively identify trafficking victims among vulnerable populations, such as adults in prostitution or migrant workers. Labor officials had a limited capacity to identify labor trafficking as they only inspected the formal sector. Prosecutors reported identifying 84 trafficking victims; it was unclear how many were labor trafficking victims. Of these victims, 32 were girls, three were boys, 37 were adult women, and three were adult men. In nine cases, the victim's age was not documented, and authorities reported that the gender of six victims was unknown; it is possible that these victims were transgender. The government agency responsible for children's issues identified 21 victims of forced child begging and 28 children in commercial sexual exploitation in 2013.

Victim referral to services remained uneven, and it was unclear how many of the identified victims received specialized services. The government shelter for female child sex trafficking victims could accommodate up to 15 girls at a time and offered psychological and medical care as well as education and vocational training. Victims were referred to this closed shelter by a judge. The shelter housed 11 victims as of early 2014, but it was unclear how many total victims were assisted throughout 2013. Victims staying at the shelter were required to recount their trafficking experience multiple times to multiple government entities, highlighting a lack of interagency coordination and leading to re-victimization. The government offered no specialized services or shelter to adult victims or boys, and NGOs and officials reported a need for shelter as well as rehabilitation and mental health services for these victims. Authorities assisted seven foreign victims during the year, all from other countries in the region.

Authorities encouraged identified victims to assist with law enforcement investigations and prosecutions, but provided limited psychological and medical assistance to those who did; 14 victims participated in investigations or prosecutions of trafficking offenders during the reporting period. Other victims chose not to assist law enforcement efforts due to social stigma, fear of reprisals from their trafficking offenders, or lack of protection for victims of crimes. Identified trafficking victims generally were not charged, jailed, or penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Civil society organizations, however, reported that children forced to engage in criminal activity by criminal groups were treated as criminals instead of trafficking victims. Authorities reported that foreign trafficking victims were eligible for either temporary or permanent residency on a case-by-case basis, but did not report granting any foreign victims residency in 2013.

PREVENTION

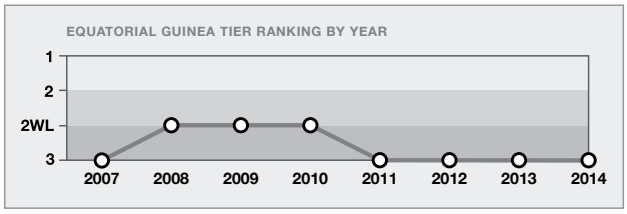
The Salvadoran government maintained weak prevention efforts. The government anti-trafficking council coordinated interagency efforts and conducted several awareness events during an anti-trafficking day. The council lobbied for the draft anti-trafficking legislation introduced in 2012 to be passed and continued to implement the national trafficking policy, though government

entities lacked funding to fulfill their responsibilities under this policy. With private sector funding, authorities participated in a joint awareness campaign at high-volume border crossings with other Central American countries. The government did not report identifying, investigating, or prosecuting any cases of child sex tourism during the year. Authorities did not report efforts to reduce the demand for commercial sex acts or forced labor.

EQUATORIAL GUINEA (Tier 3)

Equatorial Guinea is a source and destination country for women and children subjected to forced labor and sex trafficking. The majority of trafficking victims are exploited in Malabo and Bata, where burgeoning construction and economic activity funded by oil wealth have contributed to increases in the demand for cheap labor and prostitution. Equatoguinean girls are exploited in the sex trade in these cities, and some parents may encourage their daughters to engage in prostitution, especially with foreigners, to receive groceries, gifts, housing, and money. Children are transported from nearby countries—primarily Nigeria, Benin, Cameroon, Togo, and Gabon—and may be forced to work as domestic servants, market laborers, ambulant vendors, and launderers. Women from Cameroon, Benin, and other neighboring countries are recruited for work in Equatorial Guinea, but may be subsequently subjected to forced labor or forced prostitution. Some Chinese women migrate to Equatorial Guinea for work or to engage in prostitution and may be subject to passport confiscation. Sub-contractor staff in the oil services and construction sectors, including migrants from other parts of Africa, Asia, and the Americas, may be vulnerable to forced labor, as they reportedly endure sub-standard working conditions and, in some instances, may be subject to passport confiscation.

The Government of Equatorial Guinea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. During the reporting period, the government demonstrated no efforts to identify victims of human trafficking, to provide victims with necessary services, or to prosecute traffickers, despite having a 2004 anti-trafficking law that prohibits all forms of trafficking. The government continued to deport undocumented migrants without screening them to determine whether they were victims of trafficking or referring them to assistance services; it rarely notified foreign embassies that their nationals had been detained. The government failed to provide any training for government officials or civil society members, or undertake any public awareness campaigns related to human trafficking. Its Inter-Ministerial Commission to Combat Trafficking in Persons remained inactive. Given its substantial financial resources, the government's response to human trafficking has been negligible.



RECOMMENDATIONS FOR EQUATORIAL GUINEA:
Use the 2004 anti-trafficking law to prosecute and convict trafficking offenders and complicit officials; develop formal procedures to identify trafficking victims among child laborers, illegal immigrants, and women and girls in prostitution; dedicate funding for the sheltering and protection of trafficking victims and develop a formal system to refer victims to such care; train law enforcement officials, immigration officials, and social workers in the use of trafficking victim identification and referral procedures; cease summary deportation of foreign men, women, and children from Equatoguinean territory without first screening them to determine if they are trafficking victims and, if appropriate, providing them with care and safe, voluntary repatriation; notify embassies when their nationals have been detained; revive the Inter-Ministerial Commission to Combat Trafficking in Persons and dedicate sufficient resources to the commission so it can effectively implement a national action plan to combat trafficking in persons and research the extent and nature of the problem of human trafficking within the country; and launch a nationwide anti-trafficking public awareness campaign.

PROSECUTION

The Government of Equatorial Guinea demonstrated negligible anti-trafficking law enforcement efforts during the reporting period. The 2004 Law on the Smuggling of Migrants and Trafficking in Persons prohibits all forms of trafficking and prescribes penalties of 10 to 15 years' imprisonment, punishments which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Despite having enacted an anti-trafficking law and receiving reports of child trafficking, the government initiated no investigations or prosecutions of suspected trafficking offenses during the year. The government did not provide any anti-trafficking training to law enforcement officials. The government did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

The Government of Equatorial Guinea made negligible efforts to protect trafficking victims during the reporting period. It did not identify or refer any victims to protective services in 2013. Although the 2004 anti-trafficking law mandates that the government provide legal assistance, psychological and medical care, counseling, lodging, food, access to education, training, and employment opportunities to trafficking victims, the government provided no such services. Church-run orphanages, with scholarships provided by the Equatoguinean government, provided care for possible Equatoguinean child trafficking victims; foreign children continued to be deported summarily.

Law enforcement authorities did not employ procedures to proactively identify victims of trafficking and did not make efforts—in either a systematic or an *ad hoc* way—to refer victims to organizations that provide short- or long-term care. Although the Ministry of National Security claimed it had procedures to screen illegal immigrants detained at the border, these procedures proved ineffective in identifying trafficking victims. The absence of a proactive victim identification process, including procedures for screening deportees, impaired the government's ability to provide care or assistance to foreign trafficking victims. The government did not report that any victims of human trafficking were detained, fined, or jailed for unlawful acts committed as a result of being trafficked; however, the government detained foreign nationals, including potential trafficking victims, at police stations for periods of several days

to several months, and seldom notified their embassies of their detention or deportation. The overwhelming majority of those detained were young men, though children and women were also sometimes detained and deported. The government did not provide foreign trafficking victims with temporary or permanent resident status, or any other legal alternatives to their removal to countries where they might face retribution or hardship.

PREVENTION

The Government of Equatorial Guinea demonstrated a decrease in its efforts to prevent trafficking during the reporting period. It did not launch any anti-trafficking informational or educational campaigns for the general public, and the Inter-Ministerial Commission to Combat Trafficking in Persons remained inactive. The government did not participate in or implement any programs to address forced child labor and did not identify a single child labor victim despite having approximately 100 labor inspectors dedicated to documenting labor infractions. It did not undertake any discernible measures to reduce the demand for commercial sex acts or forced labor during the year. The government did not provide anti-trafficking training to Equatoguinean troops prior to their deployment abroad on international peacekeeping missions.

ERITREA (Tier 3)

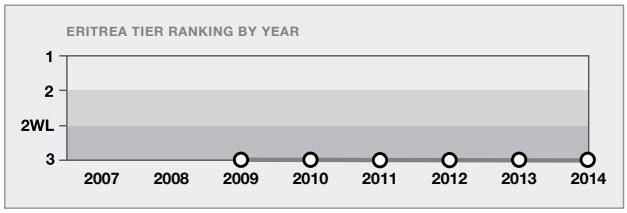
Eritrea is a source country for men, women, and children subjected to forced labor domestically, and to a lesser extent, forced prostitution and labor abroad. Tens of thousands of persons continue to flee the country, many escaping the government's mandatory national service program. Under the Proclamation of National Service (No. 82/1995), persons aged 18 to 50 years must perform national service. For persons aged 18 to 40 years, this consists of six months of military training and 12 months of service in a government-run work unit, including the Eritrean Defense Forces, for a total of 18 months; persons over 40 are considered to be on reserve status if they have performed active duty service. The emergency situation declared in 1998 as a result of a border war with Ethiopia remained in effect during the year. Despite the 18-month limit on active duty national service under the 1995 proclamation, many persons are not demobilized from government work units as scheduled after their mandatory periods of service ended, and some are forced to serve indefinitely in the military under threats of detention, torture, or punishment of their families. Persons performing national service are prohibited from resigning from their jobs or taking new employment, generally receive no promotions or salary increases, and often cannot leave the country legally because they are denied passports or exit visas. Those performing national service in the Eritrean military carry out standard patrols and border-monitoring, in addition to public works projects such as agricultural terracing, road maintenance, and laying power lines. Working conditions are often harsh and sometimes involve physical abuse. In the past, there were reports that some Eritrean conscripts were forced to build private homes for army officers, perform agricultural labor on farms owned by the ruling party, or work in privately-owned mines, functions that fall outside the scope of the proclamation.

All 12th-grade students, including some younger than 18, are required to complete their final year of education at the Sawa military and educational camp; those who refuse to attend cannot receive high school graduation certificates, go on to higher education, or be offered some types of jobs. The first six months consist of military training prior to military service. Though the government made an effort to ensure that no persons under 18 engaged in military training at Sawa, it was difficult to determine whether all those performing the military training component had reached 18 years of age. The media reported that male and female recruits at the Sawa military training camp were beaten, and female recruits reported being sexually abused and raped; however, the number of claims of abuse reportedly declined in the last year as parents put pressure on school administrators to correct abusive practices. In 2012, the government instituted a compulsory citizen militia, requiring adults not already in the military or being trained at Sawa, including many who had been demobilized or exempted from military service in the past, to carry firearms and attend military training. During the reporting period, the Ministry of Education continued Mahtot, a national service program in which secondary-school children are assigned to work in public works projects including anti-litter campaigns and building school furniture. Eritrean children work in various economic sectors, including domestic service, street vending, small-scale manufacturing, garages, bicycle repair shops, tea and coffee shops, metal workshops, and agriculture; some of these children may be subjected to forced labor, including forced begging. Eritrean women and girls are subjected to sex trafficking within the country.

Eritreans fleeing national service, persecution, or seeking economic opportunities abroad primarily migrate to Ethiopia, Sudan, Djibouti, and Yemen; in 2013, new migration routes extended from Sudan to Libya and from Libya to Europe. The government's strict exit control procedures and limited issuance of passports and exit visas effectively oblige those who wished to travel abroad to do so clandestinely, increasing their vulnerability to trafficking. As of December 2013, Sudan hosted an estimated 114,900 Eritrean refugees and asylum-seekers, with 400-600 Eritreans arriving to Sudan per month. Eritreans accounted for 78,974 of Ethiopia's registered asylum-seeker population; from October to December 2013, 3,496 new Eritrean asylum-seekers registered in Ethiopia. Smaller numbers of Eritrean refugees and asylum-seekers were registered in Uganda, Yemen, and Djibouti in the reporting period. Some fleeing Eritreans face being shot and killed by Eritrean or Egyptian authorities or are forcibly repatriated to Eritrea, where they are sometimes detained without charge by the Eritrean government, or recalled into national service. Adolescent children who attempt to leave Eritrea are sometimes detained or forced to undergo military training despite being younger than the minimum service age of 18. Some Eritreans become victims of forced labor, primarily domestic servitude, in Sudan, Egypt, Israel, Yemen, Djibouti, Saudi Arabia, or other Gulf countries. Eritrean women and girls are sometimes recruited to travel to Saudi Arabia or other Gulf states for domestic work with employment contracts that provide them with visas and work permits but are forced to engage in prostitution after they arrive. Smaller numbers of Eritrean women and girls are subjected to sex trafficking in South Sudan, Sudan, Israel, and Gulf countries; some Eritrean men are reportedly vulnerable to sex trafficking in Israel. International criminal groups seek out and—more frequently over the last couple of years—kidnap vulnerable Eritreans inside and outside of refugee camps, particularly in Sudan, and transport them to Egypt's Sinai Peninsula. In the Sinai, migrants and refugees are subjected to severe abuses, including human trafficking, at the hands of criminal groups. Abuse often consists of being forced to call family and friends abroad to pay ransom for release; some migrants and refugees report being forced to work as cleaners

or on construction sites during their captivity. Victims of these criminal groups also report being chained together, whipped and beaten regularly, deprived of food, and repeatedly raped.

The Government of Eritrea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not report data regarding efforts to combat human trafficking, as distinct from human smuggling. The government continued to subject its citizens to forced labor of a non-military nature in its compulsory national service, often for periods of indefinite duration, and in its citizen militia, whose members were also sometimes obliged to carry out public works such as tree-planting and dam- building. The government failed to identify and adequately protect victims of forced labor and sex trafficking, and it continued to arrest and detain unidentified victims for acts committed as a direct result of being subjected to human trafficking, such as immigration and prostitution violations. Although the government continued to warn its citizens of the dangers of trafficking, authorities largely lacked understanding of the crime, conflating it with all forms of transnational migration. The government took no effective measures to stem the exodus of thousands of Eritreans fleeing the country every month to seek economic opportunities abroad via clandestine migration that increased their vulnerability to forced labor and sex trafficking abroad.



RECOMMENDATIONS FOR ERITREA:

Develop and enforce an anti-trafficking statute that prohibits all forms of trafficking, including sex trafficking and forced labor, differentiating between illegal migration and human trafficking; investigate allegations of conscripts being forced to perform duties beyond the scope of the national service program and prosecute and punish, as appropriate, those who subjected recruits to exploitative labor; enforce existing limits on the length of national service to 18 months and cease the use of threats and physical punishment for non-compliance; extend existing labor protections to persons performing national service and other mandatory citizen duties; ensure that children under 18 sent to Sawa, the military school, do not participate in activities that amount to military service and that children under 18 are not forced to perform work of a non-military nature; ensure that victims are not punished for crimes committed as a result of being subjected to human trafficking, such as prostitution violations and fleeing government-sponsored forced labor; cooperate with UN agencies to combat trafficking and allow international NGOs to operate in the country, including those helping to combat trafficking and identifying and protecting victims; institute trafficking awareness training for diplomats posted overseas; with assistance from international organizations, provide training to all levels of government, particularly law enforcement officials, on identifying and responding to trafficking crimes; in partnership with NGOs or religious entities, ensure the provision of short-term protective services to child trafficking victims; conduct campaigns to increase the general public's awareness of human trafficking at the local, regional, and national levels; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government did not make transparent efforts to investigate or prosecute trafficking offenders, which it did not identify as distinct from human smuggling offenders. Article 605 of the Eritrean Transitional Criminal Code prohibits trafficking in women and young persons for sexual exploitation, which is punishable by up to five years' imprisonment or from three to 10 years' imprisonment if aggravating circumstances are present. These penalties are sufficiently stringent, but not commensurate with punishments prescribed for other serious crimes, such as rape. Article 565 prohibits enslavement and prescribes punishment of five to 20 years' imprisonment, penalties which are sufficiently stringent. Forced labor and slavery are prohibited except where authorized by law under Article 16 of the ratified, but suspended, Eritrean Constitution. Article 3 (sub-paragraph 17) of the 2001 Labor Proclamation specifically excludes activities performed under national service or other civic obligations from the definition of forced labor. Existing labor protections limiting hours of work and prohibiting harsh conditions did not apply to persons engaged in national service. The Proclamation of National Service 11/199 prohibits the recruitment of children younger than 18 years of age into the armed forces. The penalties are sufficiently stringent.

The government did not report efforts to investigate, prosecute, and convict trafficking offenders in 2013. Though the government issued public statements on the arrests of an unknown number of traffickers, the details of these arrests are unclear and the government does not distinguish between human smuggling and human trafficking crimes. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. Some reports indicated that Eritrean diplomats abroad, particularly those in Khartoum, Sudan, allegedly facilitated the provision of travel documents and legal services for Eritrean nationals abroad—some of whom may be trafficking victims—in exchange for gifts or inflated fees. In early 2013, the government established a branch of the National Security Agency to investigate economic crimes of national security importance, including human trafficking, but it was unclear whether this branch initiated any trafficking investigations—distinct from smuggling investigations—during the reporting period. The government did not report providing training to officials on responding to trafficking crimes, nor did it report whether it provided training that addressed any child soldier issues to the Eritrean Defense Forces.

PROTECTION

The government made few apparent efforts to identify or provide protection to trafficking victims. The government did not have procedures in place to identify trafficking victims among deported Eritreans or persons forcibly removed by Eritrean security forces from neighboring countries. The government did not ensure that potential trafficking victims were not arrested or detained; Eritrean nationals who were deported back to the country and those fleeing Eritrea—some of whom may be trafficking victims—were highly vulnerable to being arrested, detained, tortured, forced to pay fines, and even shot on sight by military forces. The government did not demonstrate efforts to identify potential victims among this vulnerable group. The government was not transparent about its efforts to ensure that children under the age of 18 did not participate in activities that amounted to military service and were not forced to perform work of a non- military nature. The local Eritrean media continued to report government efforts to repatriate women and girls exploited abroad in domestic servitude or

sex trafficking, but it did not provide information on the type of assistance provided to these victims. The government did not provide victims with legal alternatives for their removal to countries where they faced retribution or hardship.

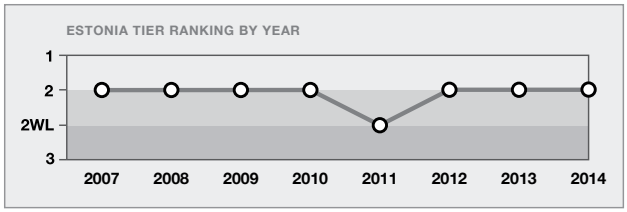
PREVENTION

The government made weak efforts to prevent trafficking. Its efforts to prevent this crime were difficult to evaluate as it tended to regard all transnational migration as human trafficking. Warnings issued by government-sponsored organizations such as the Youth Association, Women's Association, and Workers' Federation incorporated information about the dangers of trafficking into their regular programming, as well as through mass convocations, television programs, and poster campaigns. Though the Ministry of Labor was responsible for investigating labor abuses, the government did not report information on its efforts to punish labor brokers or recruiters. In January 2014, the MFA accepted a longstanding request from an international organization to visit Eritrea for consultations on issues including forced military conscription and human trafficking, among other issues. In December 2013, the Foreign Ministry invited international organizations to visit Eritrea to discuss humanitarian and development cooperation, including anti-trafficking issues. The government did not report efforts to reduce the demand for commercial sex acts or forced labor, and it did not take measures to address child sex tourism of Eritrean nationals both domestically and abroad. Eritrea is not a party to the 2000 UN TIP Protocol.

ESTONIA (Tier 2)

Estonia is a source, transit, and destination country for women and girls subjected to forced prostitution, and for men and women subjected to conditions of forced labor. Estonian women and girls are subjected to sex trafficking within Estonia and in other European countries, such as Denmark, Finland, Germany, Luxembourg, Norway, Spain, and the United Kingdom. Young Estonian women who engage in false marriages in exchange for employment abroad may also be vulnerable to trafficking. Men and women from Estonia are subjected to conditions of forced labor in Australia, Finland, Norway, Spain, Sweden, and the United Kingdom, particularly in the construction, cleaning, and social welfare sectors, as well as in seasonal jobs. Russian-speaking men of undetermined citizenship were especially vulnerable to labor trafficking. Men from Ukraine and Poland are subjected to labor exploitation within Estonia, particularly in the construction sector. Vietnamese nationals who were subjected to forced labor are transported into Estonia *en route* to other EU countries.

The Government of Estonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Estonian authorities secured the first convictions under the country's 2012 anti-trafficking law, though the sentences for the convicted traffickers did not reflect the severity of the crime. The government offered more specialized training for a range of law enforcement officials, including the first trafficking-specific training for labor inspectors. Authorities implemented a new victim assistance mechanism, which requires trafficking victims to meet with the police in order to be eligible to receive state-funded assistance. Additionally, no foreign migrant has ever received a residency permit from the Estonian government, and during the reporting period, authorities detained foreign migrants it identified as trafficking victims in closed deportation centers.



RECOMMENDATIONS FOR ESTONIA:

Increase efforts to investigate, prosecute, and convict trafficking offenders; punish trafficking offenders with jail sentences that adequately reflect the seriousness of the offense; ensure victims can access state-funded assistance without initially requiring them to meet with law enforcement; increase efforts to investigate labor recruiters engaging in fraudulent practices; increase government efforts to identify victims proactively; ensure identified victims are not detained in closed government facilities; ensure potential victims are fully informed of their rights upon identification, including the right to apply for a residency permit; encourage more victims to assist in the prosecution of trafficking offenders by ensuring easy access to legal counsel for victims; continue to provide specialized training to police, inspectors, prosecutors, judges, and labor inspectors; increase the number of victims pursuing court-ordered compensation from their traffickers; and encourage the labor inspectorate to investigate labor trafficking and refer victims to care.

PROSECUTION

The Government of Estonia improved its law enforcement efforts by investigating and convicting more traffickers. Estonia prohibits all forms of both sex and labor trafficking through Articles 133 and 175 of the penal code, which prescribe a maximum penalty of up to 15 years' imprisonment, which is sufficiently stringent and commensurate with punishments prescribed for other serious offenses, such as rape. Estonian authorities conducted 26 new investigations and initiated prosecutions of six trafficking cases under Articles 133 and 175 in 2013; in 2012, there were 12 investigations and 12 prosecutions. Estonian courts convicted two traffickers under Article 133 in 2013, the first convictions under this statute. The traffickers' sentences, however, did not reflect the severity of the crime; one trafficker received a suspended sentence and the second was released on probation after serving only six months of a four and a half year prison term. The government significantly increased the trafficking-specific training offered to law enforcement officials in 2013 through training sessions for police, investigators, prosecutors, judges, and labor inspectors; in total, approximately 100 officials attended these sessions. Estonian law enforcement authorities collaborated on two transnational trafficking investigations during the reporting period. The Government of Estonia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Estonia demonstrated weakened protection efforts. In 2013, the government modified its funding mechanism for victim support. In the new system, presumed victims of trafficking must file a police report to be eligible to receive services. The police thereafter have 10 days to meet with the

prosecutor's office; if authorities decide not to pursue a criminal case, the government ceases funding for victims' assistance. Sex trafficking victims could receive non-specialized services for individuals in prostitution without going to the police. Government-funded NGOs assisted 22 victims of trafficking in 2013, compared with 21 in 2012 and 56 in 2011. Of the 22 victims assisted in 2013, 12 were women and 10 were men; eight were victims of sex trafficking and 14 of labor trafficking. During 2013, the Ministry of Social Affairs (MSA) revised the government's victim identification guidelines in collaboration with NGOs; however, as in the previous reporting period, the police did not refer any victims to NGOs for assistance.

In 2013, the MSA provided the equivalent of approximately $125,800 to two shelters for trafficking victims, compared to the equivalent of approximately $153,200 in 2012. In addition, the Social Security Board was allotted the equivalent of approximately $92,600 to pay for medical expenses and substitute homes; however, it disbursed only the equivalent of approximately $6,100. Starting in 2014, the Social Security Board administered all funding for victim services, including shelter and counseling. There were no specialized shelters for male victims of trafficking, although male victims had access to other services, including psychological assistance, legal counseling, aid in contacting the police, and assistance in submitting various applications for assistance. There were no specialized shelters for children, though child victims could reportedly stay at women's domestic violence shelters. Victims could leave the shelters unchaperoned. For the fourth straight year, no victims assisted in the investigation or prosecution of trafficking offenders. Although foreign victims were eligible to apply for temporary residency for the duration of criminal investigations and legal proceedings in which they participate, no victims applied for such residency in 2013; one NGO reported that no trafficking victim has ever applied for a trafficking temporary residence permit since the introduction of such permits in 2007. During the reporting period, Estonian authorities detained foreign migrants they identified as victims of forced labor in a closed deportation center. Estonia's witness protection law allowed trafficking victims to provide their testimony anonymously, but this has never been applied in a trafficking case. Victims had the right to seek compensation from their traffickers, but no victim has ever sought restitution. Observers noted that obtaining legal counsel for victims was overly bureaucratic and that the lawyers were not sensitive to the needs of trafficking victims.

PREVENTION

The government demonstrated modest prevention activities. The government provided an NGO with the equivalent of approximately $89,500 to operate an anti-trafficking hotline; the hotline received 558 calls from individuals vulnerable to trafficking. In October 2013, the government published an insert about human trafficking that was included in the major Estonian newspaper. A government-funded NGO offered free consultations with Estonians seeking to work abroad to verify foreign companies and educate workers on indicators of exploitation. While there were no investigations into labor recruitment companies, the government provided the first-ever training to labor inspectors in 2013. The anti-trafficking working group, which was comprised of 35 government agencies and NGOs, continued to meet regularly to discuss anti-trafficking policy and published an annual public report of its activities. The government had a national action plan on reducing violence, which included preventing and combating human trafficking as one of its four objectives. The government did not report any specific measures to reduce the demand for commercial sex acts or forced labor.

ETHIOPIA (Tier 2)

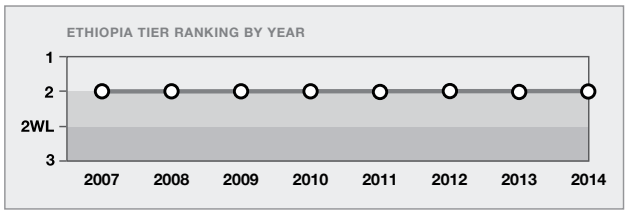
Ethiopia is a source and, to a lesser extent, destination and transit country for men, women, and children who are subjected to forced labor and sex trafficking. Girls from Ethiopia's rural areas are exploited in domestic servitude and, less frequently, prostitution within the country, while boys are subjected to forced labor in traditional weaving, herding, guarding, and street vending. The central market in Addis Ababa is home to the largest collection of brothels in Africa, with girls as young as 8-years-old in prostitution in these establishments. Ethiopian girls are forced into domestic servitude and prostitution outside of Ethiopia, primarily in Djibouti, South Sudan, and in the Middle East. Ethiopian boys are subjected to forced labor in Djibouti as shop assistants, errand boys, domestic workers, thieves, and street beggars. Young people from Ethiopia's vast rural areas are aggressively recruited with promises of a better life and are likely targeted because of the demand for cheap domestic labor in the Middle East.

Many young Ethiopians transit through Djibouti, Egypt, Somalia, Sudan, or Yemen as they emigrate seeking work in the Middle East; some become stranded and exploited in these transit countries, and are subjected to detention, extortion, and severe abuses—some of which include forced labor and sex trafficking—while *en route* to their final destinations. Young women are subjected to domestic servitude throughout the Middle East, as well as in Sudan and South Sudan. Many Ethiopian women working in domestic service in the Middle East face severe abuses, including physical and sexual assault, denial of salary, sleep deprivation, withholding of passports, confinement, and even murder. Ethiopian women are sometimes exploited in the sex trade after migrating for labor purposes—particularly in brothels, mining camps, and near oil fields in Sudan and South Sudan—or after fleeing abusive employers in the Middle East. Low-skilled Ethiopian men and boys migrate to Saudi Arabia, the Gulf States, and other African nations, where some are subjected to forced labor. In October 2013, the Ethiopian government banned overseas labor recruitment. Preceding the ban, Ministry of Labor and Social Affairs (MOLSA) officials reported that up to 1,500 Ethiopians departed daily as part of the legal migration process. Officials estimated this likely represented only 30 to 40 percent of those migrating for work; the remaining 60 to 70 percent were smuggled with the facilitation of illegal brokers. Brokers serve as the primary recruiters in rural areas. Over 400 employment agencies were licensed to recruit Ethiopians for work abroad; however, government officials acknowledged many to be involved in both legal and illegal recruitment, leading to the government's ban on labor export. Following the ban, irregular labor migration through Sudan is believed to have increased. Eritreans residing in Ethiopia-based refugee camps, some of whom voluntarily migrate out of the camps, and others who are lured or abducted from the camps, face situations of human trafficking in Sudan and Egypt's Sinai Peninsula.

Since November 2013, the Saudi Arabian government has deported over 163,000 Ethiopians, including over 94,000 men working mostly in the construction sector and over 8,000 children working in cattle herding and domestic service; international organizations and Ethiopian officials believe thousands were likely trafficking victims. Many migrants reported not having

repaid debts to those who smuggled them to Saudi Arabia, rendering some of them at risk for re-trafficking.

The Government of Ethiopia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Federal High Court convicted 106 traffickers and worked with international partners to shelter and provide emergency care to trafficking victims. In 2013, following an influx of trafficking victims returning to Ethiopia, the government recognized problems with its oversight of Ethiopian-based employment agencies, which were failing to protect workers sent overseas. In response, the government temporarily banned labor recruitment and began to revise the relevant employment proclamation to ensure improved oversight of these agencies and better protection of its citizens while working abroad. The government facilitated the return of thousands of Ethiopians, including many likely trafficking victims, deported from Saudi Arabia and elsewhere during the reporting period, and coordinated with NGOs and international organizations to provide services to the returning migrants. The government relied on NGOs to provide direct assistance to both internal and transnational trafficking victims and did not provide financial or in-kind support to such organizations. The government did not deploy labor attachés or improve the availability of protective services offered by its overseas diplomatic missions. The absence of government-organized trainings in 2013 was a concern. The government also did not effectively address child prostitution and other forms of internal trafficking through law enforcement, protection, or prevention efforts. It did not report on the number of victims it identified in 2013.



RECOMMENDATIONS FOR ETHIOPIA:

Complete amendments to the employment exchange proclamation to ensure penalization of illegal recruitment and improved oversight of overseas recruitment agencies; strengthen criminal code penalties for sex trafficking and amend criminal code Articles 597 and 635 to include a clear definition of human trafficking that includes the trafficking of male victims and enhanced penalties that are commensurate with other serious crimes; enhance judicial understanding of trafficking and improve the investigative capacity of police throughout the country to allow for more prosecutions of internal child trafficking offenses; increase the use of Articles 596, 597, and 635 to prosecute cases of labor and sex trafficking; improve screening procedures in the distribution of national identification cards and passports to ensure children are not fraudulently acquiring these; allocate appropriate funding for the deployment of labor attachés to overseas diplomatic missions; institute regular trafficking awareness training for diplomats posted abroad, as well as labor officials who validate employment contracts or regulate employment agencies, to ensure the protection of Ethiopians seeking work or employed overseas; incorporate information on human trafficking and labor rights in Middle Eastern and other countries into pre-departure training provided to migrant workers; engage Middle Eastern governments on improving protections for Ethiopian workers; partner with local NGOs to increase the level of services available to trafficking victims returning from overseas, including allocating funding to enable the continuous operation of either a government or NGO-run shelter; improve the productivity of the national anti-trafficking taskforce; and launch a national anti-trafficking awareness campaign at the local and regional levels.

PROSECUTION

The Government of Ethiopia maintained its anti-trafficking law enforcement efforts during the reporting period, but its efforts continued to focus wholly on transnational trafficking, with little evidence that the government investigated or prosecuted sex trafficking or internal labor trafficking cases. Ethiopia prohibits sex and labor trafficking through criminal code Articles 596 (Enslavement), 597 (Trafficking in Women and Children), 635 (Traffic in Women and Minors), and 636 (Aggravation to the Crime). Article 635, which prohibits sex trafficking, prescribes punishments not exceeding five years' imprisonment, penalties which are sufficiently stringent, though not commensurate with penalties prescribed for other serious crimes, such as rape. Articles 596 and 597 outlaw slavery and labor trafficking and prescribe punishments of five to 20 years' imprisonment, penalties which are sufficiently stringent. Articles 597 and 635, however, lack a clear definition of human trafficking, do not include coverage for crimes committed against adult male victims, and have rarely been used to prosecute trafficking offenses. Instead, Articles 598 (Unlawful Sending of Ethiopians to Work Abroad) and 571 (Endangering the Life of Another) are regularly used to prosecute cases of transnational labor trafficking. The absence of a clear legal definition of human trafficking in law impeded the Ethiopian Federal Police's (EFP) and Ministry of Justice's ability to investigate and prosecute trafficking cases effectively. Officials began drafting amendments to the Employment Exchange Services Proclamation No. 632/2009, which governs the work of approximately 400 licensed labor recruitment agencies; planned amendments will prohibit illegal recruitment and improve oversight of recruitment agencies.

During the reporting period, the EFP's Human Trafficking and Narcotics Section, located within the Organized Crime Investigation Unit, investigated 135 suspected trafficking cases—compared to 133 cases in the previous reporting period. The federal government reported prosecuting 137 cases involving an unknown number of defendants relating to transnational labor trafficking under Article 598; of these cases, the Federal High Court convicted 106 labor traffickers—compared to 100 labor traffickers convicted in the previous reporting period. Officials indicated that these prosecutions included cases against private employment agencies and brokers, but did not provide details on these cases or the average length of applied sentences. Between June and July 2013, courts in the Southern Nations, Nationalities, and Peoples Region (SNNPR) reportedly heard 267 cases involving illegal smugglers and brokers. In addition, in Gamo Gofa, a zone within SNNPR, the zonal court convicted six traffickers in 2013—the first convictions in that area's history. The EFP investigated allegations of complicity in trafficking-related crimes involving staff at several foreign diplomatic missions in Addis Ababa; the EFP arrested several staff at these missions.

In 2013, the government did not initiate any sex trafficking prosecutions, including for child prostitution. It also did not demonstrate adequate efforts to investigate and prosecute internal trafficking crimes or support and empower regional authorities to effectively do so. Regional law enforcement entities throughout the country continued to exhibit an inability

to distinguish human trafficking from human smuggling and lacked capacity to properly investigate and document cases, as well as to collect and organize relevant data. In addition, the government remained limited in its ability to conduct international investigations. The government did not provide or fund trafficking-specific trainings for law enforcement officials, though police and other officials received training from international organizations with governmental support during the year. Seventy-seven judges also received training on both child labor and human trafficking. The government did not report any investigations, prosecutions, or convictions of public officials allegedly complicit in human trafficking or trafficking-related offenses. For example, reports suggest local *kabele* or district level officials accepted bribes to change the ages on district-issued identification cards, enabling children to receive passports without parental consent; passport issuance authorities did not question the validity of such identification documents or the ages of applicants.

PROTECTION

The government did not provide adequate assistance to trafficking victims—both those exploited internally or after migrating overseas—relying almost exclusively on international organizations and NGOs to provide services to victims without providing funding to these organizations. However, following the Saudi Arabian government's closure of its border and massive deportation of migrant workers, officials worked quickly and collaboratively with international organizations and NGOs to repatriate and accommodate over 163,000 Ethiopian returnees from Saudi Arabia and several hundred from Yemen. The government did not report the number of victims it identified and assisted during the year. It remained without standard procedures for front-line responders to guide their identification of trafficking victims and their referral to care. During the reporting period, following the return of Ethiopians exploited overseas, the Bole International Airport Authority and immigration officials in Addis Ababa referred an unknown number of female victims to eleven local NGOs that provided care specific to trafficking victims. Typically such referrals were made only at the behest of self-identified victims of trafficking. One organization assisted 70 trafficking victims during the year—often from Saudi Arabia, Kuwait, Qatar, Yemen, and Lebanon—providing shelter, food, clothing, medical and psychological treatment without government support. The government's reliance on NGOs to provide direct assistance to most trafficking victims, while not providing financial or in-kind support to such NGOs, resulted in unpredictable availability of adequate care; many facilities lacked sustainability as they depended on project-based funding for continued operation. Despite its reliance on NGOs to provide victims care, the government at times created challenges for these organizations as a result of its 2009 Charities and Societies Proclamation. This proclamation prohibits organizations that receive more than 10 percent of their funding from foreign sources from engaging in activities that promote—among other things—human rights, the rights of children and persons with disabilities, and justice. These restrictions had a negative impact on the ability of some NGOs to adequately provide a full range of protective services, including assistance to victims in filing cases against their traffickers with authorities and conducting family tracing.

The government operated child protection units in the 10 sub-cities of Addis Ababa and six major cities, including Dire Dawa, Adama, Sodo, Arba Minch, Debre Zeit, and Jimma; staff at the units were trained in assisting the needs of vulnerable children, including potential trafficking victims. Healthcare and other social services were generally provided to victims of trafficking by government-operated hospitals in the same manner as they were provided to other victims of abuse. The government continued to jointly operate an emergency response center in the Afar Region jointly with the IOM, at which police and local health professionals provided medical and nutritional care, temporary shelter, transport to home areas, and counseling to migrants in distress, including trafficking victims. While officials reportedly encouraged victims to assist in the investigation and prosecution of their traffickers, there were no protective mechanisms in place to support their active role in these processes. For example, Ethiopian law does not prevent the deportation of foreign victims to countries where they might face hardship or retribution. There were no reports of trafficking victims being detained, jailed, or prosecuted in 2013. The limited nature of consular services provided to Ethiopian workers abroad continued to be a weakness in government efforts. Although Employment Exchange Services Proclamation No. 632/2009 requires licensed employment agencies to place funds in escrow to provide assistance in the event a worker's contract is broken, the Ministry of Foreign Affairs (MFA) has never used these deposits to pay for victims' transportation back to Ethiopia. Nonetheless, in one case, a young woman in domestic servitude was pushed off the fifth story of a building by her employer in Beirut; once the victim was out of the hospital, the Ethiopian Embassy assisted in her repatriation, and upon her arrival, officials referred her to an NGO for assistance.

While officials worked to facilitate the return of stranded migrants and detainees, many of whom are believed to be trafficking victims, its focus was solely emergency assistance, with minimal direct provision of or support for longer-term protective services necessary for adequate care of trafficking victims. In April 2013, through a bilateral agreement with Yemeni officials, the Ethiopian government facilitated the return of 618 Ethiopian migrants stranded in Yemen after having failed to cross the Saudi Arabian border or been deported from Saudi Arabia. The government did not coordinate humanitarian assistance for these returnees upon their arrival in Addis Ababa. IOM coordinated subsequent returns, providing shelter at the IOM transit center in Addis Ababa, where returnees received medical care and psycho-social support while UNICEF conducted family tracing. The government did not provide financial or in-kind support to these IOM-led operations.

Beginning in November 2013, the Saudi Arabian government began massive deportation of foreign workers, who lacked proper visas or employment papers. The Ethiopian government led the repatriation and closely collaborated with IOM as part of an emergency response to the deportation of 163,000 Ethiopians from Saudi Arabia—many of whom were likely trafficking victims. Ethiopian diplomats worked to identify Ethiopian detainees stuck in 64 Saudi detention camps and various ministries met twice a week in an effort to return the migrants as rapidly as possible because of inhumane conditions within Saudi deportation camps. With a peak of 7,000 returning each day, the government partnered with IOM to provide food, emergency shelter, and medical care, and facilitate the deportees' return to their home areas. Those requiring overnight stays in Addis Ababa were accommodated in IOM's transit center and three transit facilities set up by the government; two of these were on government training campuses and one was rented at the government's expense. The Disaster Risk Management and Food Security Section of the Ministry of Agriculture set up incident command centers at transit centers where representatives from

all ministries addressed issues among returnees. The Ministry of Health and the Ministry of Women, Children, and Youth Affairs provided blankets, food, and the approximate equivalent of $12,000 to a local NGO that assisted 87 severely traumatized trafficking victims identified among this population—believed to be only a mere fraction of the total number of victims needing comprehensive counseling and reintegration support among these deportees. Regional governments established committees to provide returnees basic assistance and planned to support their reintegration via the establishment of cooperatives and small businesses. For example, in Addis Ababa, 3,000 returnees received psychological support and 1,743 graduated from technical skills training. While the government contributed the equivalent of approximately $2.5 million towards repatriation costs, it requested reimbursement from IOM via donors for the equivalent of approximately $27,000 worth of food.

PREVENTION

The government made moderate efforts to prevent human trafficking. It coordinated both regional and national awareness raising campaigns. In 2013, nationally-owned media companies aired a drama series which portrayed the dangers of being trafficked. The Women's Development Army, a government run program, raised awareness of the dangers of sending children to urban areas alone and of the potential for abuse when illegal brokers facilitate migration. Working-level officials from federal ministries and agencies met weekly as part of the technical working group on trafficking, led by MOLSA. The inter-ministerial taskforce on trafficking met quarterly and was extensively involved in responding to the deportation of Ethiopians from Saudi Arabia.

Officials acknowledged that licensed employment agencies were involved in facilitating both legal and illegal labor migration and, as a result, enacted a temporary ban on the legal emigration of low-skilled laborers in October 2013. The ban is set to remain in place until draft amendments to the employment exchange proclamation are enacted to allow for greater oversight of private employment agencies, to mandate the placement of labor attachés in Ethiopian embassies, and to establish an independent agency to identify and train migrant workers. The government monitored the activities of labor recruitment agencies and closed an unknown number of agencies that were identified as having sent workers into dangerous conditions. Officials acknowledged that the ban may encourage illegal migration; as a result, the EFP mobilized additional resources to monitor Ethiopia's borders. In February 2014, the EFP intercepted 101 Ethiopians led by an illegal broker at the border with Sudan. In early November 2013, the government sent a delegation of officials to Saudi Arabia to visit various camps where Ethiopians were being held. Due to the poor conditions in the camps and numerous reports of abuse, the Ethiopian government acted to remove all of their citizens swiftly. During the year, a planned government-funded, six-week, pre-departure training for migrant workers was suspended due to lack of funding. Labor migration agreements negotiated in the previous reporting period with Jordan, Kuwait, and Qatar remained in place; the government negotiated new agreements in 2013 with the Governments of Djibouti, Sudan, the UAE, and Kenya. However, these agreements did not explicitly contain provisions to protect workers—such as by outlining mandatory rest periods, including grounds for filing grievances, and prohibiting recruitment fees.

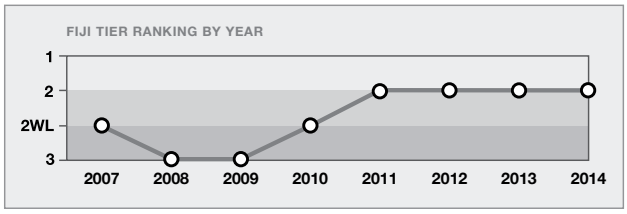
In 2013, the government established the Office of Vital Records to implement a June 2012 law requiring registration of all births nationwide; however, the lack of a uniform national identification card continued to impede implementation of the law and allowed for the continued issuance of district-level identification cards that were subject to fraud. MOLSA's inspection unit decreased in size during the reporting period from 380 to 291 inspectors as a result of high turnover rates and limited resources. In 2013, the government's list of Activities Prohibited for Young Workers became law. MOLSA inspectors were not trained to use punitive measures upon identifying labor violations, and expressed concern that such efforts would deter foreign investment. The government provided Ethiopian troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though such training was conducted by a foreign donor.

FIJI (Tier 2)

Fiji is a source country for women and children subjected to sex trafficking and forced labor, and a transit and destination country for Asian men and women subjected to forced labor and forced prostitution. Fijian women and children are trafficked abroad or in between cities for sexual exploitation and as domestic workers. Fiji's liberal visa requirements—which allow nationals of 132 nations to enter the country without acquiring a visa—coupled with Fiji's role as a regional transportation hub, may contribute to Fiji being a transit area for human trafficking. Women from China, Thailand, Malaysia, and other East Asian countries are recruited deceptively in their home countries or while visiting Fiji, sometimes by Chinese criminal organizations. These women reportedly are exploited in illegal brothels (massage parlors and spas), local hotels, private homes, small and informal farms and factories, and other rural and urban locations. Workers from Cambodia, the Philippines, Burma, Indonesia, North Korea, China, Singapore, and other Asian countries are deceptively recruited in their home countries and transit through or board fishing vessels from Fiji ports and waters. They live in poor living conditions, accrue debt larger than promised wages, and work for little or no compensation on foreign fishing vessels, mainly Chinese and Taiwanese, in Pacific waters.

Family members, taxi drivers, foreign tourists, businessmen, and crew on foreign fishing vessels have been alleged to participate in the prostitution of Fijian children. Some Fijian children are at risk of human trafficking as families follow a traditional practice of sending them to live with relatives or families in larger cities; these children may be subjected to domestic servitude or coerced to engage in sexual activity in exchange for food, clothing, shelter, or school fees. Fijian children may also be subjected to forced labor in agriculture, begging, and industrial sectors.

The Government of Fiji does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the Fijian government investigated seven trafficking cases, prosecuted one trafficking offense, and convicted one trafficker. Authorities did not widely implement formal procedures to proactively identify victims of trafficking among vulnerable populations during the year and victim identification declined.



RECOMMENDATIONS FOR FIJI:
Continue efforts to investigate and prosecute trafficking offenses and convict and punish trafficking offenders; institute additional training for law enforcement and immigration officers on victim identification and protection; develop and strengthen formal procedures to proactively identify victims of trafficking, especially among vulnerable groups, such as foreign migrant workers on fishing vessels, those allegedly involved in prostitution, and children exploited by local citizens; enhance efforts to provide access to legal, medical, and psychological assistance to victims of trafficking; make efforts to allow identified trafficking victims to work and earn income while assisting with investigations; disseminate more anti-trafficking awareness campaigns directed at clients of child and adult prostitution; and accede to the 2000 UN TIP Protocol.

PROSECUTION
The Government of Fiji sustained anti-trafficking law enforcement efforts. The 2009 Crimes Decree includes provisions that prohibit all forms of trafficking. The prescribed penalties of up to 25 years' imprisonment, and possible fines of up to the equivalent of approximately $400,000, are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

In 2013, the anti-trafficking unit investigated seven cases, a decrease from nine investigations during the previous year. The government prosecuted and convicted one trafficker during the reporting period in a case involving three Malaysian nationals subjected to forced prostitution by a Fijian male of Chinese descent. The trafficker was sentenced to 11 years and 9 months' imprisonment. Prosecution of Fiji's first internal child sex trafficking case from 2012, which involved two adults accused of child sex trafficking, remained ongoing at the end of this reporting period.

The government continued to fund the police human trafficking unit's training workshops to detect and investigate trafficking cases. In addition, two-day anti-trafficking workshops were held in the four police divisional districts for isolated police posts and stations. Fijian government officials did not report any investigations or prosecutions of public officials complicit in human trafficking-related offenses during the year.

PROTECTION
The Government of Fiji sustained efforts to identify and protect trafficking victims. During the year, the police human trafficking unit identified three victims of trafficking, compared to six victims identified in the previous reporting period. The Immigration Department and the police human trafficking unit continued to use guidelines to identify potential trafficking victims, including at the border. However, the Immigration Department did not proactively identify victims of trafficking among vulnerable populations, such as women and girls in prostitution, foreign workers in spas, women who were deported for breaching visa conditions, and crew members who transit through or board vessels in Fiji ports.

The government continued to rely on NGOs and international organizations to supply long-term care facilities and specialized services for trafficking victims; the government did not allocate or provide funding to shelters for trafficking victims in 2013. The Ministry of Women, Social Welfare, and Poverty Alleviation, however, provided the equivalent of approximately $10,000 to a local NGO shelter to provide food for victims of child trafficking. Trafficking victims are eligible to apply for government legal aid and receive basic medical care, but no victims applied for these provisions during the reporting period. The government provided accommodation, medical care, interpreters, allowances for basic necessities, 24-hour police security, and temporary visas to foreign victims of trafficking. The government deported foreign women in prostitution without screening them for vulnerability to trafficking. The government did not offer permanent residency status for foreign victims, including those who participated in criminal trials.

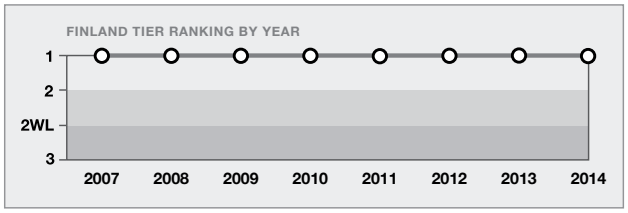
PREVENTION
The Government of Fiji increased efforts to raise public awareness about human trafficking. The Ministry of Women, Social Welfare, and Poverty Alleviation provided the equivalent of approximately $10,000 for an NGO to host a national conference in November 2013 to raise awareness on trafficking. The police human trafficking unit partnered with the Office of the Director of Public Prosecutions in a poster campaign to raise public awareness of trafficking issues. Unit staff also participated in several radio talk shows and major public events on human trafficking. The government published press releases and advertisements in Mandarin, Hindi, and Thai to publicize available government assistance for potential trafficking victims. The government did not make efforts to reduce the demand for commercial sex acts or child sex tourism during the reporting period. The government provided anti-trafficking training as a component of human rights training given to Fijian military personnel prior to their deployment abroad on international peacekeeping missions. Fiji is not a party to the 2000 UN TIP Protocol.

FINLAND (Tier 1)

Finland is a transit, destination, and limited source country for women and girls subjected to sex trafficking, and for men and women subjected to conditions of forced labor. Forced labor victims come from a variety of countries including Belarus, China, Estonia, India, Kyrgyzstan, Latvia, Lithuania, Sri Lanka, Thailand, Turkey, Ukraine, and Vietnam, and are exploited in the construction, restaurant, agriculture, metal, and transport industries, and as cleaners, gardeners, and domestic servants. Female sex trafficking victims originate in the Czech Republic, Estonia, Latvia, Lithuania, Nigeria, Poland, Romania, Russia, Southeast Asia, and other parts of West Africa. Finnish teenagers are reportedly vulnerable to sex trafficking.

The Government of Finland fully complies with the minimum standards for the elimination of trafficking. Law enforcement officials investigated more cases of trafficking and referred more victims to care in 2013; however, the government prosecuted and convicted a very low number of suspected trafficking offenders relative to the substantial number of potential victims

identified. During the reporting period, authorities continued to provide comprehensive assistance to potential trafficking victims, though the government cared for victims in shelters with a mixed population, which put trafficking victims at risk for being re-victimized. The government established a national coordinator position to improve cooperation between Finnish authorities and NGOs, though the position remained vacant at the close of the reporting period. The Finnish independent anti-trafficking national rapporteur continued exemplary self-critical reporting on trafficking in Finland, and the government performed outreach campaigns to individuals in prostitution.



RECOMMENDATIONS FOR FINLAND:

Increase law enforcement efforts against trafficking; make greater use of the trafficking statute to investigate and prosecute cases; encourage officials to proactively identify potential sex and labor trafficking victims and refer them to services to which they are entitled under Finnish law; ensure victims of trafficking are offered appropriate housing and specialized care, taking into consideration the risks of secondary trauma inherent in mixed-use shelters; continue training investigators, police, border officials, prosecutors, labor inspectors, and judges on human trafficking and the rights of trafficking victims; provide training on victim identification and referral for health care and social services employees; continue to encourage victim participation in the criminal process; and fill the position of the national trafficking coordinator and provide sufficient resources to fulfill the position's duties.

PROSECUTION

The Government of Finland sustained its anti-trafficking law enforcement efforts through increased police training and investigations, although authorities convicted very few traffickers, especially in light of the substantial number of identified victims. Law 1889-39 of the Finnish penal code prohibits all forms of both sex and labor trafficking and prescribes sentences of up to 10 years' imprisonment for convicted offenders—penalties that are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The Government of Finland reported initiating 12 sex trafficking investigations and 15 labor trafficking investigations in 2013, compared to 23 trafficking investigations in 2012. Authorities prosecuted 19 alleged trafficking offenders in 2013, compared to eight in 2012. Finnish courts convicted two labor trafficking offenders in 2013 with sentences of 30 months' imprisonment; this marked a decrease from the eight convictions in 2012. In four additional cases, five persons were charged with, and found not guilty of, trafficking, but were convicted on lesser charges. In addition, two appellate courts upheld prior convictions of three persons for human trafficking offenses. The government did not convict any offenders for sex trafficking in 2013. The Finnish government continued to integrate trafficking awareness into its formal classroom training for the police and border official, and the rapporteur provided training to police, the border official, prosecutors, and judges. In early 2014, the government designated a trafficking expert in each of Finland's 24 regional police districts; the designated officers served as local resources and trainers for the other police officers and planned to meet twice annually to share best practices among the network of experts. The government also designated five prosecutors from different regions in the country to handle trafficking cases. Law enforcement authorities collaborated with other governments on trafficking investigations. The government did not report the investigation or prosecution of any public officials for trafficking-related complicity.

PROTECTION

The government sustained its protection efforts during the reporting period, showing improvement in the number of victims identified by authorities; however, it struggled to identify sex trafficking victims. The government provided both direct care and funding for third-party care through an asylum reception center that offered shelter, psychological assistance, medical care, legal consultation, and other services to identified victims of trafficking. The staff of the reception center was also empowered to identify and authorize care for trafficking victims, even when law enforcement authorities did not identify a person as a trafficking victim. However, the available shelter housed a mixed population, which posed risks for the re-victimization of some trafficking victims, particularly victims of sex trafficking. The reception center maintained a hotline and a website in multiple languages exclusively for trafficking victims. In 2013, although the reception center reported spending the equivalent of approximately $1,201,500 on the care of trafficking victims and operating expenses, a decrease from $1,933,400 in 2012, the government fully funded victim protection efforts for trafficking victims. Officials identified 56 victims in 2013, an increase from 46 victims identified in 2012. In total, 128 potential trafficking victims asked for assistance in 2013, an increase from 60 in 2012, which was largely due to one group referral of 50 persons. Victims of labor trafficking continued to constitute the bulk of the referrals to Finland's victim assistance program, and experts reported that Finnish authorities' efforts to identify sex trafficking victims were insufficient. Observers reported victims of sex trafficking are often categorized as witnesses to procuring offenses; witnesses to procuring offenses rarely receive the same assistance as victims of trafficking. Finnish courts required two offenders convicted of labor trafficking to pay compensation to victims.

The government encouraged victims to assist in the investigation and prosecution of trafficking offenders. In 2013, 12 victims assisted law enforcement in pre-trial investigations, 10 of whom participated in the prosecutions of alleged traffickers. Finnish law allowed identified trafficking victims a six-month reflection period, during which they could receive immediate care and assistance while considering whether to assist law enforcement. Authorities provided 12 victims with a reflection period in 2013, an increase from no victims in 2012. The government offered an extended residence permit to 12 victims wishing to stay longer than six months, compared to 32 permits issued in 2012. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

PREVENTION

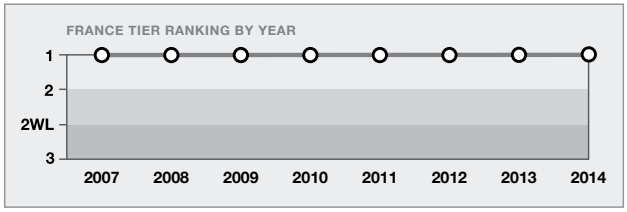
The government improved its anti-trafficking prevention activities in 2013 through establishing a national coordinator position and performing outreach to individuals in prostitution. The rapporteur continued her analysis of the government's anti-

trafficking efforts and advocated for specific changes through its public report. In June 2013, the government created the position of a national trafficking coordinator to improve cooperation between Finnish authorities and NGO care providers, an area the rapporteur had identified as a weakness in Finland's fight against trafficking. The national coordinator position was not filled by the end of the reporting period. The government interviewed and distributed pamphlets in multiple languages to individuals in prostitution to inform them of their rights and what constituted sex trafficking. The government continued to provide assistance to other governments for counter-trafficking programs and to a regional expert group on trafficking. To prevent child sex tourism by Finnish citizens traveling abroad, the government distributed brochures at a travel show to thousands of potential travelers, highlighting the harm child sex tourism causes to children. The government also demonstrated efforts to reduce demand for commercial sex acts. The Finnish government provided anti-trafficking training to Finnish forces prior to their deployment abroad on international peacekeeping missions.

FRANCE (Tier 1)

France is a destination, transit, and a limited source country for men, women, and children subjected to trafficking in persons, specifically forced labor and sex trafficking. Foreign victims from Eastern Europe, West Africa, and Asia, as well as North Africa and South America, are subjected to sex trafficking and forced labor. Sex trafficking networks controlled by Bulgarians, Nigerians, Romanians, Chinese, and French citizens force women into prostitution through debt bondage, physical force, and psychological coercion, including the invocation of voodoo. Students and isolated foreign minors are also increasingly exploited for sexual purposes. The Government of France estimates the majority of the 20,000 people in France's commercial sex trade, about 90 percent of whom are foreigners, are likely trafficking victims. Source countries include Romania, Nigeria, China, Brazil, and Bulgaria. There is a noticeable increase in online-advertised prostitution organized by Russians and Bulgarians and classified ads posted by organized networks, both involving trafficking victims, mainly controlled by Romanians, Bulgarians, Nigerians, and Brazilians. Reports indicate that significant number of children—one NGO estimates approximately 5,000—primarily from Romania, West Africa, and North Africa, are victims of forced prostitution in France. Women and children from Suriname are victims of sex trafficking in French Guyana. Roma and other unaccompanied minors in France continue to be vulnerable to forced begging and forced theft. Women and children continue to be subjected to domestic servitude mostly in cases where families exploit relatives brought from Africa to work in their households.

The Government of France fully complies with the minimum standards for the elimination of trafficking. The government revised its anti-trafficking law and continued to protect a large number of victims; however, the government's efforts to combat labor trafficking were much weaker than those undertaken for sex trafficking. Robust cooperation with external law enforcement organizations continued as demonstrated by the breakup of numerous sex trafficking and forced begging networks. The government also increased cooperation with destination countries for child sex tourism by French nationals. Despite these efforts, the government continued to lack a national action plan and a national rapporteur position responsible for all trafficking-related statistics and in charge of evaluating data from other government agencies. The implementation of victim protection policies remained inconsistent between regions and municipalities and the fee victims must pay to receive temporary resident permits more than doubled in 2014. Law enforcement efforts under the anti-trafficking statute were extremely low compared with the number of victims identified.



RECOMMENDATIONS FOR FRANCE:
Greatly increase investigations, prosecutions, and convictions under the trafficking statute, ensuring convicted offenders are sentenced to jail terms; amplify training on and enforcement of labor trafficking laws; increase anti-trafficking training for prosecutors and judges, ensuring that emphasis is placed on increasing the use of the trafficking statute; formalize a referral mechanism adequately addressing the needs of both sex and labor trafficking victims, including children forced to beg and steal; strengthen victim protection for child victims of forced begging and theft; improve victims' access to restitution; standardize residence permit issuance policies and consider waiving fees for trafficking victims; ensure women and children arrested for soliciting or theft are screened for trafficking indicators; offer trafficking victims a 30-day reflection period; ensure victims of trafficking receive care regardless of cooperation with law enforcement; enhance the collection of law enforcement and victim assistance data; adopt the 2014-2016 National Action Plan; and create a national rapporteur responsible for all statistics related to human trafficking and in charge of evaluating data.

PROSECUTION
The government sustained anti-trafficking law enforcement efforts and improved its definition of trafficking under new legislation; nevertheless, the French prosecution and conviction efforts under the trafficking law remain very low compared with the identification of the crime in France. France prohibits all forms of trafficking in persons through Article 225-4 of its penal code, which prescribes maximum penalties of between seven years' and life imprisonment for trafficking offenses. In August 2013, the government amended Article 225-4 to comply with EU Directive 2011/36/EU. The law better aligned the French definition of trafficking with international law by ensuring that coercion was included as an element of the base offense of trafficking for adults, rather than an aggravating factor. The law includes penalties from seven to 30 years' imprisonment; the law also created the offenses of servitude, with a punishment of up to 10 years' imprisonment, and forced labor, with a punishment of up to seven years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. The government continued to have difficulty collecting and reporting current data on its anti-trafficking law enforcement efforts, inhibiting its ability to assess the country's trafficking situation and its own anti-trafficking efforts. Law enforcement reportedly dismantled 45 sex trafficking networks in 2013, mostly from Eastern Europe. In 2013, French authorities formally questioned 824 individuals suspected of trafficking or pimping offenses, but did not specifically report the number of trafficking investigations within that figure. In 2012,

the most recent year for which data is available for convictions, French authorities prosecuted and convicted 17 offenders under Article 225-4-2, the same amount as in 2011. The government also convicted 19 offenders for the prostitution of children in 2012, compared with 22 in 2011. In addition, in 2012, the government obtained convictions against 19 offenders for the exploitation of begging, compared with 15 in 2011.

Some trafficking cases may be reflected in the 590 convictions under the aggravated anti-pimping statute in 2012; an estimated 15 percent of the original arrests in those cases were for trafficking-specific offenses. In March 2013, a man was sentenced in Avignon to 18 months' imprisonment for buying a 15-year-old girl from Cote d'Ivoire for domestic servitude and subjecting her to physical abuse. In May 2013, the leader of a forced theft network involving Roma children was sentenced by a Paris court to seven years' imprisonment; 20 accomplices were sentenced to between one and five years' imprisonment. In September 2013, Paris police arrested eight people who subjected approximately 90 transgender individuals from Argentina to sex trafficking. In October 2013, a court in Nancy sentenced 26 people to between two and eight years' imprisonment for forcing Roma children as young as 10-years-old to commit robberies. In November 2013, police announced the dismantling of one of the largest trafficking networks involving Eastern European children ever identified in France. Police arrested six individuals accused of forcing their children to commit burglaries in Paris and surrounding areas following a six-month joint investigation with Romania. In April 2013, a Paris court sentenced 22 people responsible for two sex trafficking networks to between one and 10 years' imprisonment. In December 2013, Limoges police arrested 10 people from a Bulgarian sex trafficking network for victimizing approximately 60 women and girls. In December 2013, a court in Alpes-Maritimes sentenced a man to 20 years' imprisonment for the purchase of a four-year-old Moroccan boy for sexual exploitation. In January 2014, two people were arrested in Paris for subjecting a dozen women and girls from China to sex trafficking.

The Ministry of Justice continued to offer an annual training session for prosecutors and magistrates on France's anti-trafficking laws, which have historically been underused due to prosecutors' lack of familiarity with anti-pimping statutes. The government's current anti-trafficking strategy continues to call for prosecutors to prosecute traffickers under as many statutes as possible. Because it is frequently more difficult to obtain a conviction for trafficking than for other offenses, by using as many charges as possible, the intent is to obtain a conviction on at least one count. The government sponsored training for police and distributed pocket-sized cards to border police and NGOs on how to identify trafficking victims. France cooperated with international and intergovernmental law enforcement agencies in 208 cases in 2013, as well as several cases with Bulgaria, China, Romania, and Spain to investigate human trafficking cases. There were no reports of cases of human trafficking among foreign diplomats posted in France. In May 2013, the Lyon Appeals Court increased the sentence of the wife of Muammar Qadhafi's former chief of staff for holding four Tanzanian women against their will in the family's house in France to two years' imprisonment, with a one-year suspended prison sentence, a fine the equivalent of approximately $207,000, and compensation the equivalent of approximately $69,000 to four female forced labor victims from Tanzania. In October 2013, a retired police officer and his domestic partner were put under formal investigation for forcing two women from Cameroon into prostitution.

PROTECTION

The government improved protection efforts by identifying an increased number of victims and providing funding to sex trafficking victims, but efforts to protect victims were inconsistent within different regions of France. The government has a formal procedure for identifying victims who were French citizens or legal residents. The government by law provides shelter and assistance to all victims of exploitation, regardless of their nationality or type of exploitation suffered. The government sponsored trainings for social workers and other government employees, including labor inspectors, on trafficking victim identification, as well as training for managers and employees of major hotel groups on suspicious activity they should report to police. The government identified 912 victims of pimping and sex trafficking in 2013—892 females (26 minors) and 20 males (two minors)—including victims from Romania (210), France (206), Nigeria (133), China (108), Brazil (37), Bulgaria (32), and 42 other countries. In 2012, the government identified 751 victims of trafficking and pimping. An NGO receiving partial government funding received 257 reports of trafficking victims and assisted a total of 147 victims in 2013, including 33 new victims (25 women and eight men) who were subjected to forced labor.

The Ministry of Justice and the Ministry of Women's Rights provided funding for the Ac-Se system, which is an NGO-managed network of 56 NGO-run shelters assisting vulnerable adult victims of sex and labor trafficking. Ac-Se assisted 68 victims of trafficking in 2013 (eight fewer than in 2012), providing them with shelter, legal, medical, and psychological services. Shelters located throughout France allowed NGOs to place victims far away from where they were exploited. Ac-Se received the equivalent of approximately $275,000 from central government funding sources in 2013; regional and local governments provided additional funding. Local governments provided French language classes to victims. Some victims could qualify for subsidized housing and job training programs. Victims received the equivalent of approximately $480 as an initial stipend from the government, and the equivalent of approximately $137 per month thereafter. Victims had to wait an average of seven days for access to a shelter, a decrease from the average 14-day wait in 2012. The central and municipal governments also partially funded the operation of a shelter in Paris and a small number of emergency apartments. Child protective services placed child victims of trafficking into children's shelters. The government continued to operate a hotline for children in abusive situations, including human trafficking. While French authorities did not report overall funding allocations to NGOs for victims of trafficking, the central government, municipal governments, and the city of Paris provided at least the equivalent of approximately $3.2 million to NGOs for victim assistance in 2013.

French law provided for a 30-day reflection period for suspected trafficking victims; however, some authorities were reportedly not familiar with the reflection period and did not offer it. Victims of trafficking were eligible for temporary residency permits, provided they cooperated with police investigations. The permits were typically valid for one year and were renewable every six months. The government issued first-time residency documents to 39 victims and renewals to 113 victims, with waiting periods for permits ranging from 15 days to 18 months; in January 2014 the cost for this permit increased from the equivalent of approximately $390 to $840. Victims of trafficking who obtained residency were able to work or leave the country during trial proceedings. These permits were available during the duration of

the criminal process and automatically became permanent upon an offender's conviction. In cases in which offenders were not convicted, local prefects had the discretion to grant permanent residency cards to victims. NGOs noted highly inconsistent practices among prefects in the issuance of residence permits, particularly if the victims had past convictions for prostitution. Some trafficking victims found it easier to apply for and obtain asylum, as the process involved no cost and no requirement to participate in a prosecution. Trafficking victims were eligible to receive restitution through the Crime Victims Compensation Program; the equivalent of approximately $310,411 was allocated to trafficking victims in 2013 from this fund. There were no specific reports of identified trafficking victims being penalized for crimes committed as a direct result of their being trafficked. However, NGO contacts reported police punished victims, including child victims, for soliciting and theft, and when the police encountered the victims on multiple occasions, the police imprisoned them. The issue was exacerbated by the majority of victims escaping from juvenile housing centers and returning to their prior activities.

The government has an NGO-run referral program to transfer victims detained, arrested, or placed in protective custody by law enforcement authorities to institutions that provide short-term care. The government also provided witness protection services for victims of trafficking who work with police to prosecute traffickers. Case-specific protection in France must be authorized by a judge and can take the form of complete 24-hour-a-day protection for victims who will testify or a mixed protection program in which police work with NGOs to ensure the protection of victims. To qualify for the more robust protection program, victims must fulfill certain criteria that involve being the primary witness or essential to the outcome of a trial. NGOs assessed when victims are willing to cooperate with law enforcement authorities, the referral process worked well. However, because victim assistance was based on cooperation with law enforcement, those victims unwilling to cooperate did not receive assistance.

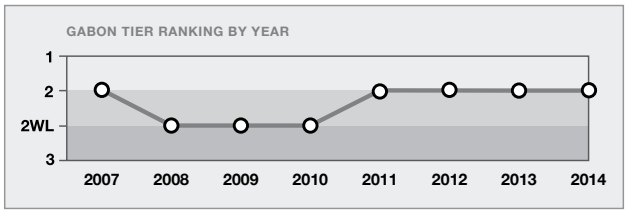
PREVENTION

The government sustained anti-trafficking prevention efforts, but efforts to raise awareness within France did not adequately address the enormity of the issue. The government continued to operate without an approved national action plan, although the 2014-2016 plan is expected to be adopted in June 2014. The government did not run a national anti-trafficking awareness campaign, but NGOs receiving government funds ran campaigns. The government increased efforts to address child sex tourism committed by French citizens. NGO contacts estimated 15 French nationals are sentenced every year for involvement in child sex tourism, mainly in Asia. The government implemented a reporting mechanism with Senegal, Gambia, Madagascar, Kenya, and South Africa for French nationals who engage in child sex tourism. French police traveled to child sex tourism destination countries to investigate reports of child sexual exploitation abroad and to investigate French nationals suspected of this criminal activity. The French government funded programs through airlines and tourism operators describing the penalties for child sex tourism. All tourism students in France were obligated to take coursework on preventing child sex tourism. The government also took steps to reduce demand for prostitution among troops stationed abroad, although the government did not initiate any campaigns to reduce demand for commercial sex acts within France. The French government provided anti-trafficking training to all peacekeeping troops prior to their deployment abroad on international peacekeeping missions.

GABON (Tier 2)

Gabon is primarily a destination and transit country for women, men, and children from Benin, Nigeria, Togo, Mali, Guinea, Cameroon, and other West African countries who are subjected to forced labor and sex trafficking. Some victims transit Gabon *en route* to Equatorial Guinea. The majority of victims are boys forced to work as street vendors or mechanics. Girls are subjected to domestic servitude and forced labor in markets or roadside restaurants. West African women are forced into domestic service or prostitution in Gabon. Some foreign adults seek the help of smugglers for voluntary labor migration, but are subsequently subjected to forced labor or prostitution after arriving in Gabon without the proper documents for legal entry. During the reporting period, reports indicated adult men were subjected to forced labor on cattle farms in Gabon. Traffickers appear to operate in loose, ethnic-based crime networks, with female traffickers, some of whom may have been trafficking victims in the past, recruiting and facilitating the transportation of victims in countries of origin. In some cases, child victims report their families turned them over to intermediaries promising employment opportunities in Gabon. There is evidence some traffickers operate in other areas of the country to avoid detection in Libreville. Reports indicate the involvement of Nigerian syndicates in bringing trafficking victims to Gabon.

The Government of Gabon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increased protection efforts by identifying more trafficking victims, referring them to care, and working with several governments in the region to repatriate 30 foreign victims following their stay in shelters operated by the government or in government-supported NGO facilities. It also re-activated the Inter-Ministerial Committee to Monitor Child Trafficking, which organized various trainings for law enforcement, magistrates, labor inspectors, and social workers; conducted a national awareness campaign on child trafficking; and assisted in the drafting of amendments to extend the 2004 trafficking law to adults. The government did not report any convictions during the reporting period and failed to identify or provide protective services to any adult victims during the reporting period.



RECOMMENDATIONS FOR GABON:

Increase efforts to prosecute, convict, and punish trafficking offenders, including those involved in adult trafficking; enact provisions criminalizing all forms of adult trafficking; expand training for social workers, law enforcement, labor inspectors and judicial staff to include adult trafficking; develop a system to track trafficking cases and provide relevant law enforcement and victim protection statistics; increase financial or in-kind support to government-run shelters and government-supported NGO

shelters; develop an inter-ministerial committee to address adult trafficking or expand the existing inter-ministerial committee's mandate to include adult trafficking; and expand national awareness-raising campaigns to include information on adult trafficking.

PROSECUTION

The Government of Gabon maintained modest law enforcement efforts during the reporting period. Existing laws do not prohibit all forms of human trafficking; for example, they do not criminalize bonded labor. Law 09/04, "Concerning the Prevention and the Fight Against the Trafficking of Children in the Gabonese Republic," enacted in September 2004, prohibits child trafficking for both labor and sexual exploitation and prescribes penalties of up to a maximum of 40 years' imprisonment, along with a possibility of a fine of up to the equivalent of approximately $20,000-$40,000; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Penal code Article 261 prohibits the procuring of a child for the purpose of prostitution and prescribes a sufficiently stringent penalty of two to five years' imprisonment. Law 21/63-94 prohibits forced prostitution of adults and prescribes sufficiently stringent penalties of two to 10 years' imprisonment, which are commensurate with penalties prescribed for other serious crimes, such as rape. Penal code Article 48 prohibits the use of children in illegal activities, prescribing penalties of five to 10 years' imprisonment. Title 1, Article 4 of the Gabonese labor code (Law 3/94) criminalizes all forms of forced labor, prescribing penalties of one to six months' imprisonment, which are not sufficiently stringent and do not reflect the serious nature of the offense. During the reporting period, the government drafted an amendment to Law 09/04 to extend its provisions to the trafficking of adults—which is now covered by separate forced prostitution and forced labor provisions—and includes more severe penalties. However, the government did not pass the proposed amendment by the close of the reporting period.

The government reported 50 investigations, at least nine prosecutions, and zero convictions during the reporting period, compared to 30 investigations, 10 prosecutions, and 9 convictions from the previous reporting period. The government, in partnership with an international organization, provided training to 80 magistrates, 120 law enforcement officers, 10 labor inspectors, and 60 social workers throughout the country; the trainings focused on how to investigate and prosecute child trafficking cases, identify victims, and provide victims with protective services. The government did not provide training related to adult trafficking during the reporting period. The government investigated a local chief and a prosecutor for alleged complicity in a child labor trafficking case; the investigation was ongoing at the close of the reporting period, and the government did not report any additional investigations, prosecutions, or convictions of public officials for complicity in human trafficking offenses.

PROTECTION

The Government of Gabon sustained modest efforts to ensure victims of trafficking received access to necessary protective services during the reporting period. Government personnel employed procedures to identify victims of trafficking among vulnerable groups, such as migrant children, and systematically referred them to government or NGO shelters. Government officials identified 50 child trafficking victims during the year, all of whom were referred to care facilities for assistance; this demonstrates an increase from the previous reporting period, when the government identified 19 victims. The Ministry of Family and Social Affairs assisted in the repatriation of 30 of these victims; 20 of the children were repatriated to Benin, and the remaining 10 were repatriated to Togo, Mali, and Nigeria.

The government provided an unknown amount of funding to support four centers that offered shelter, medical care, education, and psycho-social services to orphans and vulnerable children, including child trafficking victims, in Libreville and Port Gentil, as well as a short-term center in Mouila. Two centers were government-funded, while the other three were NGO centers supported partly by the government through in-kind donations, as well as the provision of service support, including social workers. Neither the government nor NGO-run transit centers were specifically designated for adult victims, but in practice, they could provide shelter and services to adults; however, no adults were identified during the reporting period.

If victim repatriation was not an option, the Ministry of Social Affairs could provide a victim with immigration relief and resettle them in Gabon; an unknown number of victims availed themselves of this legal alternative during the reporting period. Victims were encouraged to testify during the prosecution of their traffickers. Testimony is routinely taken by prosecutors, police, and magistrates at the time of arrest of the suspected traffickers or rescue of the victim. The Ministry of Justice worked with other ministries and agencies to provide victims with protective services in Gabon until prosecutors and investigators could present their cases in court. In cases where financial restitution for support and repatriation, where appropriate, could not be obtained from the trafficker or the country of origin, the Government of Gabon absorbed the costs or sought the assistance of NGOs. There were no reports of the government detaining, fining, or jailing victims due to acts committed as a result of their being trafficked.

PREVENTION

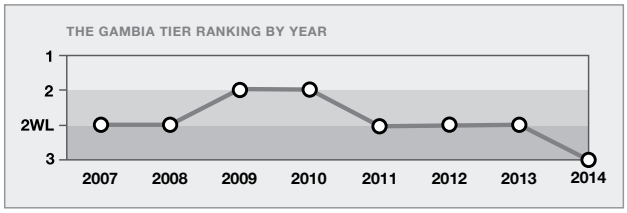
The Gabonese government demonstrated increased efforts to prevent trafficking. The government's Inter-Ministerial Committee to Monitor Child Trafficking—the focal point for coordinating government anti-trafficking activities—held its first meeting in early 2013 after 12 months of inactivity. The committee met regularly during the reporting period and drafted a national action plan to combat trafficking for 2014; however, the plan was not finalized at the close of the reporting period. In addition to coordinating aforementioned trainings and protection efforts, the committee organized a national awareness campaign on child trafficking. The campaign not only alerted potential child trafficking victims to trafficking risks and how to seek assistance, but also informed employers of the legal penalties for trafficking crimes. The government did not make any other discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period.

THE GAMBIA (Tier 3)

The Gambia is a source and destination country for women and children subjected to forced labor and sex trafficking. Within The Gambia, women, girls, and, to a lesser extent, boys are subjected to sex trafficking and domestic servitude. Women, girls, and boys from West African countries—mainly Senegal,

Sierra Leone, Liberia, Ghana, Nigeria, Guinea, Guinea-Bissau, and Benin—are recruited for commercial sexual exploitation in The Gambia. The majority of these victims are subjected to sexual exploitation by European child sex tourists. Observers believe organized sex trafficking networks use both European and Gambian travel agencies to promote child sex tourism. Many Gambian boys attend Koranic schools led by religious teachers, known as *marabouts;* some corrupt or unscrupulous *marabouts* force such boys into begging and street vending. Gambian children have been identified as victims of forced labor in neighboring West African countries, including Ghana and Senegal.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not provide comprehensive law enforcement data relating to trafficking offenses; it did not report initiating any prosecutions or securing any convictions of trafficking offenders during the reporting period. It also did not formally identify any trafficking victims nor indicate whether any victims were afforded shelter or care by government-supported services. The government continued to sustain modest prevention efforts over the reporting period.



RECOMMENDATIONS FOR THE GAMBIA:

Vigorously investigate and prosecute trafficking offenses and ensure adequate sentencing for convicted trafficking offenders; train law enforcement personnel to identify trafficking victims proactively among vulnerable populations, such as boys in street vending, unattended children in tourist resorts known to be sex tourism destinations, and women in prostitution, and refer them to protective services; improve data collection relating to victim identification and law enforcement statistics; develop standardized procedures for referring trafficking victims to NGO care services and make government officials and the NGO community aware of these procedures; engage with anti-trafficking counterparts in the region to enable the safe repatriation of victims to and from The Gambia; and provide adequate funding and resources to the National Agency Against Trafficking in Persons so it can effectively implement the anti-trafficking national action plan.

PROSECUTION

The government demonstrated a decrease in anti-trafficking law enforcement efforts during the reporting period. The Gambia's 2007 Trafficking in Persons Act prohibits all forms of trafficking, and an October 2010 amendment increased the prescribed penalties to 50 years' to life imprisonment for all forms of trafficking. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The Gambia's 2005 Children's Act also prohibits child trafficking—though it does not include forced labor in its definition of trafficking—prescribing a penalty of life imprisonment. The 2003 Tourism Offenses Act explicitly prohibits child sex trafficking, prescribing a penalty of 10 years' imprisonment.

The government reported investigating one suspected trafficker during the year, and did not report any prosecutions or convictions; however, the government did not provide comprehensive law enforcement data related to trafficking cases during the reporting period. The government, in partnership with NGOs and international organizations, provided sensitization seminars to over 1,000 law enforcement officers and social workers on trafficking in persons. Additionally, in October 2013, the Gambian Police Force adopted a new police training manual, funded in part by UNICEF. The manual, which includes a module on human trafficking, will be included in trainings for all new police recruits; during the reporting period, the manual was used to train 60 new police recruits. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses.

PROTECTION

The government demonstrated negligible efforts to protect victims of human trafficking during the reporting period, as it did not formally identify any trafficking victims. The Department of Social Welfare (DSW) allocated the equivalent of approximately $11,500 to operating a shelter for trafficking victims, abandoned children, and victims of domestic violence, as well as a drop-in center for street children; no trafficking victims were cared for in these facilities during the reporting period. The shelter offers 24-hour services to children and adults; however, no victims in the shelter were allowed to leave the premises without a chaperone. The government operated a 24-hour multi-purpose hotline, which could be used to report trafficking offenses. The government continued to maintain an electronic child protection database, which includes information on trafficking cases, although no cases were identified in 2013. The Trafficking in Persons Act allows foreign victims to obtain temporary residence visas for the duration of legal proceedings; the government offers no other legal alternatives to the removal of foreign trafficking victims to countries where they may face retribution or hardship. There were no reports of victims being penalized for unlawful acts committed as a result of being trafficked; however, the lack of formal identification procedures likely resulted in some victims remaining unidentified in the law enforcement system.

PREVENTION

The government demonstrated sustained modest prevention efforts during the reporting period. The National Agency Against Trafficking in Persons (NAAPTIP)—the coordinating body for governmental anti-trafficking efforts—met monthly and continued to receive modest funding of the equivalent of approximately $33,000 from the government. NAAPTIP relied on NGOs and international organizations for additional support. Its officials traveled to key border posts to sensitize immigration, police, and customs officers, as well as local community leaders, on trafficking in persons and the need to report any suspected cases directly to NAAPTIP. NAAPTIP officials also updated the government's four-year national action plan on trafficking, which covers 2012-2016. The DSW operated 66 Community Child Protection Committees during the reporting period, which held monthly meetings and sensitization activities, some of which related to trafficking. The DSW and the Department of Education continued to operate a program providing financial support and resources to 12 Koranic schools on the condition

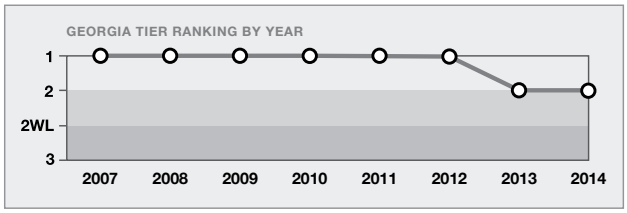
that their students are not forced to beg; over 1,000 children benefitted from the program during the reporting period; the government contributed the equivalent of approximately $2,600 each month during the reporting period to fund the program.

The Gambia Tourism Board, with support from a local NGO, co-funded the installation of an electronic billboard at Banjul International Airport to warn visitors of the severe penalties for engaging in child sex tourism. It also held five seminars on child sex tourism for approximately 190 law enforcement officers, tourism industry operators, and members of the public. Authorities continued to enforce the 2005 ban on unattended children in resort areas, but this effort did not lead to the referral of any child trafficking victims to protective services or the apprehension of any suspected traffickers or child sex tourists. Additionally, the DSW continued to operate five Neighborhood Watch Groups to monitor urban areas near tourist resorts for possible cases of child abuse or child sexual exploitation. The government did not make any discernible efforts to decrease the demand for forced labor during the reporting period. The government provided anti-trafficking training to Gambian troops before their deployment abroad on international peacekeeping missions.

GEORGIA (Tier 2)

Georgia is a source, transit, and destination country for men, women, and children subjected to trafficking in persons, specifically the forced prostitution of women and the forced labor of men, women, and children. Women and girls from Georgia are subjected to sex trafficking within the country, as well as in Turkey, and, to a lesser extent, the United Arab Emirates and Russia. Women from Azerbaijan, Uzbekistan, Kyrgyzstan, and other countries are subjected to forced prostitution in Georgia's commercial sex trade in the tourist areas of Batumi and Gonio in Adjara province. In May 2013, an Uzbek sex trafficking victim was murdered in western Georgia by a man believed to be acting on behalf of her trafficker. Experts report that women are subjected to sex trafficking in saunas, strip clubs, casinos, and hotels. Georgian men and women are subjected to forced labor within Georgia, and in Turkey, Russia, Azerbaijan, Cyprus, Italy, Qatar, Sweden, and other countries. Georgian migrants pursuing employment in agriculture and other low-skilled jobs contact employers or agents directly, only later becoming victims in their destination country. In recent years, foreign nationals have been exploited in agriculture, construction, and domestic service within Georgia. Some street children may be subjected to forced begging or coerced into criminality. Georgia is a transit country for trafficking victims from Central Asia to Turkey. No information was available about the presence of human trafficking in the separatist regions of Abkhazia and South Ossetia.

The Government of Georgia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Georgia's anti-trafficking law enforcement efforts remained low, but improved compared with the previous reporting period: the five convictions under Article 143 are an improvement compared with none in 2012 and one conviction in 2010, but still are lower than previous years. Some experts cited a decline of political will since 2010, although serious efforts have been made to update trafficking statutes to address changes in trafficking techniques. Arrests of brothel owners seldom led to prosecutions, with brothels continuing to operate. The absence of a functioning Labor Inspectorate for the identification of cases of labor trafficking continued to be an issue of concern.



RECOMMENDATIONS FOR GEORGIA:

Assign police with specialized training in trafficking to participate in raids of suspected brothels, and allow victim assistance service providers to participate in Adjara province; investigate and, when sufficient evidence exists, prosecute suspected traffickers, including brothel owners; create a functioning Labor Inspectorate for the identification of cases of labor trafficking; given the absence of labor inspectors in Georgia, ensure proactive outreach to workers, including both documented and undocumented foreign migrants, who are vulnerable to trafficking; employ more effective, proactive methods to detect and identify potential trafficking victims among vulnerable populations; ensure children in prostitution are properly identified as trafficking victims; ensure that children who are subjected to forced begging and vulnerable to commercial sexual exploitation are not inadvertently criminalized or punished for crimes committed as a direct result of their being trafficked; increase efforts to investigate and prosecute suspected trafficking cases, including by assessing non-physical forms of coercion, and convict labor and sex trafficking offenders; ensure that NGOs are funded and remain active partners in providing public awareness and outreach campaigns; consider appointing a victim-witness advocate to help ensure the rights of Georgian and foreign victims are respected during legal proceedings; continue to raise awareness among government officials and the general public about all forms of human trafficking; and continue awareness-raising campaigns about the existence of human trafficking, legal recourse, and available protection services, targeted at vulnerable groups.

PROSECUTION

The Government of Georgia increased its law enforcement efforts over the previous reporting period, but efforts remained low. Georgia prohibits all forms of trafficking in persons through the Law on Combating Trafficking in Persons and Article 143 of its criminal code, which prescribes penalties ranging from seven to 20 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. Investigations were approximately the equivalent to the previous reporting period, with 11 investigations—seven for sex trafficking, three for labor trafficking, and one still to be determined; seven were conducted in the prior reporting period. Three defendants were prosecuted for sex trafficking of an adult under Article 143(1), and there were three convictions, more than the two sex trafficking offenders prosecuted and none convicted in the previous reporting period. In July 2013, one offender was sentenced to six years and eight months' imprisonment for subjecting two Georgian women to sex trafficking. In November 2013, another offender was sentenced to nine years' imprisonment for subjecting an Uzbek woman to sex trafficking. In March 2014, one woman was convicted in absentia for sex trafficking and sentenced to life

imprisonment for trafficking and ordering the murder of her trafficking victim. The government prosecuted and convicted two defendants under Article 143(2) for sex trafficking of a minor during the reporting period. In January 2014, one offender in that case was sentenced to 14 years' imprisonment and the other offender was sentenced in absentia to 11 years and six months' imprisonment. An official expressed concern about a lack of political will to combat trafficking, as evidenced by the reduction in staffing in the prosecutor's trafficking unit from 2009-2012. Brothel owners who may have subjected women to sex trafficking were not properly investigated. The government continued its training programs for law enforcement as well as additional specialized training for prosecutors, judges, immigration officials, border police, and other front-line responders during the year. Experts noted police lacked enhanced interview techniques for questioning victim-witnesses, who can experience further trauma during this process. Police arrested large numbers of women in prostitution, many of whom who were not screened for human trafficking, and potential victims may have been compelled to testify against pimps and brothel owners. The Government of Georgia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Georgia sustained efforts to identify and protect trafficking victims, but there were deficiencies in the protection of children subjected to forced begging, and women and girls subjected to sex trafficking. The government identified 42 sex trafficking victims during the reporting period; this was an increase from 18 victims identified the previous reporting period. No victims of forced labor were identified within Georgia. The low level of victim identification of children in exploitative situations on the street, foreign women in the commercial sex trade, and Georgian and foreign workers in vulnerable labor sectors concerned experts. The government continued to lack a Labor Inspectorate to monitor suspected cases of forced labor. Without the participation of victim assistance service providers, some of the police raids on brothels involved police lacking human trafficking training and without proper screening of victims. Experts observed some gaps during part of the reporting period in the government's interagency efforts to coordinate counter trafficking actions. During the reporting period, the government funded and operated two shelters, but adult victims were not permitted to leave the shelters unchaperoned. Two other shelters were run by NGOs; these were used infrequently, largely as a short-term, interim solution when a victim could not immediately be housed in a state-run shelter. The government's shelters provided extensive medical aid, psychological counseling, and legal assistance to 15 trafficking victims in the reporting period. Twenty-nine trafficking victims received financial assistance from the government during the reporting period, consisting of a one-time payment in an amount equivalent of approximately $650 each, an increase from five victims who received such support in the previous reporting period. The government reported that foreign trafficking victims were eligible for temporary residence permits, but no foreign victims requested them during the reporting period. In May 2013, the government signed a cooperation agreement with an international organization on providing employment and other assistance to foreign victims, including repatriation. The government reported that victims were encouraged to assist law enforcement with trafficking investigations and prosecutions, although their assistance is not required in order to receive government protection or shelter services; five of the 42 identified victims assisted law enforcement in the reporting period, an increase compared to the assistance of three victims' participation during the previous reporting period. The government provided psychological services to 35 victims; 41 received legal assistance; 29 received financial compensation; six received shelter; and 11 received medical assistance. Victims of all ages, genders, and nationalities had access to services on an equal basis. Deportation of trafficking victims was not permitted by law. Georgian embassies abroad identified and provided support to labor trafficking victims in Italy and Qatar. The government referred all identified victims to care facilities.

PREVENTION

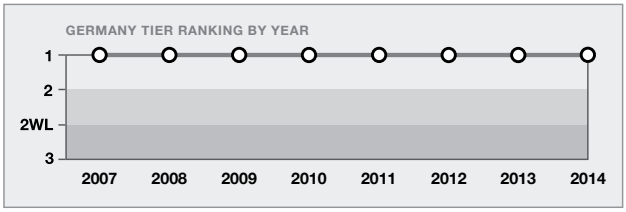
The Georgian government continued its anti-trafficking prevention activities, implementing a broad public information campaign. Government officials participated in several television shows to discuss the dangers of trafficking. The government, in cooperation with an international organization, produced and distributed brochures at border crossings and consular sections abroad in Georgian, Russian, and English with information on consular assistance available and about the risks of human trafficking. The government, in cooperation with an international organization, distributed flyers about sex trafficking to truck drivers and casino visitors to reduce the demand for commercial sex acts, but did not report efforts to reduce the demand for forced labor. The government also held a series of information seminars in cooperation with a local NGO for potential migrants in Georgia's three largest cities—Tbilisi, Rustavi, and Kutaisi—in April 2013. The government disseminated anti-trafficking materials to orphanages, at-risk youth groups, and adolescent organizations. The government continued to fund an anti-trafficking hotline. The government provided trafficking awareness training to 1,400 nationals prior to deployment on peacekeeping missions.

GERMANY (Tier 1)

Germany is a source, transit, and destination country for women, children, and men subjected to sex trafficking and forced labor. Approximately 89 percent of identified victims of sex trafficking in Germany originate from European countries, including 25 percent from Bulgaria, 26 percent from Romania, and 20 percent from within Germany. Non-European victims originate in Nigeria, other parts of Africa, Asia, and the Western Hemisphere. The majority of sex trafficking victims have been exploited in bars, brothels, and apartments; approximately 30 percent of identified sex trafficking victims report that they initially agreed to engage in prostitution. Approximately 17 percent of the identified trafficking victims are children. In some regions of Germany, sex trafficking victims are generally between 17 and 35 years old and sold between traffickers to maximize profit. Young German women are frequently recruited into sex trafficking through the "lover boy" method, in which recruiters pose as romantic partners and then force girls into prostitution. Nigerian victims of trafficking are often coerced into prostitution through spiritual rituals. There was an increase in organized motorcycle gangs' participation in sex trafficking in Germany; motorcycle gangs recruit young women through social media, treat them as girlfriends, and then force them into prostitution. Victims of forced labor have been identified or suspected in the agriculture sector, hotels, construction sites, meat processing plants, seasonal industries, restaurants, and diplomatic households. Subcontracting practices in Germany—including a practice in

which companies hire contractors that pay workers not by the hour, but by having completed a certain amount of work in a small amount of time—furthered exploitation, including in the hospitality industry. Labor trafficking victims and suspected labor trafficking victims originate in Indonesia, Africa, Latin America, and Europe, including Latvia, Bulgaria, Poland, and Romania. Cross-border workers from Poland were vulnerable to labor trafficking in low-wage sectors. Members of ethnic minorities, such as Roma, as well as foreign unaccompanied minors who arrived in Germany, were particularly vulnerable to human trafficking, including forced begging and coerced criminal behavior. Various governments reported German citizen participation in sex tourism abroad.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. Successes in victim identification and prosecution were undercut, however, by sentencing practices inconsistent with the severity of this crime. The German government continued to identify a large number of sex trafficking victims, fund NGOs for their protection, and prosecute and convict a large number of sex trafficking cases. It also improved efforts to ensure residency permits are provided to at-risk trafficking victims by issuing directives at the state level. The government continued to intensify its activities to prevent and address domestic servitude in diplomatic households through new protocol directives, in-person briefings, and a settlement in a labor court in a case brought against a Saudi Arabian diplomat. Despite these efforts, addressing labor trafficking continued to be a significant weakness in the government's response to human trafficking. The construction of the labor trafficking statute, Section 233, impaired victim identification and prosecution efforts by imposing a high burden of proof.



RECOMMENDATIONS FOR GERMANY:

Increase efforts to fight labor trafficking; revise Section 233 of the criminal code to ensure that the proof required under the law is not unduly restricting investigations and prosecutions of labor trafficking offenses; increase proactive identification of labor trafficking victims; ensure that labor trafficking is fully integrated into cooperation agreements at the state level; explore ways to increase the number of convicted trafficking offenders who receive sentences commensurate with the severity of the crime committed; vigorously investigate and prosecute labor trafficking offenses; and convict and punish the offenders; consider expanding longer-term residence permit eligibility for trafficking victims that is not reliant on the victim's willingness to testify at trial; continue efforts to educate officials on the full range of residency permits available to trafficking victims on humanitarian grounds; encourage prosecutors' offices to assign specialized prosecutors to trafficking cases; establish an independent national anti-trafficking rapporteur to produce critical assessments of the Government of Germany's anti-trafficking efforts; explore reasons why many trafficking victims are not provided care through counseling centers; standardize victim assistance measures and government-civil society cooperation across the 16 federal states, taking into account Germany's federal structure; explore ways to increase asset seizure in trafficking cases; strengthen awareness campaigns targeting beneficiaries of forced labor and clients of the sex trade, particularly in the most frequented red light districts; ensure the prosecution of German offenders of child sex tourism; provide more consistent and stable funding of victim assistance at the state level; consider ways in which mandatory reporting of migrants' illegal status might discourage reporting of labor trafficking offenses; and ensure that reported conviction data include all convictions for trafficking in persons.

PROSECUTION

The Government of Germany maintained law enforcement efforts in investigating and prosecuting sex trafficking offenses during the reporting period, but labor trafficking offenses were not prioritized, in part due to the cumbersome labor trafficking statute. In 2012, the German authorities again reported that the overwhelming majority of convicted labor and sex trafficking offenders were given suspended sentences. This practice, in part, derived from a provision in the criminal code that allows for the suspension of assigned prison terms of less than two years, particularly for first-time offenders. Tracking of the phenomenon is hampered by a record-keeping system that does not record a conviction as having involved trafficking when an accompanying criminal charge has a higher statutory sentence than the trafficking statute. Nevertheless, the reported statistics reveal that convicted trafficking offenders frequently avoided imprisonment, creating potential safety problems for victims of trafficking, weakening deterrence, and undercutting the efforts of police and prosecutors.

Germany prohibits all forms of both sex and labor trafficking; sex trafficking is criminalized under Section 232 of the penal code, and forced labor is criminalized under Section 233, though the scope of that statute is limited. Punishments prescribed in these statutes range from six months' to 10 years' imprisonment, and are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In 2012, the last year for which statistics were available, the German state and federal authorities completed 491 sex trafficking investigations, compared with 482 in 2011. Many of these investigations were conducted in tandem with investigations for rape, violence, smuggling, narcotics violations, or other crimes. The government investigated 11 labor trafficking cases in 2012, compared with 13 in 2011. German authorities prosecuted 142 defendants for sex trafficking in 2012, compared with 139 in 2011. Courts convicted 115 sex trafficking offenders in 2012, compared with 117 convicted in 2011. Courts continued to suspend sentences in the majority of cases recorded as trafficking; of the 115 offenders convicted, only 32 were actually imprisoned, receiving sentences between two and 10 years in prison. Compared with sex trafficking, authorities pursued significantly fewer labor trafficking investigations and prosecutions. German authorities prosecuted 16 alleged labor trafficking offenders in 2012, an increase from the nine prosecuted in 2011. Ten of these offenders were convicted, compared with four convicted in the previous year. Three of these labor traffickers were adults and the remainder youths, but none received non-suspended prison sentences. The labor trafficking statute, Section 233, posed significant challenges for practitioners, due to its complex wording and the scope of its application, which was narrowed by restrictive case law that makes coercion in labor trafficking cases difficult to prove. Therefore, law enforcement officials and prosecutors may have an incentive to pursue prosecutions for other offenses that are easier to prove. Whereas sex trafficking

cases are frequently led by prosecutors with experience in leading victims through a difficult trial process, many labor trafficking cases were assigned to financial or economic crime sections with less experience with trafficking concepts or victim-centered prosecutions. NGOs and officials also reported mixed experiences with the judiciary: while some understood victims' trauma, others subjected victims to repeated testimonies or prejudice; there was limited scope to improve judges' sensitivity, as judges are not subject to mandatory training.

Both the Federal Criminal Police and state-level police collaborated with EUROPOL and several foreign governments, including Switzerland, Bulgaria, Poland, and Nigeria to investigate trafficking cases. The German Judicial Academy offered anti-trafficking training to prosecutors and judges. The Federal Criminal Police organized several specialized seminars to educate investigating officers and prosecutors on trafficking topics. The Government of Germany did not investigate or prosecute government officials suspected of trafficking-related complicity during the year.

PROTECTION

The German government improved its victim protection efforts during the reporting period, by maintaining a high rate of victim identification and distributing circulars to ensure application of the residency permit to trafficking victims. The Federal Family Ministry funded an umbrella organization representing 39 NGOs and counseling centers in approximately 45 German cities and all of the states that provided or facilitated shelter, medical and psychological care, legal assistance, vocational support, and other services largely for adult female victims. The umbrella organization and certain state-level agencies took efforts to improve labor trafficking victims' access to services. Nevertheless, housing remained a problem for male victims, who were usually accommodated on an *ad hoc* basis in hotels or apartments. Trade union-affiliated and migrant counseling centers, in coordination with the in part federally-funded labor alliance, also offered support to labor trafficking victims. Many state governments provided significant supplemental funding for the support of trafficking victims, but long-term financial funding was scarce, leaving some NGOs insecure. Authorities registered 612 sex trafficking victims in 2012, compared with 640 sex trafficking victims in 2011 and German counseling centers cared for approximately one-third of the victims. Thirteen out of 16 of the German states had formal cooperation agreements with trafficking counseling centers, but not all of these agreements addressed labor trafficking. The government identified 14 labor trafficking victims, a significant decrease from the previous year when German authorities identified 32 labor trafficking victims. Requirements for officials to inform immigration authorities of any undocumented migrants impaired labor trafficking victim identification and chilled reporting.

In approximately half of identified trafficking cases, the first contact between police and victims resulted from police measures, indicating proactive victim identification. The German government offered trafficking victims a reflection period of three months and NGOs confirmed that it was applied in practice. The government offered trafficking victims a specific residence title for the duration of a criminal trial conditional on cooperation with law enforcement; victims were permitted to work during the trial. Most victims of trafficking who faced personal injury or threats to life or freedom in their countries of origin were granted long-term residence permits during the reporting period. The Federal Interior Ministry circulated guidelines explaining the application of humanitarian residence permits for trafficking victims. German law permits prosecutors to decline to prosecute victims of trafficking who have committed minor crimes during the course of their trafficking experience; NGOs reported that this is applied in practice. However, prosecutors in some cases issued penal orders against victims with small or "suspended" fines, in order to close an investigation permanently, without permitting the traffickers to claim that the prosecution is favoring witnesses. While there is no specific provision allowing trafficking victims' records to be expunged, most of these fines are not visible to third parties other than law enforcement in police records as they stay below the reporting threshold.

German authorities encouraged trafficking victims to participate in investigations and prosecutions of trafficking offenders by enabling victims to join criminal cases as joint plaintiffs, and by providing them access to civil remedies; this is used in practice, but victims often have difficulty actually obtaining funds. Victims are also entitled to interpreters and for a third-party from a counseling center to accompany them to all interviews.

PREVENTION

The German government improved efforts to prevent human trafficking, but continued to lack an independent national rapporteur to measure progress. While, overall, labor trafficking has not been as highly prioritized in Germany as sex trafficking, the government took increased steps to assess labor trafficking in the country and improve policy, with a partly federal-funded labor alliance conducting research, awareness raising, and victim identification training. In the summer of 2013, the alliance published three substantial regional assessments on labor trafficking. The government continued to take new measures to strengthen efforts to prevent the abuse of domestic workers in diplomatic households. The Ministry of Foreign Affairs published a chapter in new Protocol Directives on domestic servants, continued to use its guidelines providing a minimum wage and model contracts for domestic workers, and conducted in-person interviews for domestic workers employed by embassies in Berlin annually, outside of the presence of their employers. The German representative for international organizations in Bonn and a Berlin NGO organized for the first time a briefing for domestic workers of diplomats working for international organizations in Bonn. The government sustained funding for public awareness campaigns in Germany and abroad. The new federal government (fall 2013) set forth new priorities for fighting trafficking, including increasing focus on labor trafficking, improving residency rights for trafficking victims, better regulating prostitution, and punishing trafficking offenders more severely. The German government sponsored a variety of coordination initiatives, including the Berlin anti-trafficking commission, which work to improve state-level efforts to fight trafficking and protect victims; this initiative partnered several anti-trafficking NGOs and trade union-affiliated counseling centers with diverse government agencies to develop and implement anti-trafficking policy.

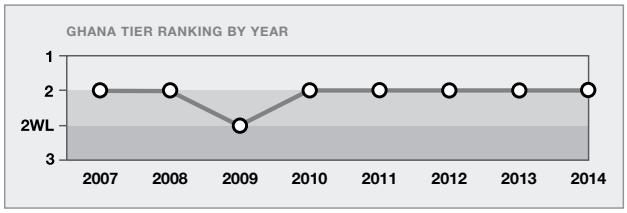
The Federal-State Interagency Working Group on Trafficking in Persons, led by the family ministry, reviewed counter-trafficking issues, disseminated best practices, and provided input to new laws and directives. The working group collaborated with a variety of coordination bodies at the state government and local levels. Government and state agencies undertook a variety of efforts to promote transparency. For example, the German Federal Criminal Police continued to promote transparent self-reporting by publishing an annual report on trafficking

in persons in Germany, describing law enforcement efforts, victims, trends, and challenges. Germany, however, does not have a national rapporteur to provide independent, self-critical analysis of the government's efforts to fight trafficking. The government took efforts to reduce the demand for commercial sex and forced labor. A federally-funded telephone hotline for women affected by violence, including female trafficking victims, launched in March 2013; for the period March 2013 through December 2013, the hotline had provided qualified counseling for at least 65 trafficking calls. A government-funded NGO held training sessions on preventing child sex tourism. Although German law enforcement collaborated with foreign officials to investigate German citizens' participation in child sex tourism, there were no reported prosecutions of German offenders in Germany. The German government trained military personnel to recognize and prevent trafficking in persons prior to their deployment abroad on international peacekeeping missions.

GHANA (Tier 2)

Ghana is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. The trafficking of Ghanaians, particularly children, within the country is more prevalent than the transnational trafficking of foreign migrants. Ghanaian boys and girls are subjected to forced labor within the country in fishing, domestic service, street hawking, begging, portering, artisanal gold mining, and agriculture. Ghanaian girls, and to a lesser extent boys, are subjected to prostitution within Ghana. Child prostitution is prevalent in the Volta Region and is growing in the oil-producing Western regions. Ghanaian women and children are recruited and transported primarily to Nigeria, Cote d'Ivoire, Burkina Faso, The Gambia, South Africa, Israel, Syria, Lebanon, the United Arab Emirates, Saudi Arabia, Kuwait, Russia, France, the United Kingdom, Germany, and the United States for forced labor and forced prostitution. Women and girls voluntarily migrating from primarily Vietnam, China, Nigeria, Cote d'Ivoire, Burkina Faso, and Benin are subjected to commercial sexual exploitation after arriving in Ghana. Citizens from other West African countries are subjected to forced labor in Ghana in agriculture or domestic service. During the reporting period, there was an emergence of fraudulent recruitment agencies that advertised locally for jobs abroad, generally in the domestic service and retail sectors; as a result, an increased number of Ghanaian women began migrating to the Middle East, with some subjected to forced labor or forced prostitution upon their arrival. Ghanaian men were recruited under similar pretenses to the same region and subjected to forced labor in the domestic worker sector and forced prostitution. Ghana is increasingly used as a transit point for West Africans who are subjected to sex trafficking in Europe, especially Italy and Germany.

The Government of Ghana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, in spite of not receiving an operating budget, the highly motivated Anti-Human Trafficking Unit (AHTU) of the Ghana Police Service (GPS) achieved more investigations, prosecutions, and convictions related to trafficking offenses compared to the previous year and conducted anti-trafficking training for 30 police officers. However, the government did not allocate any funding to the AHTU, forcing the unit to rely on foreign donors and NGOs to undertake its law enforcement efforts. Additionally, for a third year in a row, the government did not provide anti-trafficking training to prosecutors, despite repeated acknowledgments that such training was desperately needed. The government did not provide any funding to its two shelters, which remained in serious and dangerous conditions and unable to provide even basic services and security to residents. It also failed to provide any funding to carry out any anti-trafficking prevention activities, resulting in the dissolution of the Human Trafficking Management Board (HTMB).



RECOMMENDATIONS FOR GHANA:
Continue to investigate and prosecute trafficking offenses, including cases involving labor trafficking, and convict and punish trafficking offenders; provide the police's AHTU adequate resources to conduct law enforcement efforts; train law enforcement personnel to proactively identify trafficking victims among vulnerable populations—such as women in prostitution and children working in agriculture—and refer them to protective services; provide trafficking-specific training to prosecutors and other judicial personnel; adopt the legislative instrument to effectively implement the 2005 Human Trafficking Act; provide sufficient government funding for protective services to victims, including to the Human Trafficking Fund; ensure the maintenance of government-operated shelters; improve data collection and reporting on victims identified and assisted; take appropriate measures to regulate the activity of licensed and unlicensed recruitment agencies; and reinstate the Human Trafficking Management Board and provide adequate resources to the board to implement the national plan of action against trafficking.

PROSECUTION
The government demonstrated increased anti-trafficking law enforcement efforts. The 2005 Human Trafficking Act—amended in 2009 to align its definition of human trafficking with that of the 2000 UN TIP Protocol—prohibits all forms of trafficking and prescribes penalties of five to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government reported conducting 140 trafficking investigations, initiating 20 prosecutions, and securing six convictions; an increase from the previous reporting period, when it reported 75 investigations, seven prosecutions, and three convictions. All 20 prosecutions involved sex trafficking crimes; there were no prosecutions of suspected labor trafficking offenses during the reporting period. The convicted traffickers received sentences ranging from 18 months to 15 years' imprisonment. However, the AHTU of the GPS, a unit made up of police officers and prosecutors, was responsible for the vast majority of these investigations, prosecutions, and convictions but did not receive an operating budget during the reporting period and relied on funding and significant support from international and local donors to conduct investigations. Officials from the unit were unable to act on many suspected trafficking reports because they lacked basic resources, including vehicles and fuel, to conduct investigations outside the Greater Accra Region.

Although officials acknowledged that prosecutors lacked training and resources to prosecute trafficking cases fully, no prosecutors have received specific anti-trafficking training since 2011. In October 2013, the AHTU conducted specific anti-trafficking training for 30 police officers; this training was funded by an international donor, while the facilities and trainers were provided by the AHTU. The government did not support any other specialized anti-trafficking training for government officials during the reporting period, although new recruits in the Ghana Immigration Service and the GPS received training on trafficking-related topics as part of their basic introductory training. For more than two years, government officials have cited the need for the passage of a "legislative instrument" to apply the 2005 Human Trafficking Act more effectively; however, the draft document was again neither finalized nor adopted. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses; however, reports of general corruption and bribery in the judicial system continued during the reporting period.

PROTECTION

The government continued to demonstrate minimal efforts to protect victims. The AHTU identified 182 victims in 2013, a decrease from 262 victims identified in 2012. Although the government referred 157 of these victims to government and NGO-run facilities offering protective care, it is unclear how many victims received direct support from the government. The Human Trafficking Fund, which was established by the 2005 Human Trafficking Act to finance protection efforts, was devoid of funds for the second consecutive year; as a result, shelters operated in serious and dangerous conditions without the resources to make basic repairs and government officials used their own personal funds to assist victims. The Department of Social Welfare (DSW) was responsible for operating the two government supported shelters in Ghana—the Shelter for Abused Children in Osu (Osu Shelter), a multi-purpose shelter, and the Madina Shelter for Rescued Trafficked Children in Madina (Madina Shelter), the only shelter specifically for trafficking victims; however, the DSW did not provide any funding to either of these shelters during the reporting period. Both shelters were in disrepair and lacked any form of functioning security. For example, Madina Shelter staff reported that during the reporting period, the shelter did not have running water and that many of the door locks were broken. Additionally, the Osu Shelter did not have functioning doors on the perimeter wall and no funds to hire a security guard; this created a particularly hazardous situation for the child victims residing at the shelter, as the shelter is located on the same compound as a juvenile correctional facility and there is no structural barrier protecting the victims from criminal offenders. Shelter officials struggled to feed, clothe, and provide general care for trafficking victims. The Osu Shelter had a maximum capacity of 30 child victims and the Madina Shelter only provided shelter to seven trafficking victims during the reporting period; the government therefore relied heavily on international organizations and NGOs to provide services to victims. Both shelters only provided short-term care, generally limiting victims' stays to three months, although extensions were granted on a case-by-case basis. There were no government-run shelters for adult victims, and although both children's shelters could accept adult victims if space permitted, adult victims were often placed in hotels and hostels; during the reporting period, an international organization funded the placement of six Vietnamese adult victims in a hotel, because the government was unable to provide the funding for their stay. The government did not employ formal procedures to identify victims among vulnerable groups, such as women in prostitution or children at work sites. The government encouraged an unspecified number of victims to assist in the investigation and prosecution of trafficking offenders, and provided them with protective escorts and legal counsel during trial proceedings; however, law enforcement officials stated that they did not have the means to provide shelter to witnesses throughout lengthy trials. The government continued to offer foreign victims temporary residency during the investigation and prosecution of their cases and, with the interior minister's approval, permanent residency if deemed to be in the victim's best interest; no victims sought temporary or permanent residency during the year. There were no reports that victims were penalized for unlawful acts committed as a direct result of being trafficked.

PREVENTION

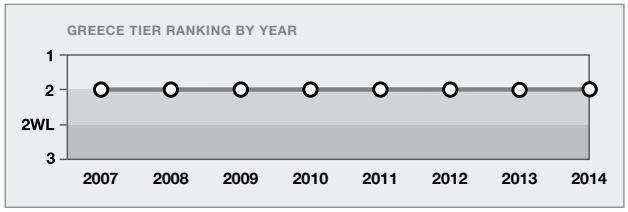
The government decreased anti-trafficking prevention efforts. The Ministry of Gender, Children, and Social Protection (MGCSP), which was responsible for overseeing the government's anti-trafficking efforts, did not receive any government funding to carry out anti-trafficking activities during the reporting period. As a result, the MGCSP was unable to fulfill its mandate to conduct monitoring and evaluation, data collection, and research relating to trafficking. It was also unable to convene the HTMB—the government's inter-ministerial committee responsible for advising the MGCSP on anti-trafficking policy, promoting prevention efforts, and facilitating the rehabilitation and re-integration of trafficking victims. The HTMB was dissolved due to the lack of funding, and as a result, the government did not have the means to coordinate and oversee national anti-trafficking efforts or finalize and implement a national action plan to combat trafficking. The government participated and assisted in the organization of anti-trafficking information and education campaigns, including sensitization programs in the Volta Region and cocoa-producing communities; however, these efforts were fully funded by foreign donors. State-owned radio and television programs aired anti-trafficking programming. In an effort to reduce the demand for commercial sex acts, AHTU continued to conduct a joint operation with Nigeria's National Agency for the Prohibition of Traffic in Persons and Other Related Matters, which focused on arresting suspected sex traffickers and potential clients. The government took no discernible measures to decrease the demand for forced labor, despite acknowledging the growing number of unlicensed employment agencies that are increasingly facilitating the trafficking of Ghanaian men and women to the Middle East. The government did not provide anti-trafficking training to Ghanaian troops prior to their deployment abroad on peacekeeping missions, though such training was provided to Ghanaian troops by foreign donors.

GREECE (Tier 2)

Greece is a transit, destination, and a very limited source country for women and children subjected to sex trafficking and forced labor, and men subjected to forced labor. Some women from Eastern Europe (including Latvia, Lithuania, and Georgia), Nigeria, Dominican Republic, China, and some countries in Africa are subjected to sex trafficking in Greece. Victims of forced labor identified in Greece, are primarily children and men, from Afghanistan, Albania, Bangladesh, Bulgaria, India, Moldova, Pakistan, Romania, and Poland. Migrant workers

from Bangladesh, Pakistan, and Afghanistan, are susceptible to debt bondage, reportedly in agriculture. According to police and NGOs, there has been an increase in the number of Roma children from Albania, Bulgaria, and Romania who are subjected to forced labor in Greece by family members to sell goods on the street, beg, or commit petty theft. Women reportedly are transported through the Aegean islands and through the Greek-Turkish border in Evros and instructed to file for asylum. They subsequently are subjected to sex trafficking in Athens and other major cities, in addition to being transported through Greece for forced labor and sex trafficking in Italy and other EU countries. Authorities identified two Greek citizens as victims of sex trafficking within the country. Asylum seekers from Bangladesh, India, and Pakistan were vulnerable to debt bondage imposed by smugglers and trafficking offenders. Restaurants, nightclubs, yacht rental companies, and other small businesses serve as money laundering fronts for small cells of criminal trafficking networks.

The Government of Greece does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government convicted more trafficking offenders compared to the previous reporting period and improved trafficking victim identification procedures for police responsible for screening women in prostitution. The government passed new legislation establishing a national coordinator for human trafficking. However, the government failed to make all victim services authorized by the law readily accessible to trafficking victims. There was no shelter for male victims and no emergency shelter easily accessible for victims of trafficking. In-kind support, but no state funding, was given to NGOs providing services and shelter for victims of trafficking. The provision of temporary residence permits was similar to the previous year.



RECOMMENDATIONS FOR GREECE:

Effectively train law enforcement officers to improve screening for trafficking among asylum seekers, women in prostitution, and other vulnerable populations; ensure all services available by law for victims are provided to victims, including shelter for male victims of trafficking, labor trafficking victims, and emergency shelter for all victims; ensure victims of trafficking are transferred out of detention to appropriate shelter and protection; provide training to law enforcement, prosecutors, and judges on recent legislative amendments and in victim-centered training; prosecute and convict trafficking offenders, including officials alleged to be complicit in trafficking; utilize witness protection for victims and encourage their participation in investigations and prosecutions; provide victim-centered training on trafficking and victim support services to health care workers and social service providers; provide funding for anti-trafficking NGOs for victim shelter and victim support services; and continue to issue temporary residence permits to third-country national trafficking victims.

PROSECUTION

The Government of Greece sustained law enforcement efforts in 2013; while the government convicted more trafficking offenders during the reporting period, there continued to be wide variation between judges' individual knowledge of trafficking and sensitivity in court to victims of trafficking. Greek Law 3064/2002 and Presidential Decree 233/2003 prohibit both sex trafficking and forced labor and prescribe punishments of up to 10 years' imprisonment with fines the equivalent of approximately $14,000 to $70,000. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In October 2013, the government enacted Law 4198/2013 to bring its law into alignment with EU Directive 2011/36 and amended the Greek penal code, prescribing penalties for forced labor offenders of up to ten years' imprisonment and fines and ten years' imprisonment and fines for crimes against children or persons with disabilities. Police investigated 37 human trafficking cases in 2013, compared with 46 cases in 2012; 11 investigations were for forced begging or labor. In 2013, the government prosecuted 142 defendants on suspicion of committing trafficking-related crimes, a decrease from 177 in 2012 and 220 in 2011. Of these, 26 defendants were prosecuted for labor trafficking and 23 defendants for labor and sexual exploitation. Only partial data on convictions from approximately half of the courts in Greece was available. The government convicted 46 traffickers and acquitted 16, compared with 27 convictions and 16 acquittals in 2012. NGOs reported in four cases, sentences ranged from 15 to 22 years' imprisonment and fines. Lawyers for trafficking suspects frequently portrayed their clients as pimps in an effort to obtain more lenient penalties of up to five years' imprisonment and to avoid jail time through payment of fines. During the reporting period, police arrested three Greek foremen accused of shooting into a crowd of some 200 migrant workers at a farm. The Greek government granted trafficking status to 35 Bangladeshi migrants who were injured, and charged the three foremen with numerous offenses, including human trafficking. The authorities did not take law enforcement action in cases of other migrants working in similar conditions at the same farm and in other farms in the same region. Labor inspectorate checks in the region have failed to find similar cases of trafficking, despite reports of their existence from NGOs and journalists.

In collaboration with an NGO, police provided training on implementing a victim-centered approach to other police and 142 high ranking police officers. Although informed about relevant trafficking law, judges and prosecutors were not trained in trafficking cases or in using a victim-centered approach to cases. The police collaborated on transnational anti-trafficking investigations with Romania, Albania, Spain, the United States, and Bulgaria. In one such case, Greek authorities rescued 18 victims of sex trafficking and forced labor from a large-scale international trafficking ring in Greece with the help of law enforcement counterparts from Spain, the United States, EUROPOL, and INTERPOL. However, there were reports that Greek law enforcement authorities refused to cooperate on trafficking cases in Moldova. There were allegations that police patronized establishments implicated in human trafficking. The Hellenic Police Internal Affairs Unit investigated cases of corruption among police, including police acceptance of bribes from traffickers. Police dismantled a sex trafficking ring involving two police officers who were arrested, suspended from duty, and charged as accomplices to trafficking and other crimes. An NGO reported encountering bureaucratic opposition while attempting to advance the court case of a victim who testified

that high ranking officials were involved in her trafficking. There was an additional report of organized crime police's alleged involvement in the trafficking of two victims. Media reported a judicial officer was involved in the trafficking of women from Bulgaria who were exploited as domestic servants. Separately, two police officers were arrested and charged with allegedly providing internal police information to traffickers.

PROTECTION

The Government of Greece sustained efforts to protect victims of trafficking during the year. More labor trafficking victims were identified and more victims received official victim status. The government granted a similar number of residency permits to foreign trafficking victims as the previous year. NGOs did not receive any government funding to assist victims of trafficking. The government had provisions for victims of trafficking to access psychological support, medical care, and legal aid. Reportedly, victims had difficulty obtaining medical care and legal aid, as some health workers were unaware of these victim service provisions. During the reporting period, the government funded a state-run short-term shelter and processing center for victims of trafficking and other forms of abuse, and 17 state-run long-term shelters for victims of violence including trafficking. Other shelters serving victims of trafficking were run by NGOs with support from international donors. The government did not provide funding for NGOs, although it did provide in-kind donations in the form of rent-free buildings for NGO shelters. Victims were allowed to leave the shelters unchaperoned and at will. There were no shelters available for men or options for emergency shelter. The government's short-term shelter required beneficiaries to complete medical exams prior to shelter being offered. Child victims were served in the government short-term shelter, NGO shelters, facilities for unaccompanied minors, orphanages, or in separate units of adult detention centers. The government identified 99 victims in 2013, compared with 94 in 2012. The government identified a significantly higher proportion of labor trafficking victims. Of the 99 victims, 30 were victims of sexual exploitation, eight were subjected to both forced labor and trafficking for sexual exploitation, and 61 victims were subjected to forced labor or begging, compared with 25 victims identified in 2012. Of the 99 victims identified, 43 received official victim status allowing them access to government-provided care, compared with eight in 2012. The government-run shelter provided assistance to 22 victims, including one male victim of trafficking. The state sheltered 15 victims, two of whom were able to remain with their infants, and NGOs sheltered 20 victims of trafficking. The government signed contracts with two NGOs for the protection and assistance of underage victims and female victims of trafficking. Formal agreements between NGOs and law enforcement enabled the government to transfer victims from law enforcement custody to government- and NGO-operated shelters. Reportedly, victims seeking assistance at some police stations not familiar with trafficking cases were instructed to contact other stations. The government provided training on identifying victims of trafficking to law enforcement, immigration officers, social service workers, labor inspectors, and health workers. Trafficking victims were reportedly far more likely to be first encountered by border police or coast guard officers, who may not have extensive training in identifying trafficking victims, during operations to detain illegal migrants, missing opportunities to identify victims of trafficking. NGOs reported there was little formal training given to detention center staff in identifying victims of trafficking. NGOs reported positive cooperation with police and anti-trafficking units, and noted improvement in victim identification procedures.

Greek law provides victims witness protection in trial; however, often no protection was offered prior to the beginning of the court case. A new law allows for mental health professionals to be assigned and present when victims are testifying. The law allows the use of audio visual technology for remote testimony, while in practice most courts lack the capabilities to deploy these resources. There were reports the government did not effectively grant victims a reflection period provided for in Greek law and some foreign victims were deported. The government issued new temporary residency permits to 12 foreign victims of trafficking and renewed residency permits for 42 victims in 2013, compared with 12 new temporary residency permits, 51 renewals, and four reissuances in 2012, affording them the right to obtain employment in Greece. Greek authorities reportedly arrested and detained trafficking victims for prostitution offenses without screening for signs of trafficking.

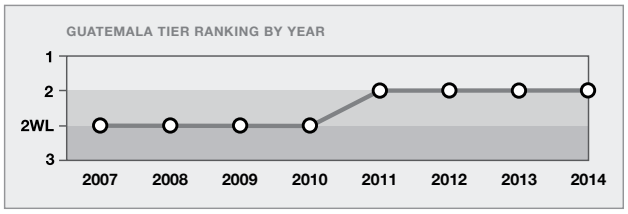
PREVENTION

The Government of Greece increased prevention efforts by establishing a national coordinator. The government continued to run an anti-trafficking public awareness campaign on national television, radio stations, and social media, targeting female victims of violence including human trafficking. The campaign distributed publications and encouraged victims to seek help and report suspected cases to the government hotline for female victims of violence. The government co-organized a seminar for teachers on trafficking of children. The government translated and published victim identification procedures for professionals. There is no national action plan exclusively for anti-trafficking efforts; however, trafficking is included in the national action plan for human rights. The government did not demonstrate efforts to reduce the demand for commercial sex acts or forced labor.

GUATEMALA (Tier 2)

Guatemala is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Guatemalan women, girls, and boys are exploited in sex trafficking within the country, as well as in Mexico, the United States, Belize, and, to a lesser extent, other foreign countries. Foreign child sex tourists, predominantly from Canada, the United States, and Western Europe, as well as Guatemalan men, exploit children in prostitution. Women and children from other Latin American countries, principally from other Central American countries and Colombia, are exploited in sex trafficking in Guatemala. Guatemalan men, women, and children are subjected to forced labor within the country, often in agriculture or domestic service. Indigenous Guatemalans are particularly vulnerable to labor trafficking. Guatemalan children are exploited in forced labor in begging and street vending, particularly within Guatemala City and along the border area with Mexico. Guatemalan men, women, and children are also found in conditions of forced labor in agriculture, the garment industry, small businesses, and in domestic service in Mexico, the United States, and other countries. Transnational criminal organizations are reportedly involved in some cases of human trafficking, and gangs reportedly recruit children to commit illicit acts; some of these children may be trafficking victims. Latin American migrants transit Guatemala *en route* to Mexico and the United States. Some of these migrants are subsequently exploited in sex trafficking and forced labor in the destination countries of Mexico and the United States, and to a lesser extent, in Guatemala.

The Government of Guatemala does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Secretariat against Sexual Violence, Exploitation, and Trafficking in Persons (SVET) greatly enhanced government coordination on anti-trafficking initiatives. The government increased funding for the anti-trafficking secretariat and for an NGO providing comprehensive services to girl victims of trafficking. Authorities significantly increased their capacity to identify labor trafficking cases during the year and vigorously pursued the conviction of child sex trafficking offenders, though authorities did not convict any labor traffickers or sex traffickers who exploited adult victims during the reporting period. Officials identified a large number of potential victims and referred all victims to shelters. All minor victims received shelter, though few adults used government-offered services. The government took steps to establish three new shelters for trafficking victims. The attorney general's office continued to investigate cases involving official complicity in human trafficking. Authorities throughout the Guatemalan government greatly increased awareness efforts.



RECOMMENDATIONS FOR GUATEMALA:

Continue to improve access to specialized services for all victims, including for adult and male victims, and provide victim services in areas outside the capital; take steps to ensure that minor trafficking victims are housed in specialized care facilities; continue to strengthen oversight of government victim protection efforts nationwide; continue efforts to vigorously investigate and prosecute trafficking offenses, especially suspected cases of forced labor and domestic servitude, with the goal of convicting and punishing trafficking offenders; enhance reintegration, and as appropriate, security strategies for victims after they leave shelters; increase anti-trafficking training for judges; continue to strengthen efforts to proactively investigate and prosecute public officials complicit in trafficking; sustain efforts to identify trafficking victims among vulnerable populations, such as people in prostitution and detained migrants; as appropriate, include trafficking victims in vocational training programs; continue to increase data collection; and continue to train officials on how to identify and assist trafficking victims.

PROSECUTION

The government strengthened efforts to convict sex trafficking offenders and significantly increased law enforcement efforts against labor traffickers, but convicted no labor traffickers during the reporting period. The anti-trafficking law of 2009 prohibits all forms of trafficking, and prescribes penalties from eight to 18 years' imprisonment. Such penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The penal code conflates irregular adoption with human trafficking.

Authorities reported 271 new trafficking investigations in 2013, 128 of which remained open at the end of the reporting period. The government did not specify how many involved labor trafficking and how many involved sex trafficking; however, supporting law enforcement data indicated that while the vast majority of investigations involved sex trafficking, there was an increase in labor trafficking investigations compared to previous years. In comparison, authorities did not report how many cases of trafficking as defined by international law were investigated in 2012. Officials investigated numerous labor trafficking cases, including one case that involved 42 women and girls working in tortilla production in the capital. Authorities reported prosecuting 67 individuals for sex or labor trafficking in 2013 and convicting 10 child sex trafficking offenders; sentences ranged from eight to 42 years' imprisonment. This is a significant increase from 27 trafficking prosecutions and seven convictions in 2012—all for sex trafficking.

There were five ongoing prosecutions involving forced labor offenses during the year, but there were no reported convictions of labor traffickers during the reporting period. In 11 cases during the year, judges issued acquittals, including in a high-profile case involving Guatemalan women exploited in domestic servitude in Jordan. All acquitted cases were appealed by prosecutors.

The government maintained a specialized police unit to handle human trafficking and other crimes, with one sub-unit for sex trafficking and another for forced labor. The anti-trafficking prosecutor's directorate also operated specialized units to handle sex trafficking and forced labor. This directorate addressed approximately 40 percent of trafficking complaints and was involved in 40 percent of the convictions nationwide. The rest of convictions were investigated and prosecuted by local prosecutors who did not receive the same specialized training on trafficking offenses. There were reports that in two cases in Huehuetenango sex trafficking was registered as sexual violence. Authorities operated eight specialized trial courts, six specialized sentencing courts, and a specialized court of appeals for crimes against women, sexual violence, and human trafficking. Anti-trafficking police and prosecutors' ability to conduct investigations outside of the capital, while improved, continued to be limited by a lack of funding and logistical assets. There were reports that some individual police and judges lacked sensitivity when dealing with victims. The human rights ombudsman reported concerns about the lack of timely cooperation between police and prosecutors in some cases. The human rights ombudsman also reported that in one case a judge acquitted three alleged traffickers because the victims agreed to travel to another country to work and the judge did not take into account the victims' subsequent exploitation. Guatemalan authorities held training sessions for the members of the dedicated anti-trafficking police unit, as well as for consular officers and other officials. With international organization support and foreign donor funding, the government trained 271 labor inspectors as well as migration and police officials on forced labor and sex trafficking. Prosecutors cooperated with their counterparts in El Salvador, Nicaragua, and Colombia on possible sex trafficking investigations.

The attorney general's office continued to investigate reports of officials involved in human trafficking, but authorities did not prosecute or convict any public officials for alleged complicity in human trafficking. Four criminal investigations into government officials complicit in trafficking in persons remained ongoing during the year. NGOs specifically praised judicial independence in one high-profile case involving the son of a late Supreme Court justice who was implicated as a client of a child sex trafficking ring.

PROTECTION

During the year, authorities identified a significantly increased number of victims than during the previous year and strengthened funding for victim services, though most adult victims did not use specialized services offered. Authorities maintained standard operating procedures on how to identify sex trafficking victims and, during the year, officials issued and implemented a protocol to identify potential sex and labor trafficking victims during labor inspections. While authorities reported identifying 570 potential trafficking victims, they did not report how many were exploited in sex or labor trafficking or how many were victims of illegal adoption. Of these victims, 401 were female, 125 were male, and 44 were either transgender or their gender was not recorded, while 411 were adults and 159 were children. The government identified 273 adult women, 128 girls, and 105 adult men, 20 boys, and 44 individuals whose age or gender was not recorded.

Judges referred all child victims to NGO and government-run shelters and demand remained high for specialized services for child victims, particularly at NGO-run shelters. The human rights ombudsman reported that 69 percent of the potential victims identified did not receive shelter or specialized assistance, though authorities reported offering services to all victims. Out of 378 adult victims identified by authorities, only nine elected to and received services offered. The human rights ombudsman cited staffing shortages in the solicitor general's office as a potential cause of delays of five to eight days in the provision of assistance to victims in areas outside of the capital. Authorities employed a rapid response model for cases of trafficking in persons which defines steps for government agencies to identify, protect, and provide integrated assistance to victims.

One NGO shelter provided specialized services to 66 child sex trafficking victims. The government provided this NGO with total funding equivalent of approximately $452,000 during the year, which represents a significant increase in funding from the previous year. Other NGOs also provided victims with assistance, including one NGO that received government funding and assisted two labor trafficking victims and three sex trafficking victims, and another which assisted eight sex trafficking victims. The government shelter complex for vulnerable children housed 64 victims of commercial sexual exploitation and 16 labor trafficking victims in 2013. This shelter lacked the specialized services provided by NGO-run shelters, and limited screening mechanisms meant that some child victims of trafficking were not identified as such. During the year, only nine adult victims—including two foreign victims— stayed in the government-operated dedicated trafficking shelter for adults, which had the capacity to care for 20 victims at a time. Authorities also housed 28 indigenous girl victims of labor trafficking at this shelter in 2013 when it was vacant. The human rights ombudsman reported that the shelter staff's lack of translators for nearly two dozen indigenous languages, including these victims' indigenous language, made communication difficult. NGO shelter operators expressed concern for safety of victims upon being discharged from shelters. They also cited insufficient ongoing case management and reintegration services in government shelters, and the human rights ombudsman reported that victims leaving government shelters were vulnerable to being exploited again by their traffickers. The SVET acquired three buildings to be used as new dedicated shelters for trafficking victims, and authorities seek to make these shelters operational in 2014. Victim assistance guidelines designed to allow child trafficking victims to be transferred into these forthcoming facilities were drafted during the year, but were not promulgated.

Guatemalan authorities encouraged victims to assist with the investigation and prosecution of trafficking offenders, and an unspecified number did so during the year, in large part due to legal and psychological support from NGOs. Other victims did not file complaints due to a variety of factors. There were no reports that identified victims were detained, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Guatemalan law provided legal alternatives to removal of foreign victims who may face hardship or retribution upon repatriation, but all known foreign victims opted for repatriation. The Guatemalan government collaborated with the Government of Mexico to facilitate the return of five female Guatemalan trafficking victims.

PREVENTION

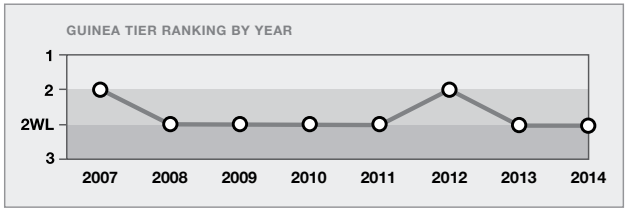
The Government of Guatemala significantly increased prevention efforts. SVET, which reports directly to the vice president, was responsible for coordinating government efforts against human trafficking as well as gender-based violence. SVET received the equivalent of approximately $1 million in funding in 2013, a significant increase from 2012 when it received the equivalent of approximately $640,000. SVET oversaw the interagency anti-trafficking commission, which met on a monthly basis and included civil society organizations. The commission drafted a new anti-trafficking action plan and public policy in 2013, although these remained unpublished pending final approvals. Authorities reported operating local-level interagency commissions against human trafficking and sexual violence in 10 of the country's 22 departments in 2013, and SVET worked with these commissions to develop local plans of action. SVET conducted a variety of public awareness activities, some in partnership with civil society organizations and other governments in the region, including hosting a regional anti-trafficking conference in February 2014. The Ministry of Education and SVET conducted an awareness campaign about trafficking, sexual violence, and related crimes in public schools, reportedly reaching almost 60,000 individuals. The government partnered with civil society organizations and the tourism sector to launch a code of conduct against child sexual exploitation within the tourism industry, encouraging signatories to report potential child sex tourism to authorities. In an effort to reduce the demand for commercial sex, authorities continued to prosecute and convict individuals for paying children for commercial sex. Despite a known child sex tourism problem, as in previous years, there were no reported prosecutions or convictions of child sex tourists. In partnership with an international organization and with some foreign government funding, the government strengthened training and guidelines for labor inspectors to increase their ability to identify victims of commercial sexual exploitation and forced labor, though inspectors continued to face challenges in inspecting certain agricultural plantations, including those producing palm oil. Authorities provided training on human trafficking to Guatemalan troops prior to their deployment abroad on international peacekeeping missions.

GUINEA (Tier 2 Watch List)

Guinea is a source, transit, and, to a lesser extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. The majority of Guinea's identified trafficking victims are children, and incidents of trafficking are more prevalent among Guinean citizens than foreign migrants residing in Guinea. In Guinea, girls are sometimes sent to third

parties where they are subjected to domestic servitude and commercial sexual exploitation, while boys are forced to beg on the streets, work as street vendors or shoe shiners, or labor in gold and diamond mines. Some Guinean women, men, and children are subjected to forced labor in agriculture. For example, reports indicate that children are sent to the coastal region of Boke for forced labor on farms or to Senegal for education in Koranic schools, some of which exploit students through forced begging. Some Guinean boys and girls are subjected to forced labor in gold mining in Senegal, Mali, and possibly other West African countries. Guinea was used as a transit point for West African children subjected to forced labor in gold mining throughout the region. Guinean women and girls have been subjected to domestic servitude and sex trafficking in Nigeria, Cote d'Ivoire, Benin, Senegal, Greece, Spain, Belgium, France, Denmark, the Netherlands, the United States, and countries in the Middle East. Guinean boys have also been subjected to forced prostitution in Holland. During the reporting period, there were increased reports of Guinean girls and women discovered in Europe for the purposes of forced prostitution. Thai, Chinese, and Vietnamese women are subjected to forced prostitution in Guinea. Children from Mauritania, Costa Rica, Cabo Verde, Mali, Gabon, Senegal, and Ghana have been identified as child trafficking victims within Guinea. A small number of girls from Mali, Sierra Leone, Nigeria, Ghana, Liberia, Senegal, Burkina Faso, and Guinea-Bissau migrate to Guinea, where they are subjected to domestic servitude and to possible commercial sexual exploitation.

The Government of Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous reporting period; therefore Guinea is placed on Tier 2 Watch List for the second consecutive year. The government conducted six investigations of possible trafficking offenses, and prosecuted and convicted one trafficking offender during the reporting period. The government, however, did not provide adequate resources or training to law enforcement and judiciary personnel, failed to provide basic protections to trafficking victims, did not provide any funding to support activities of the National Committee to Fight Against Trafficking in Persons, and did not take any tangible action to prevent trafficking during the reporting period.



RECOMMENDATIONS FOR GUINEA:

Increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; vigorously investigate, prosecute, and, where appropriate, convict government officials complicit in human trafficking; train law enforcement officials and magistrates on anti-trafficking statutes in the child code and the penal code; increase prescribed penalties for the sex trafficking of adults; provide specialized training to border officials to recognize both adult and child trafficking victims and to refer them to protective services; regularly convene the National Committee to Fight Against Trafficking in Persons and provide adequate resources and training to committee members to support their efforts; develop and implement a national action plan to combat trafficking in persons; develop stronger partnerships with NGOs and international organizations to care for victims and develop systemic referral practices for victim care; enhance partnership and information-sharing mechanisms among government agencies involved in combating trafficking; and increase efforts to raise public awareness about trafficking, including the trafficking of adults.

PROSECUTION

The Government of Guinea demonstrated slightly increased anti-trafficking law enforcement efforts. Guinean law does not prohibit all forms of trafficking; for example, debt bondage is not criminalized. Article 330 of the 2012 penal code prohibits forced prostitution and prescribe penalties of two to five years' imprisonment; these penalties are sufficiently stringent but not commensurate with penalties prescribed for other serious crimes, such as rape. Article 337 of the 2012 penal code prohibits individuals from entering into agreements that deprive third parties of their liberty, prescribing penalties of five to 10 years' imprisonment and confiscation of any proceeds from the crime. Articles 385-396 of the 2009 child code prohibit all forms of child trafficking and prescribe penalties of five to 10 years' imprisonment and the confiscation of any proceeds from the crime. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

The government initiated six investigations of possible trafficking offenses, and prosecuted and convicted one trafficking offender during the reporting period; this represented a slight increase from the previous year, in which the government initiated five trafficking investigations, but failed to prosecute or convict any trafficking offenders. The case that achieved a conviction involved a woman sentenced to three years' imprisonment for child abuse and child labor trafficking. The additional five investigations involved alleged child labor trafficking. In one investigation, the government collaborated with Senegalese authorities to intercept a truck transporting 20 Guinean boys to Senegal allegedly for forced labor in gold mines; four alleged traffickers were in police custody in Guinea and the investigation was ongoing at the end of the reporting period. The government did not provide any specific anti-trafficking law enforcement training during the reporting period.

The Office for the Protection of Gender, Children, and Morals within the Guinea police, which is responsible for investigating trafficking and child labor cases, remained severely underfunded. The Government of Guinea did not report any investigations or prosecutions of officials for alleged complicity in trafficking-related offenses during the reporting period; however, NGOs, international organizations, and government officials reported that corruption and direct complicity by law enforcement officials played a major role in preventing trafficking cases from being investigated and prosecuted.

PROTECTION

The government's protection of trafficking victims remained limited and difficult to assess. The government failed to proactively identify victims of trafficking; it identified an unknown number of child victims and no adult victims. The government failed to provide trafficking victims with direct access

to legal, medical, or psychological services, and did not provide direct or in-kind support to international or local NGOs that assisted victims. The government continued, however, to refer child victims to NGOs on an *ad hoc* basis and worked with NGOs to reunite victims with their families. The government referred at least 20 potential child victims to one NGO for assistance. The government opened a shelter for vulnerable street children in June 2013 in Conakry; although child trafficking victims could potentially seek shelter at the facility, it did not offer specialized services to victims of trafficking, and it is unclear whether any victims were provided services during the reporting period.

Although it is legally available, the government did not provide temporary or permanent residence status to any victims from countries where they would face retribution or hardship. The child code contains provisions allowing NGOs to bring cases to court on behalf of victims, and the government reported that a victim could file a civil suit against a trafficking offender provided the victim is older than 12 years of age; however, this did not happen during the reporting period. There was no evidence the government encouraged trafficking victims to participate in the investigation or prosecution of their traffickers during the year; reports indicated victims were reluctant to testify or file claims against trafficking offenders due to limited access to justice, a lack of confidence in the justice system, corruption, and potential threats of reprisal. The government did not report that any victims of human trafficking were detained, fined, or jailed for unlawful acts committed as a result of being trafficked; however, due to a lack of formal victim identification procedures, some unidentified victims may have been penalized for such crimes.

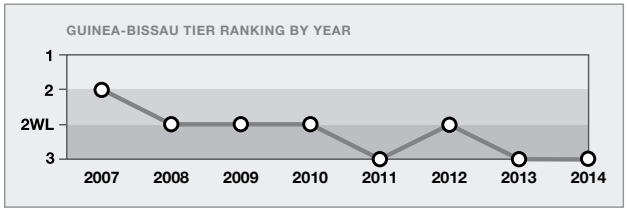
PREVENTION

The Government of Guinea demonstrated minimal efforts to prevent trafficking. Although the National Committee to Fight Against Trafficking in Persons met twice during the reporting period, it had no budget to support its activities. The government did not launch any education or awareness campaigns relating to trafficking. It did not take any tangible steps to reduce the demand for forced labor or commercial sex acts. The government did not provide anti-trafficking training to peacekeeping troops deployed abroad during the reporting period.

GUINEA-BISSAU (Tier 3)

Guinea-Bissau is a source country for children subjected to forced labor and sex trafficking. The extent to which adults are subjected to forced labor or forced prostitution is unclear. Some religious teachers, known as *marabouts*, or their intermediaries, recruit boys under the pretense of offering them a Koranic education, but subsequently transport them to Senegal or, to a lesser extent, Mali or Guinea, where they are forced to beg for money. Young boys are increasingly sent to cities within Guinea-Bissau for the same purpose. The principal traffickers are men from the regions of Bafata and Gab—often former students of the *marabouts*, known as *talibes*—who are generally well-known within the communities in which they operate. Bissau-Guinean boys are subjected to forced labor in street vending in Guinea-Bissau and in manual labor, agriculture, and mining in Senegal. Bissau-Guinean girls are subjected to forced labor in street vending and domestic servitude in Guinea and Senegal; a smaller number may be subjected to child prostitution in these countries, including for exploitation by international sex tourists.

The transitional Government of Guinea-Bissau does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. In April 2012, the country underwent an unconstitutional change in government. As a result, the government's anti-trafficking efforts have stalled, and the new government has not indicated whether it will maintain the previous administration's commitments to combating trafficking. Despite enacting an anti-trafficking law and finalizing and adopting a national action plan in 2011, the transitional government failed to demonstrate any notable anti-trafficking efforts for a second year in a row. It did not take law enforcement action against suspected trafficking crimes, provide adequate protection to identified trafficking victims, conduct any tangible prevention activities in 2013, or make progress on the implementation of its national action plan.



RECOMMENDATIONS FOR GUINEA-BISSAU:

Vigorously investigate and prosecute trafficking offenses and convict and punish trafficking offenders, including unscrupulous *marabouts* who use *talibes* for forced begging; provide anti-trafficking training to law enforcement, labor, and social welfare officials on how to adequately identify victims, investigate cases, and refer victims to appropriate services; adequately inform and train judicial personnel about the 2011 anti-trafficking law; establish a formal victim referral mechanism between the government, NGOs, and international organizations providing care to trafficking victims; improve data collection efforts, including to ascertain the number of victims identified and referred to protective services; reconvene the Inter-Ministerial Steering Committee on Trafficking and allocate specific funds to the committee for the implementation of the national action plan; and make effort to raise public awareness on human trafficking.

PROSECUTION

The transitional government failed to demonstrate any notable law enforcement efforts. Public Law 12/2011 prohibits all forms of human trafficking and prescribes penalties of three to 15 years' imprisonment and the confiscation of any proceeds from the crime. The 2009 child code prohibits all forms of child trafficking and prescribes penalties of three to 10 years' imprisonment and the confiscation of any proceeds from the crime. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The government, however, did not use these laws or other existing laws to prosecute trafficking cases during the reporting period. The authorities did not conduct any investigations or prosecutions of trafficking offenses during the reporting period. Guinea-Bissau's judicial system lacks sufficient human and physical capital to function properly and corruption remains pervasive. The transitional government did not provide any specialized training to law enforcement officials on investigating or prosecuting trafficking crimes. It did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period; however, observers report that some

police and border guards might accept bribes from trafficking offenders, and politicians refrain from addressing the issue of trafficking among religious leaders in order to avoid losing influential political support from the Muslim community.

PROTECTION

The transitional government made inadequate efforts to identify and protect victims during the year, although it provided modest financial assistance to one NGO that cared for trafficking victims. It did not make systematic efforts to identify victims proactively and refer them to NGOs or international organizations for assistance. Although the transitional government did not provide any statistics on the number of victims identified during the reporting period, at least 49 child victims of forced labor were repatriated to Guinea Bissau. Of these victims, 45 were repatriated from Senegal; the transitional government did not provide any assistance to the victims after they arrived in the country. During the last year, the transitional government contributed the equivalent of approximately $10,000 to an NGO that operated two multi-purpose shelters that provided care for an unknown number of victims; these facilities were severely underfunded and understaffed. While no prosecutions were undertaken during the reporting period, the transitional government reported that it encouraged adult family members and neighbors to participate in legal proceedings against suspected child traffickers. There was no evidence that the transitional government detained, fined, or jailed trafficking victims for unlawful acts committed as a result of their being trafficked.

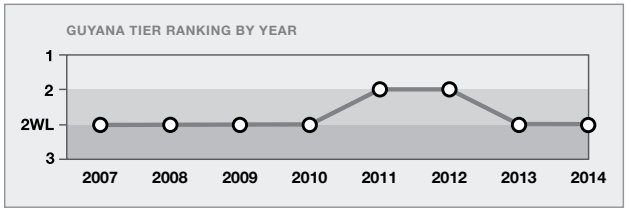
PREVENTION

The transitional government did not make any tangible efforts to prevent trafficking in persons. There is no evidence that the Inter-Ministerial Steering Committee on Trafficking, which was established to coordinate the government's anti-trafficking efforts, continued to exist or that the government had taken any steps to implement the national action plan adopted by the previous government in 2011. This plan also obligates the government to contribute to anti-trafficking efforts from its general funds each year; however, with the exception of the equivalent of approximately $10,000 allocated to the aforementioned NGO, no additional funds were dedicated to anti-trafficking efforts in 2013. The transitional government took no discernible measures to reduce the demand for commercial sex acts or forced labor during the year.

GUYANA (Tier 2 Watch List)

Guyana is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Guyanese and foreign women and girls—including from Venezuela, Suriname, and Brazil—are subjected to prostitution in Guyana. While the full extent of forced labor is unknown, there have been reports of forced labor in the mining, agriculture, and forestry sectors, as well as in domestic service and shops. Traffickers are attracted to Guyana's interior mining communities where there is limited government control, but Guyanese and foreign nationals are also vulnerable to trafficking in urban centers and elsewhere in the country. Children are particularly vulnerable to forced labor. Guyanese nationals are subjected to human trafficking in other countries in the Caribbean region.

The Government of Guyana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government's Ministry of Labour, Human Services, and Social Security (human services ministry) demonstrated concrete efforts to assist trafficking victims. Despite these efforts, the government did not demonstrate evidence of overall increasing efforts to address human trafficking over the previous reporting period; therefore, Guyana is placed on Tier 2 Watch List. Guyana has an adequate trafficking law and achieved three trafficking convictions during the reporting period; however, all three convicted traffickers were released on bail pending the appeal of their convictions. The Government of Guyana did not provide information regarding the basis on which the defendants sought to appeal their convictions or on which the court determined to grant them bail. The inability to hold traffickers accountable creates an enabling environment for human trafficking. Trafficking victims have accused police officers and other government employees of cooperating with traffickers.



RECOMMENDATIONS FOR GUYANA:

Boost efforts to hold trafficking offenders accountable by vigorously investigating and prosecuting forced prostitution and forced labor cases, including those involving complicit officials; provide funding for NGOs to identify and assist victims; develop child-sensitive investigation procedures to reduce additional harm to victims, and develop court procedures that protect the privacy of children and minimize the emotional trauma of providing testimony; in partnership with NGOs, develop and publicize written standard operating procedures to guide and encourage front-line officials—including police, health, immigration, labor, mining, and forestry personnel—to identify and protect victims of forced labor and forced prostitution; implement procedures to ensure that victims are not punished for crimes committed as a result of being subjected to human trafficking; and offer increased protection and assistance for victims near mining communities.

PROSECUTION

The government made limited progress in holding traffickers accountable. The Combating Trafficking of Persons Act of 2005 prohibits all forms of trafficking and prescribes sufficiently stringent penalties, ranging from three years' to life imprisonment. These penalties are commensurate with penalties prescribed under Guyanese law for other serious crimes, such as rape. Law enforcement officials did not provide data on the number of trafficking investigations they undertook during the reporting period, compared with two labor trafficking investigations and 16 sex trafficking investigations the previous year. According to a statement by an official from the human services ministry before parliament, authorities "brought before the courts" six trafficking cases, one of which was dismissed, compared with seven prosecutions during the previous period. The government reported that three traffickers were convicted in 2013; two of the convicted traffickers were sentenced to five years' imprisonment and one was sentenced to four years' imprisonment. However, none of the three convicted traffickers were serving their sentences at the end of the reporting period;

all three were out on bail pending the appeal of their cases. The government confirmed that a police officer was accused of trafficking, and the Guyana Police Force and Office of Public Prosecution were reviewing the allegation. For many years, the majority of Guyana's trafficking prosecutions have ultimately been dismissed. A high-profile prosecution of child trafficking covered in the media was dismissed late in the reporting period, with the magistrate citing a lack of evidence. In that case, NGOs claimed that trafficking victims willing to testify were not notified of court dates and were not allowed to present evidence. The government did not report any additional action involving prosecution of a high-profile child trafficking case investigated in 2012, and there were reports that police did not investigate all alleged incidents of human trafficking. The government did not report that it provided any specialized anti-trafficking training for law enforcement in 2013.

PROTECTION

The government made efforts to protect victims of trafficking, but the continued lack of accountability for perpetrators further endangered victims. The human services ministry reported identifying 23 victims in 2013, including 10 children, five male labor trafficking victims, and 18 sex trafficking victims, compared with 19 girls, two boys, three women, and two adult men identified the previous year. One NGO reported rescuing 29 victims, mostly children, in 2013 and additional victims in 2014. The human services ministry reported that 16 victims consented to be referred to care facilities during the reporting period. Government-provided services reportedly consisted of psycho-social support, basic medical care, transportation, and some assistance for victims' reintegration, but sources claimed that government resources devoted to victim protection were inadequate. There were reports that authorities failed to provide assistance specific to the needs of trafficking survivors, and that victims who had been rescued were re-trafficked or became homeless after they did not receive adequate protection services from the government. An NGO operated a shelter for victims of domestic violence, as well as a "safe home" for children in the capital that reportedly provided assistance to trafficking victims during the reporting period. The shelter received a government subsidy of the equivalent of approximately $14,800. The government also paid the equivalent of approximately $1,452 for alternative accommodation for three victims. The government reportedly provided specialized care for adult male victims. Donor-funded organizations provided much of the support for victims. In areas outside of the capital, NGOs provided shelter and assistance to trafficking victims, often in dangerous conditions, without any funding from the government. Longer-term shelter and protection was not available in Guyana, putting victims at risk of traffickers' reprisals, as the government also failed to punish most traffickers with incarceration. Stakeholders reported that there were still no clear, written, government-wide operating procedures to guide officials in handling human trafficking cases in coordination with NGO partners.

While Guyana's law contains incentives to encourage victims to participate in the prosecution of traffickers, including protection from punishment for crimes committed as a result of being subjected to human trafficking, in practice victims often did not testify in court. Media reports indicate that many trafficking prosecutions were dismissed because victims, many of whom were children, did not appear in court; the government did not take steps to ameliorate this problem. Guyana has not adopted methods of allowing children to testify that ensure their safety, and officials reportedly did not inform victims of court dates nor take them to testify. Intimidation from traffickers increased the likelihood that victims were generally disinclined to cooperate as witnesses in trafficking prosecutions. Guyana's law provides relief from deportation for foreign victims; the government did not report extending such relief to foreign victims over the past year.

PREVENTION

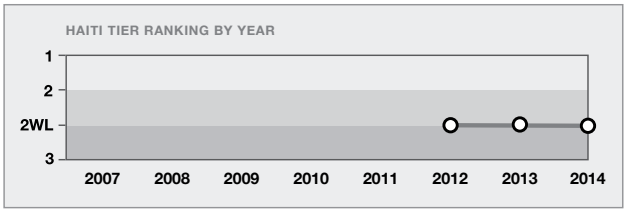
The government made minimal efforts to prevent trafficking. The government's ministerial taskforce was designated to monitor and assess the government's anti-trafficking efforts, but it did not report any results. A leading NGO that has played a significant role in rescuing trafficking victims requested to be one of the NGO partners on the ministerial anti-trafficking taskforce; however the taskforce has yet to grant this request despite this organization's critical role in the protection of victims. The government reportedly provided in-kind support to a UNDP-funded program to raise awareness about human trafficking and provide communities with a government-operated trafficking hotline number. The government did not report how many calls the hotline received. Officials did not report any measures to reduce the demand for commercial sex acts or forced labor during the reporting period.

HAITI (Tier 2 Watch List)

Haiti is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Most of Haiti's trafficking cases consist of children in domestic servitude. In addition to experiencing forced labor, these children are vulnerable to beatings, sexual assaults, and other abuses by family members in the homes in which they are residing. Dismissed and runaway children from domestic servitude make up a significant proportion of the large population of children who end up in prostitution or are forced into begging or street crime. Children working in construction, agriculture, fisheries, and street vending are vulnerable to forced labor. Women and children living in Internally Displaced Persons (IDP) camps set up as a result of the 2010 earthquake were at an increased risk of sex trafficking and forced labor. Children in some unscrupulous private and NGO-sponsored residential care centers are at a high risk of being placed in a situation of forced labor. Haitians without documentation and those from the lowest income backgrounds, especially women and children, are particularly vulnerable. There have also been documented cases of Dominican women in forced prostitution in Haiti. Haitian children are found in prostitution, domestic servitude, and forced begging primarily in the Dominican Republic. Haitians are also exploited in forced labor primarily in the Dominican Republic, elsewhere in the Caribbean, in South America, and in the United States.

The Government of Haiti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Haiti enacted legislation criminalizing human trafficking in 2014. Despite these efforts, the government did not demonstrate evidence of overall increasing efforts to address human trafficking over the previous reporting period; therefore, Haiti is placed on Tier 2 Watch List for a third consecutive year. Haiti was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making

significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan. Haiti has not convicted any perpetrators of human trafficking despite large numbers of identified victims each year. While the government had negligible capacity to provide direct or specialized services to trafficking victims, the government continued to refer victims and at-risk youth to service care centers registered with the government's social welfare ministry (IBESR) and operated by local NGOs.



RECOMMENDATIONS FOR HAITI:

Enforce the new law prohibiting sex trafficking and all forms of forced labor, including domestic servitude; investigate, prosecute, convict, and sentence trafficking offenders under the new law, including persons abusing domestic servants and prostituting children under 18; enact provisions to guarantee victims are not punished for crimes committed as a direct result of being subjected to human trafficking; in partnership with NGOs, adopt and employ formal procedures to guide officials in proactive victim identification and referral of child and adult victims to appropriate shelters and services; work with the donor community to develop long-term, sustainable funding mechanisms for providers of services for trafficking victims; and increase funding for Haitian authorities to assist victims, especially social workers and police officers who rescue trafficking victims.

PROSECUTION

The government made no discernible progress in prosecuting trafficking offenders during the reporting period, but enacted Law No. CL/2014-0010, which criminalizes human trafficking, in 2014. This law prohibits all forms of trafficking and prescribes penalties up to 15 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. As in the previous three reporting periods, the government did not report any prosecutions or convictions of any trafficking offenders.

The government did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period. Widespread corruption remained a concern in combating human trafficking. Longstanding institutional and procedural weaknesses in the judiciary impaired Haiti's ability to bring trafficking offenders to justice. Despite significant financial constraints, some committed Haitian law enforcement and social workers participated in victim rescue operations. However, shortly after government officials and foreign government partners successfully rescued 10 sex trafficking victims and arrested the alleged perpetrators, the main suspect disappeared. The judiciary's systemic weaknesses were a primary cause of the release of the arrested alleged perpetrator. The government made efforts to train Haitian National Police on human rights issues, including some formal instruction on topics related to human trafficking.

PROTECTION

The government made some efforts to identify and assist trafficking victims during the reporting period, but these efforts were overshadowed by the continued lack of accountability for trafficking offenders. The government did not systematically track data regarding trafficking victim identification, but reported working with NGOs to reunify child domestic workers in exploitive situations with their families. Haitian authorities worked with the International Organization for Migration (IOM) to facilitate the voluntary return of nine foreign adult sex trafficking victims and one child victim that Haitian police rescued with foreign law enforcement partners. During the reporting period, Haitian officials removed some children from vulnerable situations and placed them in appropriate care; however, the Haitian government did not adopt stand-alone, government-wide procedures to guide all front-line responders in the identification and referral of potential trafficking victims in Haiti.

NGOs provided the majority of victim care services. Services for trafficking victims were often linked with services for other types of victims. NGOs and international partners increased coordination of such services with Haitian government institutions, improving the government's capacity to register and respond to allegations of trafficking abuse. The government did not provide direct or specialized services to trafficking victims. The budget for IBESR was insufficient to cover the basic protection needs of children throughout Haiti, and labor and social welfare inspectors often lacked basic materials and reliable transport. Two state institutions provided care for vulnerable children who may be at risk for becoming trafficking victims, including one for street children established in November 2013. Under Article 8 of the new law, the government established formal trafficking victim protection policies to encourage victims to assist in the investigation and prosecution of trafficking offenders. The law provides legal protections to preclude the prosecution of trafficking victims for crimes committed as a direct result of being subjected to human trafficking. The law provides immigration relief for foreign victims of human trafficking and thus provides legal alternatives to removal to countries in which victims would face retribution or hardship.

PREVENTION

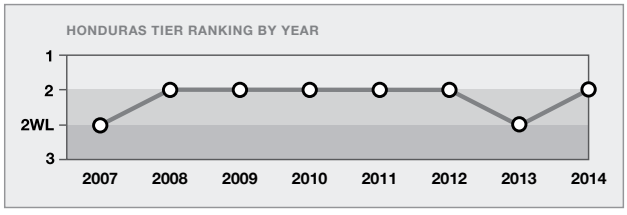
The government made limited efforts to prevent human trafficking during the reporting period. The government adopted an action plan to combat trafficking in April 2014. The inter-ministerial working group to coordinate all anti-trafficking executive branch initiatives did not report any activities during the reporting period. With support from UNICEF, IBESR launched an awareness campaign in June 2013 designed to draw attention to Haiti's efforts to eliminate exploitative forms of child labor. Since 2012, the Government of Haiti, through IBESR, has managed a hotline for trafficking victims; the government reported 11 potential cases of child domestic servitude from calls to this hotline. The government also conducted a campaign to raise public awareness about child labor and child trafficking, among other child protection concerns. Through its child protection hotline, investigations of residential care centers, and other activities, IBESR closed 40 residential care centers that were operating in violation of international standards throughout 2012 and 2013. In 2013, IBESR removed 754 children from exploitative situations where they were exposed to a high risk of human trafficking. The government's partnership with community representatives to monitor night clubs led to the

successful closure of several businesses where young boys and girls had been sexually exploited.

HONDURAS (Tier 2)

Honduras is principally a source and transit country for men, women, and children subjected to sex trafficking and forced labor; to a much lesser extent, Honduras is a destination for women and girls from neighboring countries subjected to sex trafficking. Honduran women and children are exploited in sex trafficking within the country and in other countries in the region, particularly Mexico, Guatemala, El Salvador, and the United States. NGOs report that LGBT Hondurans continue to be vulnerable to sex trafficking. Honduran men, women, and children working in agriculture, street vending, and domestic service within the country are vulnerable to forced labor. Honduran men, women, and children are also subjected to forced labor in other countries, particularly in Guatemala, Mexico, and the United States. Indigenous Miskito boys from Honduras have been identified as potential trafficking victims on a fishing vessel in Jamaican waters. NGOs report that gangs and criminal organizations exploit girls in sex trafficking, and coerce and threaten young males in urban areas to transport drugs, engage in extortion, or to be hit men. Honduras is a destination for child sex tourists from Canada and the United States. Latin American migrants transit Honduras *en route* to northern Central America and North America; some of these migrants are subsequently exploited in sex trafficking and forced labor.

The Government of Honduras does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government significantly increased the number of law enforcement officers focused on human trafficking and dedicated the equivalent of approximately $200,000 to the interagency anti-trafficking commission, reflecting increased political will. Authorities achieved the first convictions for trafficking involving adult victims. Law enforcement efforts, however, continued to be inadequate and primarily focused on child sex trafficking. The government relied on civil society organizations to provide the vast majority of services to victims and lacked guidelines to identify trafficking victims among vulnerable populations, including children engaged in the worst forms of child labor. Data collection on law enforcement and victim identification efforts continued to be weak.



RECOMMENDATIONS FOR HONDURAS:
Increase efforts to prosecute all forms of trafficking, including forced labor crimes and forced prostitution of adults, and increase, as appropriate, the number of trafficking offenders convicted and sentenced to time in prison; increase efforts to improve referral mechanisms and provide specialized services and shelter to all victims of trafficking through dedicated funding to either government entities or civil society organizations; develop and implement formal procedures to identify victims among vulnerable populations, including child workers identified by labor inspections, and refer them to service providers; increase the number of adult victims identified and assisted, including repatriated Honduran victims; continue to increase resources for the dedicated anti-trafficking police and prosecutorial units; increase the use of the anti-trafficking law in trafficking prosecutions; improve data collection on anti-trafficking efforts; ensure that trafficking victims forced to engage in criminal activities are treated as victims by referring them to care services; and enhance government planning and coordination mechanisms, in part by continuing to fund the interagency commission.

PROSECUTION

The Government of Honduras increased law enforcement efforts, but efforts against labor trafficking remained weak and authorities convicted few traffickers. The Honduran anti-trafficking law, enacted in April 2012, prohibits all forms of trafficking, prescribing penalties ranging from 10 to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. This law, however, also conflates human trafficking with other crimes, such as illegal adoption, and establishes the use of force, deceit, or intimidation as aggravating factors only as opposed to essential elements of the crime per international norms. Many trafficking offenders were prosecuted under non-trafficking statutes that prescribe lower penalties, such as those prohibiting pimping. There were no reports that law enforcement officials investigated cases of children who may have been forced by gangs to engage in illicit activities as human trafficking.

Data collection on trafficking efforts was uneven. Authorities reported opening approximately 38 trafficking investigations in 2013; most of these investigations involved child sex trafficking. The government reported prosecuting 17 sex trafficking cases, 10 of which were prosecuted using pimping statutes. It did not convict any trafficking offenders in 2013; however, in March 2014, authorities convicted two sex traffickers, sentencing both to five years' imprisonment and a fine. This case notably involved both adult and child sex trafficking victims. In comparison, authorities reported opening 47 investigations and prosecuting and convicting three child sex trafficking offenders in 2012. There were no reported labor trafficking prosecutions or convictions during the reporting period.

The offices of the special prosecutor for children in the capital and in San Pedro Sula prosecuted all trafficking cases in those cities, as well as all crimes against children. Under-resourced local prosecutors were responsible for all other cases outside those metropolitan areas. NGOs and prosecutors reported that the lack of specialized law enforcement units hampered investigations and prosecutions. In early 2014, the government assigned 13 police officers from various units in Tegucigalpa to focus on human trafficking either full or part time, including four assigned to work with the office of the special prosecutor for children in Tegucigalpa. Law enforcement had a limited ability to investigate trafficking cases outside of the capital. Civil society reported that corruption hampered labor inspections, impeding detection of possible forced labor cases. Prosecutors reported that some local police provided protection to brothel owners or tipped them off about impending raids. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. NGOs receiving international donor funding continued to deliver most of the anti-trafficking training available to government officials.

PROTECTION

Overall government efforts to identify, refer, and assist trafficking victims remained inadequate and authorities remained almost entirely dependent on NGOs to provide services. While immigration officials had a manual on victim identification, Honduran authorities continued to lack systematic procedures to identify trafficking victims among vulnerable populations, such as people in prostitution or working children. For example, labor inspectors did not screen for trafficking victimization the approximately 800 children removed from hazardous labor situations in 2013. The government did not report how many total trafficking victims it identified in 2013. Honduran consular officials identified 15 Honduran victims in Mexico, as well as three victims in Belize. NGOs identified and assisted approximately 50 Honduran victims of sex and labor trafficking within the country.

The government did not provide specialized services for trafficking victims, and services for adult victims were particularly lacking. The 2012 anti-trafficking law required the government to establish an "immediate response team" to address trafficking cases and assist victims, but authorities did not do so in 2013. In some parts of the country, authorities could offer child victims limited medical and psychological assistance, but did not record the number of victims who received such services in 2013. Services remained limited outside of main cities. Specialized services, however, were provided by NGOs and authorities referred some victims to these organizations. Some government officials used their own money to assist victims. The government gave the equivalent of approximately $38,000 to an NGO that provides services to vulnerable children and that operated the country's only specialized shelter for girl victims of sexual abuse and sex trafficking. Consular officers assisted with, but did not fund repatriations of, Honduran victims identified abroad.

The government encouraged victims to assist in the investigation and prosecution of trafficking offenders, although it did not report how many did so in 2013. Some trafficking victims declined to cooperate or chose not to report their exploitation due to distrust of the police and the judicial system, fear of traffickers, inadequate government protection from possible reprisals from traffickers, and frustration with the slow pace of prosecutions. There were no reports of identified victims being penalized for unlawful acts committed as a result of their being subjected to human trafficking. NGOs and some officials, however, reported that child trafficking victims used by gangs to commit crimes were sometimes treated as criminals. NGOs noted that the criminal justice system often re-victimized child victims due to the lack of sensitivity on the part of some officials and the lack of protective services. The government could provide foreign victims with a temporary residency status, but did not report doing so in 2013.

PREVENTION

While the government maintained limited prevention efforts in 2013, it assigned significant funding in early 2014 to increase its ability to coordinate anti-trafficking efforts. The overburdened special prosecutor's office for children led the interagency commission on child trafficking and commercial sexual exploitation in 2013; this commission was comprised of government agencies, NGOs, and international organizations. The commission began drafting implementing guidelines for the 2012 law, but met sporadically and was plagued by frequent turnover of government staff. In March 2014, the government assigned the equivalent of approximately $200,000 to the interagency commission, fulfilling its legal responsibility to fund the commission. Government officials participated in anti-trafficking awareness campaigns funded by NGOs through organizing and participating in events. In March 2014, authorities arrested a U.S. citizen for sexually exploiting Honduran girls, but the government did not report any prosecutions or convictions of child sex tourists. The government did not report efforts to reduce the demand for forced labor or commercial sex acts.

HONG KONG (Tier 2)

The Hong Kong Special Administrative Region of the People's Republic of China is a destination, transit, and source territory for men, women, and children subjected to sex trafficking and forced labor. Victims include citizens from mainland China, the Philippines, Indonesia, Thailand, Vietnam, Nepal, Cambodia, other Southeast Asian countries, Colombia, Chad, and Uganda. 320,000 foreign domestic workers from Indonesia, the Philippines, Burma, and Bangladesh work in Hong Kong; some become victims of forced labor in the private homes in which they are employed. Workers from the Philippines and Indonesia are generally charged the equivalent of between $1,900 and $2,800, respectively, in their home countries for job placement; these debts lead to situations of debt bondage in Hong Kong. Several of Hong Kong's domestic worker employment agencies have charged fees in excess of the maximum job placement fee allowed under Hong Kong law. The accumulated debts amount to more than 80 percent of workers' salaries for the first seven to eight months of employment. During that period, some workers are unwilling to report abusive employers for fear of losing their jobs; some employers or employment agencies also illegally withhold passports, employment contracts, and workers' bank debit cards until their debt has been paid. In addition, domestic workers have reported working 17-hour days, receiving less than minimum wage, being physically or verbally assaulted, experiencing confinement in the employer's home, and not receiving a weekly day off. Many such workers do not have their own bedroom and are forced to sleep in bathrooms, kitchens, storage rooms, and other inappropriate locations. Some women are lured to Hong Kong by criminal syndicates or acquaintances with promises of financial rewards and are deceived about the nature of the prospective work. Upon arrival in Hong Kong, they are forced into prostitution to repay money owed for their passage to Hong Kong. Traffickers psychologically coerce some victims of sex trafficking by threatening to reveal photos or recordings of the victims' sexual encounters to their families. Hong Kong is a transit point for Southeast Asian fishermen subjected to forced labor on fishing ships bound for Fiji and other ports in the Pacific. "Compensated dating" continues to facilitate the prostitution of Hong Kong children and their vulnerability to trafficking.

Hong Kong authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. In 2013, authorities amended the Prosecution Code to include the 2000 UN TIP Protocol's definition of human trafficking. Authorities' anti-trafficking efforts remained limited, however, because of insufficient laws that do not prohibit all forms of trafficking. Authorities failed to screen women who were arrested for prostitution or immigration violations to determine if they were trafficking victims. Authorities identified and assisted only seven sex trafficking victims and made limited efforts to bring traffickers to justice, while thousands of potential victims were arrested, fined, and deported. The government did not identify or assist any labor trafficking victims and made no law enforcement

efforts to address labor trafficking crimes, despite increased reports of forced labor involving foreign domestic workers, including a highly publicized case involving an Indonesian domestic worker severely abused and exploited by her employer for eight months.

RECOMMENDATIONS FOR HONG KONG:

Enact a comprehensive anti-trafficking law that prohibits all forms of trafficking and defines terms according to established international standards set forth in the 2000 UN TIP Protocol; proactively identify forced labor and sex trafficking victims among vulnerable populations, such as mainland Chinese and foreign migrant workers, and Hong Kong children in prostitution, and refer them to available services; vigorously prosecute suspected labor traffickers, especially those who abuse and exploit foreign domestic workers; grant victims permission to work and study while participating in trafficking investigations and prosecutions; develop an action plan to commit resources and develop a clear, overarching strategy to combat trafficking; continue to publicize the availability of protective services among vulnerable populations, such as foreign domestic workers and foreign women in prostitution; provide permanent residency visas as a legal alternative to those who may face hardship or retribution in their home countries; and educate law enforcement, judges, authority officials, and the public on trafficking definitions in line with established international standards.

PROSECUTION

Hong Kong authorities made modest progress in anti-trafficking law enforcement efforts. Authorities continue to define trafficking as the movement of people for prostitution, and Hong Kong laws lack specific criminal prohibition of forced labor; this definition is inconsistent with the 2000 UN TIP Protocol's definition of human trafficking. Section 129 of the Crimes Ordinance, which prohibits "trafficking in persons to or from Hong Kong," requires an element of transnationality in the offense and focuses on movement of persons into or out of Hong Kong for prostitution and does not require that force, fraud, or coercion be used. Section 129's prescribed penalty of 10 years' imprisonment is sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. Other sections of Hong Kong's Immigration, Crimes, Offenses Against the Person, and Employment Ordinances are also used to prosecute trafficking offenses. In September 2013, the Department of Justice amended the Prosecution Code—an administrative handbook providing instruction to guide prosecutors in conducting prosecutions—to include Section 18.1, which contains the 2000 UN TIP Protocol's definition of trafficking. This section was added to improve prosecutors' understanding of human trafficking and better equip them to identify and prosecute such cases.

Authorities have never prosecuted or convicted traffickers for subjecting victims to forced labor, despite numerous reports of forced labor abuses perpetrated against migrant domestic workers. In 2013, Hong Kong authorities initiated five sex trafficking prosecutions under Article 129, compared to three prosecutions in 2012. Four sex trafficking offenders were convicted; three traffickers received sentences of four to six months' imprisonment, and one received a sentence of 30 months. Six sex traffickers were convicted under the Crimes Ordinance Section 130 (forced or organized prostitution), a decrease from 10 convictions achieved in 2012; convicted traffickers received sentences ranging from three weeks' to 32 months' imprisonment. Authorities initiated one prosecution under the Offenses Against the Person Ordinance's Section 41, which prohibits forcible taking or detention of a person, with intent to sell. In January 2014, media reported a high-profile case involving an Indonesian maid subjected to labor exploitation by her Hong Kong employer for eight months. The maid's employer deprived her of food, restricted her movement, physically abused her, overworked her, and did not pay her. Hong Kong Police sent an investigative team to Indonesia to further assess the case, which was under investigation as an assault case. The maid's Hong Kong employer attempted to flee Hong Kong but was apprehended at the airport and held on high bail.

During the year, Hong Kong authorities trained more than 540 police officers and newly recruited immigration officers on trafficking. The Department of Justice also discussed trafficking during the annual prosecutors' conference in May 2013. Hong Kong authorities did not report any investigations, prosecutions, or convictions of government officials complicit in trafficking offenses.

PROTECTION

Hong Kong authorities maintained minimal efforts to protect victims of trafficking. In 2013, authorities identified seven sex trafficking victims, the same number as in 2012. The government referred all seven victims to care facilities where they were provided temporary accommodation, counseling, and access to hospital services. Authorities did not identify or assist any labor trafficking victims despite multiple NGO and media reports of labor trafficking cases, government reports of 3,078 foreign domestic workers that had experienced abuse, and the government providing 21 foreign domestic workers permission to change their employers due to documented abuse and exploitation. Law enforcement officials reported following systematic procedures to identify potential trafficking victims, particularly among high-risk populations, such as foreigners arrested for prostitution or immigration violations. The Hong Kong Police's screening procedures did not identify trafficking victims among the 3,022 mainland Chinese and two foreign women in prostitution who were arrested; these women were instead arrested for immigration violations. The Police and Immigration Departments' joint operations, reportedly for the purpose of detecting human trafficking, did not result in identifying victims of trafficking. Instead, 121 foreign women were arrested for their involvement in prostitution, as were 33 persons (including 11 children) involved in "compensated dating." The Immigration and Labor Departments investigated 121 premises and arrested 16 foreign domestic workers and 39 employers on charges of illegal employment, but did not identify any forced labor violations. In 2013, the Immigration Department issued 3,571 visa extensions to former foreign domestic workers during legal proceedings in Hong Kong, but it was unclear if these cases involved labor exploitation or if these legal proceedings addressed cases of alleged labor exploitation.

Authorities continued to partially fund six NGO-run shelters and three government-owned and operated shelters that serve victims of abuse, violence, exploitation, and trafficking; however, the level of financial resources dedicated to trafficking-specific assistance or protection in 2013 was unclear. Authorities reported to have encouraged trafficking victims to participate in the investigation and prosecution of trafficking offenders, but they did not allow victims to work while participating in trials. As a result, many victims opted to repatriate immediately or were deported. Hong Kong does not specifically allow for permanent residency status for cases in which repatriation may constitute a risk of hardship or retribution in the victim's home country.

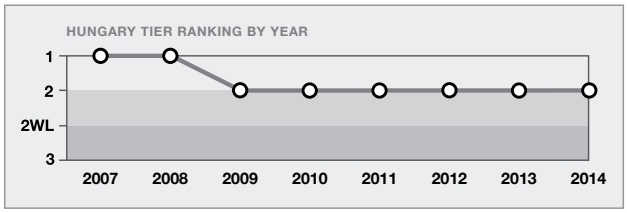
PREVENTION

Hong Kong authorities sustained efforts to prevent trafficking. Authorities continued to distribute anti-trafficking pamphlets in six languages and information packets for foreign domestic workers in eight languages at parks and airports. The Labor Department conducted inspections of more than 1,200 employment agencies, but revoked the licenses of only four, despite overwhelming NGO and media reports that employment agencies breached regulations by charging high recruitment fees, requiring domestic workers to make deposits as a guarantee to work the contracted period, and confiscating employees' personal documents. The Anti-TIP working group did not draft or publish a written plan of action to combat trafficking. Authorities made efforts to reduce demand for commercial sex through school sex education programs. Hong Kong authorities reported no efforts to prevent or combat child sex tourism of Hong Kong nationals in foreign countries.

HUNGARY (Tier 2)

Hungary is a source, transit, and destination country for men, women, and children subjected to trafficking in persons, specifically forced prostitution of women and girls and forced labor of men, women, and children. Women and children, particularly Roma from eastern Hungary, are subjected to sex trafficking within the country and abroad, including in the Netherlands, Switzerland, the United Kingdom (UK), Germany, Austria, Belgium, Italy, Greece, Spain, Sweden, and the United States. Media and NGOs report significant numbers of Hungarian women forced to engage in prostitution in the Netherlands and Switzerland. Experts also report Hungarian women lured into sham marriages to third-country nationals in the UK and Austria, with the women subjected to physical abuse and forced prostitution. Men and women from Hungary are subjected to forced labor domestically and abroad, including in the UK, the Netherlands, Spain, Canada, and the United States. The exploitation of Hungarian men in Western Europe intensified during the reporting period, particularly in the agricultural sector of the northern part of the Netherlands and the construction industry in the UK. According to an EU report, 18 percent of the victims in trafficking investigations by EUROPOL between 2009 and 2013 were Hungarian. Trafficking victims from Bulgaria and Romania transit Hungary *en route* to destinations in Western Europe. In addition to the impoverished, a large number of victimized women and girls, especially Roma, come from state-provided housing and correctional facilities; many of them are recruited by sex traffickers while living in such facilities. Traffickers also recruit unaccompanied minor asylum seekers while the minors are housed in shelters. Families in rural areas reportedly force homeless men to perform domestic or agricultural labor. Labor recruiters reportedly transport men either domestically or internationally to work in construction and keep the workers' salaries. Sex trafficking victims in Hungary continue to be subjected to exploitation in street prostitution and in brothels disguised as bars or massage parlors, as well as in private apartments or homes.

The Government of Hungary does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite the large number of Hungarian trafficking victims internally and throughout the EU, victim assistance remained low. The shortage of beds in shelters remained a problem. Nevertheless, the government actively engaged the public throughout the reporting period in awareness campaigns to prevent trafficking. A new criminal code came into effect in July 2013, but the new law fails to fully comport with the definition of human trafficking in the EU Directive 2011/36/EU. Minimal training of police on trafficking resulted in a lack of awareness and sensitivity towards trafficking victims.



RECOMMENDATIONS FOR HUNGARY:

Increase victim assistance by continuing to expand shelter capacity in Hungary and ensure consistent funding for NGOs providing victim care; ensure all repatriated victims are offered assistance; bolster protection for trafficking victims who face serious harm and retribution from their traffickers, including by developing longer-term care options to improve their reintegration in Hungary; enhance the collection and reporting of reliable trafficking law enforcement data and the number of trafficking victims identified; take steps to increase incentives for victims' voluntary cooperation with law enforcement; ensure the Hungarian anti-trafficking law is fully harmonized with the definition of trafficking under the EU Directive 2011/36/EU by more precisely defining exploitation (including child prostitution, forced prostitution, forced labor, begging, and the exploitation of criminal activities), and by ensuring that means of fraud, force, or coercion are required elements of the core offense of adult trafficking; and increase training of law enforcement and prosecutors.

PROSECUTION

The Government of Hungary sustained anti-trafficking law enforcement efforts. A new criminal code with trafficking provisions came into effect in July 2013. Under the new criminal code, Article 192 criminalizes many forms of human trafficking, but is overbroad because it does not require the use of force, the threat of force, or fraud to prove the basic offense of trafficking in persons, instead making force, the threat of force, or fraud aggravated elements resulting in enhanced penalties, under Article 192(3). Furthermore, the law's new definition of exploitation was not specifically tied to forced labor, forced prostitution, or child prostitution; instead, it defines exploitation as the abuse of power for the purpose of taking advantage of a victim, rendering the trafficking definition potentially much more expansive than the purposes of exploitation set forth

under international law. Experts expressed concern that the 2012 criminal code does not adequately define sex trafficking and forced labor. The narrow judicial interpretation of the previous law had created overly strict evidentiary requirements, for example, by requiring proof of a transaction and evidence of direct or recently committed violence. The new law remedies this problem by making "exploitation" the key component of the definition of trafficking in persons. The criminal code also made forced labor an explicit offense under Article 193 and raised the maximum sentences for aggravated trafficking acts. The new law fails, however, to fully comport with the definition of human trafficking in the EU Directive 2011/36/EU by including the necessary purposes of exploitation, such as forced prostitution, child prostitution, or begging. Prescribed penalties still range from one to 20 years' imprisonment, or life imprisonment under aggravating circumstances, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape.

Experts continued to identify the lack of reliable data as one of the main obstacles to effectively combating trafficking in Hungary. In 2013, the government reportedly initiated four new investigations, a decrease from 18 the previous year. The number of prosecutions increased slightly to 13 cases against 37 individuals in 2013 from 12 cases in 2012. Hungarian courts convicted 88 trafficking offenders in 33 sex trafficking cases in 2013, a significant increase from 18 convicted offenders in 2012. In January 2014, media reported the conviction of a police officer for pandering. After being sentenced to four years and eight months' imprisonment, with three years suspended, the officer was dismissed from the police service. In 2013, Hungarian authorities conducted limited training for police officers on victim protection and identification. In June 2013, the government held a seminar for 32 victim assistance officers; in September and October 2013, the Hungarian Prosecution Service organized a five-day training session for 35 deputy chief prosecutors.

PROTECTION

The Government of Hungary increased efforts to protect trafficking victims, although budget limitations hindered the provision of victim assistance and assistance remained far below the needs of trafficking victims in Hungary. An amendment to the 2005 Act on Crime Victim Support and State Compensation—in effect since January 1, 2013—mandates that the government issue detailed regulations for the identification of trafficking victims and provide safe shelter for victims exploited in Hungary or abroad. Victims are eligible to receive support under this act regardless of whether they assist law enforcement. In implementation of this amendment, the government adopted a decree (No. 354)—in effect since January 1, 2013—on the trafficking victim identification mechanism, which lists the institutions responsible for identifying trafficking victims, the questionnaire to be completed with suspected trafficking victims, and procedural protocols for trafficking victim identification. The protocol includes provisions on the role of the National Crisis Intervention and Information Telephone Service in the referral of and provision of safe shelter for potential trafficking victims. The National Police Headquarters issued a directive (No. 2/2013), in effect since January 31, 2013, which requires that there be victim protection officers at each police station who are responsible for attending to trafficking victims, as well as victims who are children, elderly, disabled, foreigners, or in a vulnerable situation.

Although the government identified more than a hundred victims, the provision of victim assistance was low. In 2013, the government identified a total of 133 trafficking victims through its national referral mechanism (NRM), 59 of whom were identified abroad by Hungarian Consular Services. Of the 133 victims identified in 2013, the government's victim support service reported assisting three foreign trafficking victims; an increase from one foreign victim in 2012. Experts expressed concern about Hungarian police patrols' lack of awareness of trafficking and insensitivity towards trafficking victims, adding that victim identification is highly problematic.

The Hungarian government had 20 victim support and legal assistance offices around the country where trafficking victims could receive short-term psychological, social, and legal assistance. The government reportedly provided legal support to four victims, accommodation to one victim, psychological support to five victims, financial support to 12 victims, and other forms of support to seven victims. General victim support services included providing information, securing psychological assistance, providing help for assertion of interest, legal aid, and a maximum of the equivalent of approximately $380 in immediate financial assistance. The government provided the equivalent of approximately $26,400 to an NGO-run shelter in 2013, the same amount provided in 2012. This shelter had limited space capacity for a maximum of six victims for a renewable, six-week period. Twenty-seven Hungarian trafficking victims were referred to this shelter in 2013 for care, compared to 30 Hungarian victims referred in 2012. The government provided the equivalent of approximately $25,300 to another NGO-run shelter to accommodate six female trafficking victims for up to a year. Six women and four children were accommodated in this NGO run shelter in 2013; two of the women and all four children stayed at the shelter for more than a year. Victims are only permitted to leave the shelter if accompanied by a chaperone. The safety of trafficking victims who choose to testify against traffickers remains a concern, and the government had yet to use its witness protection program to protect any victims required to testify. The law provided foreign victims with a 30-day reflection period and temporary residency permit if they decided to assist law enforcement; however, no foreign victims applied for or received this temporary immigration relief in 2013.

PREVENTION

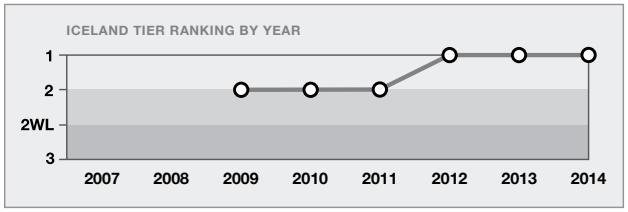
The Government of Hungary sustained prevention efforts by utilizing multiple platforms to prevent human trafficking. In August 2013, the government organized a week-long awareness raising campaign as part of an annual youth music festival to educate Hungarians about trafficking and reduce the demand for commercial sex acts, reaching over a thousand people. The government continued a pilot project from the previous reporting period to reach 551 secondary school students. In partnership with the EU, the government undertook a public relations campaign to educate Hungarians seeking jobs abroad about their right to challenge poor working conditions in destination countries. The government participated in the "Integrated Approach for Prevention of Labor Exploitation in Origin and Destination Countries" project with the Government of Romania in an effort to decrease labor exploitation. The government failed, however, to take efforts to reduce the demand for commercial sex acts during the reporting period. It did not demonstrate transparency in systematically assessing its anti-trafficking efforts and providing reliable trafficking-related statistics in 2013, but maintained a website listing information

on its anti-trafficking efforts, indicators of trafficking, and checklists for Hungarians planning on working abroad.

ICELAND (Tier 1)

Iceland is a destination and transit country for women subjected to sex trafficking from Eastern Europe, the Baltics, Nigeria, and China. Some men and women are subjected to forced labor in massage parlors, restaurants, and as au pairs in private houses through threats and withholding of documents. Women are subjected to sex trafficking in nightclubs, bars, and "champagne" clubs. Women from Nigeria, who were coerced into prostitution in other European countries through threats of voodoo curses, sought asylum in Iceland. Authorities suspect the involvement of foreign organized crime groups in sex trafficking. Women are subjected to domestic servitude and sex trafficking through forced marriage in which the trafficker withholds earnings and maintains control over their wives' food and health care. Traffickers often threaten victims with deportation. Traffickers reportedly exploit the visa-free regime in the Schengen Zone to bring victims to Iceland for up to three months and then move them out of the country before the point at which they would need to register with local authorities.

The Government of Iceland fully complies with the minimum standards for the elimination of trafficking. The government created and filled a dedicated position to coordinate national anti-trafficking efforts among various agencies. Investigations increased, although the government did not prosecute or convict any trafficking offenders. The government identified more victims than in the previous reporting period. It did not launch any awareness activities to educate the public on how to identify and report possible cases of trafficking.



RECOMMENDATIONS FOR ICELAND:

Investigate, prosecute, and convict trafficking offenders; conduct public awareness activities focused on increasing identification of sex and labor trafficking victims among vulnerable populations; formalize procedures for social service workers, health officials, labor inspectors, and NGOs to identify and refer victims to care; continue to build trust with victims of trafficking to provide protective services and encourage their participation in the investigation and prosecution of traffickers; ensure all victims are provided shelter in appropriate facilities that provide privacy, non-stigmatization on the basis of trafficking, and specialized services; train immigration officials and law enforcement on proactive victim identification and the broader definition of human trafficking to include forced labor; continue to screen transit passengers for signs of trafficking; provide funding exclusively for anti-trafficking efforts, including the screening of transit passengers at the international airport.

PROSECUTION

The Government of Iceland sustained low anti-trafficking law enforcement efforts. Rather than investigating cases involving force, fraud, or coercion, law enforcement efforts were focused almost exclusively on long and in-depth prostitution investigations. Iceland prohibits both sex trafficking and forced labor under Article 227a of its criminal code, which prescribes penalties up to 12 years' imprisonment. This penalty is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Law enforcement initiated 12 investigations in cases with potential sex trafficking elements during the reporting period, an increase from six investigations in 2012. Victims were hesitant to tell their stories, presumably out of fear the suspected traffickers would retaliate against their families. The government did not initiate any trafficking prosecutions or achieve any convictions in 2013. Observers praised the anti-trafficking efforts by the regional police which, despite having limited resources, have strategically deployed personnel to identify possible victims and enhanced efforts to screen for trafficking at the airport. The government is funding one position at the airport to focus on organized crime and trafficking, but there has not been an increase in funding for screening to match the increasing numbers of transit passengers. In 2014, the government allocated the equivalent of approximately $600,000 to an organized crime taskforce, not specifically dedicated to trafficking, to continue investigating possible links between organized crime groups and human trafficking and prostitution, compared with the equivalent of approximately $200,000 in 2013. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period. Icelandic authorities provided law enforcement officers and immigration officials in-house and external training on victim identification. The police college curriculum included instruction on victim identification and investigating trafficking cases.

PROTECTION

The Government of Iceland made some efforts to provide support and protection for victims of trafficking by identifying more victims, although the government and NGO partners closed its only trafficking shelter and accommodated victims in alternative housing. The government identified 17 potential sex trafficking victims during the reporting period, compared with six in 2012. Of the 17 victims identified, one was a male victim. The government identified no child victims of trafficking. Government-funded NGOs reported they provided services to an estimated seven female victims. All victims received assistance of food, shelter, legal advice, and health care. Foreign victims had the same access to assistance as domestic victims. During the reporting period, the Icelandic authorities informally adopted the EU-issued "Guidelines for the Identification of Victims of Trafficking" as their formal standards for identifying victims. The government continued to implement its 2010 system to refer victims from protective custody to institutions that provide short- or long-term care. During the reporting period, the government developed a pocket checklist for immigration and law enforcement officials to be used in identifying potential trafficking victims and ensuring they are informed of available services. NGOs stated this system worked effectively in practice. NGOs expressed concern that law enforcement officials use too narrow a definition and had a limited understanding of human trafficking, leading to missed opportunities to identify victims. In particular, police did not explore a person's position of vulnerability and inappropriately weighed initial consent of victims when determining whether person was a trafficking victim. The government did not fully formalize procedures for

social service workers, health officials, and labor inspectors to identify and refer victims to care.

In December 2013, the government closed a long-term shelter for sex trafficking victims and women exiting prostitution, which was operated as a two-year research project. Victims were provided with alternative housing. All victims received assistance from the country's NGO operated domestic violence shelter, and other government programs and social service entities such as those dedicated to assisting asylum seekers. Victims could leave the shelter unchaperoned and at will. The government allocated the equivalent of approximately $479,500 in the 2014 state budget to the domestic violence shelter, compared with $345,700 in 2013. The government allocated the equivalent of approximately $610,300 to the NGO offering psychological and other services at the shelter, compared with the equivalent of approximately $536,000 in 2013. There was no specialized care available for male victims, although they were referred to NGOs providing food, shelter, legal advice, health care, and psychological services. In cases involving unaccompanied children, municipal and state child protection services are responsible for assistance. Victims were entitled to free medical care. The victims' protection law mandates free legal services for victims to guide them through the legal process, inform them of their rights, and act as the victim's attorney should they require legal representation in court. No victims pursued legal action, although one victim received legal assistance during questioning by law enforcement. Potential victims of trafficking without legal status could obtain a six-month residency permit for a reflection period—time in which to recover and decide whether to cooperate with law enforcement. An additional one-year renewable residency permit is available to victims who cooperate with law enforcement or who may face retribution or hardship in their home countries; victims with temporary residency are able to work legally in the country. Such permits are to be granted regardless of the outcome of a prosecution. The government did not issue any temporary residence permits to potential victims during the reporting period; some potential victims received residence permits on other grounds or applied for asylum in Iceland. Victims were reportedly punished for acts committed as a result of being trafficked.

PREVENTION

The Government of Iceland displayed mixed efforts to prevent trafficking. The government approved its 2013-2016 national action plan and created and filled a dedicated position to coordinate national anti-trafficking efforts among various agencies, but it did not educate the public, including potential victims, about human trafficking. The national action plan—approved in April 2013—established a coordination group of representatives from law enforcement, government agencies, and NGOs to provide a twice-yearly forum for discussion of anti-trafficking efforts and best practices. The coordination group met once during the reporting period. The government did not conduct any anti-trafficking awareness activities in 2013. A July 2013 risk assessment report conducted by national security unit on organized crime and terrorism publicly acknowledged that there were indications of possible trafficking activity in Iceland, especially in Metropolitan Reykjavik and the Sudurnes area. The government demonstrated efforts to reduce the demand for commercial sex acts by enforcing legislation banning the purchase of sex and the operation of strip clubs, but it did not demonstrate efforts to reduce the demand for forced labor.

INDIA (Tier 2)

India is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. The forced labor of an estimated 20 to 65 million citizens constitutes India's largest trafficking problem; men, women, and children in debt bondage—sometimes inherited from previous generations—are forced to work in industries such as brick kilns, rice mills, agriculture, and embroidery factories. A common characteristic of bonded labor is the use of physical and sexual violence as coercive means. Ninety percent of India's trafficking problem is internal, and those from the most disadvantaged social strata—lowest caste Dalits, members of tribal communities, religious minorities, and women from excluded groups—are most vulnerable. Trafficking victims in India at times are injured or killed by their traffickers; for example, a labor contractor in the State of Odisha chopped off the hands of two bonded labor victims in 2013. Media reported instances of severe mistreatment of domestic servants in New Delhi, many of whom were victims of forced labor, including cases of rape, torture, and murder. NGOs observed that the majority of trafficking victims are recruited by agents known to them in their home villages with promises of work in urban or other rural areas. Trafficking between Indian states continues to rise due to increased mobility and growth in industries that use forced labor, such as construction, textiles, wire manufacturing for underground cables, biscuit factories, and floriculture. Thousands of unregulated work placement agencies reportedly engage in sex and labor trafficking but escape prosecution; some of these agents participate in the sexual abuse that approximately 20 percent of domestic workers reportedly experience. Placement agencies also provide child labor for domestic service, meeting a demand for cheap and docile workers and creating a group vulnerable to trafficking.

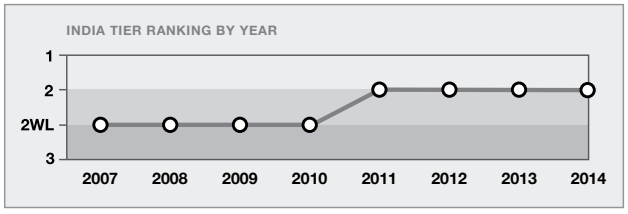
Children are subjected to forced labor as factory workers, beggars, agricultural workers, and, in some rural areas of Northern India, as carpet weavers. A 2013 study of India's hand-made carpet sector revealed 2,612 cases of forced labor and 2,010 cases of bonded labor of adults and children in nine Northern Indian states, including entire villages subjected to debt bondage in Uttar Pradesh and Madhya Pradesh. Begging ringmasters sometimes maim children as a means to earn more money. Boys from Nepal and Bangladesh continue to be subjected to forced labor in coal mines in the state of Meghalaya. Boys from the region of Kashmir are forced by insurgent separatists and terrorist groups to fight against the Indian government. Burmese Rohingya and Sri Lankan Tamil refugees continue to be vulnerable to forced labor in India. Boys from Bihar are subjected to forced labor in embroidery factories in Nepal.

Experts estimate that millions of women and children are victims of sex trafficking in India. Children continue to be subjected to sex trafficking in religious pilgrimage centers and tourist destinations. Girls from Assam state are kidnapped for domestic servitude. Around 90 percent of the girls who were from Jharkhand and were victimized work as domestic servants. A large number of Nepali, Afghan, and Bangladeshi females—the majority of whom are children aged nine to 14 years old—and women and girls from China, Russia, Uzbekistan, Azerbaijan, the Philippines, and Uganda are also subjected to sex trafficking in India. Female trafficking victims are frequently exploited in Kolkata, Mumbai, Delhi, Gujarat, and along the India-Nepal border. Newspapers contain advertisements promising full body massages, often by Afghan women, who are then forced

to offer sexual services. Traffickers also pose as matchmakers, arranging sham marriages within India or to Gulf states, and then subject women and girls to sex trafficking. West Bengal continues to be a source for trafficking victims, with girls more frequently subjected to sex trafficking in small hotels, vehicles, huts, and private residences than traditional red light districts. Experts also reported increasing demand for women from smaller towns in North and Western India for sex and labor trafficking; until recently, victims have typically originated from Eastern India and Bangladesh.

Some Indian migrants who willingly seek work as construction workers, domestic servants, and other low-skilled laborers in the Middle East and, to a lesser extent, Afghanistan, Southeast Asia, Bhutan, the United States, Europe, Southern Africa, South America, the Caribbean, and other regions, subsequently face forced labor conditions initiated by recruitment fraud and usurious recruitment fees charged by Indian labor brokers. Some Bangladeshi migrants are subjected to forced labor in India through recruitment fraud and debt bondage. Trafficking victims—primarily girls—continue to be recruited from Bangladesh and Nepal and brought to Mumbai. An increasing number of foreign women, mostly from Central Asia and Bangladesh, were rescued from debt bondage within Hyderabad; labor trafficking, including bonded labor, reportedly continues in Odisha.

The Government of India does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Experts reported increased acknowledgement of India's trafficking problem by government officials and increased efforts to combat it. Despite these efforts, the protection of trafficking victims and the prosecution of their suspected exploiters were uneven among states and municipalities. While some courts in some states have secured serious penalties for convicted traffickers, continued complicity of government officials enabled traffickers to exploit additional men, women, and children. Officials facilitated trafficking by taking bribes, warning traffickers about raids, helping traffickers destroy evidence, handing victims back to traffickers, and physically and sexually assaulting victims. Lack of political will and sensitivity to victims' trauma continued, with one senior official stating that victims choose "that lifestyle;" another politician stated that victims were better off exploited than they would be otherwise.



RECOMMENDATIONS FOR INDIA:

Prosecute officials allegedly complicit in trafficking, and convict and punish those found guilty; continue to sensitize law enforcement officials to human trafficking issues and educate them about changes to the law; cease the penalization of victims of human trafficking; integrate anti-trafficking procedures into natural disaster planning and training; establish additional Anti-Human Trafficking Units (AHTUs) in source areas; encourage AHTUs to address all forms of trafficking, including forced labor of adults and children; hire additional female police officers to work with trafficking victims; coordinate standard operating procedures (SOPs) among police and child welfare departments for the rescue, repatriation, and rehabilitation of trafficked children; prosecute suspected traffickers and punish those found guilty with sentences commensurate with those of other serious crimes; increase funding for shelters, regular training of staff working with victims, and the creation of a quality control board; through continued coordination with stakeholders, increase prevention efforts and services provided to victims of forced and bonded labor; increase prosecutions of all forms of trafficking, including bonded labor, respecting due process, and report on these law enforcement efforts; improve protections for trafficking victims who testify against their suspected traffickers; develop and implement SOPs to harmonize victim identification and repatriation, and prosecution of suspected traffickers when trafficking crimes cross state lines; provide funding for additional states to establish fast-track courts that respect due process and deal with all forms of human trafficking; promptly disburse government funding for anti-trafficking shelter homes and develop monitoring mechanisms to ensure quality of care; require state governments to comply with the October 2012 Supreme Court judgment to accurately report on the number of bonded labor victims; and fund more public awareness campaigns in informal settlements, schools, and colleges.

PROSECUTION

The Government of India did not provide adequate anti-trafficking law enforcement data; observers noted a lack of progress based on low rates of convictions, with most offenders receiving fines in lieu of imprisonment. Section 370 of the Indian Penal Code (IPC) criminalizes government officials' involvement in human trafficking, prescribing sentences up to life imprisonment. It also prohibits most forms of sex trafficking and prescribes sufficiently stringent penalties ranging from seven years' to life imprisonment. These penalties are commensurate with those prescribed for other serious crimes, such as rape. Section 370 does not, however, provide that the prostitution of a child under the age of 18 is an act of human trafficking in the absence of coercive means, the standard of the 2000 UN TIP Protocol, though the prostitution of minors is criminalized under other statutes. An April 2013 change in the criminal law, Section 166A of the IPC, holds police responsible for delays in registering a First Information Report (FIR) after a victim makes a complaint. Punishment for inaction ranges from six months to two years' imprisonment. India also prohibits many forms of forced labor through the Bonded Labor System Abolition Act (BLSA), the Child Labor (Prohibition and Regulation) Act, the Juvenile Justice Act, and other provisions of the IPC; however, these provisions were unevenly enforced, and their prescribed penalties are not sufficiently stringent. India prohibits most forms of sex trafficking under the Immoral Traffic Prevention Act (ITPA) and various provisions of the IPC. However, the ITPA also criminalizes other offenses, including prostitution, and is often used to prosecute sex trafficking victims.

The Government of India did not report comprehensive law enforcement data on human trafficking. Reported incidents of inaction by law enforcement and prosecutors reflected inconsistent application of the law across jurisdictions, corruption among officials, and a lack of awareness or capacity in some parts of the country. Information publicly released as human trafficking data by the National Crimes Record Bureau contained aggregated data under the ITPA (which included statistics on the government's penalization of trafficking victims), and a limited number of IPC provisions which only addressed sex trafficking of girls, rather than a broader range of human

trafficking crimes; in addition, the data provided did not specify the number of investigations, prosecutions, or convictions carried out by the government. Some of the 28 states in India reported law enforcement data on human trafficking, but such information covers only a small portion of the country. Observers noted the need for more specialized courts in other states. Experts expressed concern about a lack of political will to combat trafficking and protect victims in West Bengal, which has no AHTUs, trafficking-specific law enforcement units that liaise with other agencies and refer victims to shelters, no rehabilitation services for victims, and no cases investigated or prosecuted in 2013 under the ITPA or the new trafficking laws, despite the area being a major source for trafficking.

Government officials' complicity in human trafficking remained prevalent and the Indian government made few efforts to bring them to justice; victims were sometimes arrested or targeted for investigation for reporting abuse. In May 2013, Hyderabad police arrested a government official for allegedly operating a brothel. In June 2013, 17 police officers, including two superintendents, were suspended in Kerala for their involvement in a sex trafficking ring run through two airports; several of the officers were arrested and their cases remained pending at the close of the reporting period. Despite cooperating with police, the victim who reported this case was arrested and charged with passport fraud. In June 2013, authorities arrested two police officers for running a brothel. In July 2013, disciplinary action was taken against three Kerala police officers for facilitating the transport of trafficking victims to Dubai. In August 2013, two New Delhi police officers were arrested for running an alleged prostitution and extortion racket. In November 2013, a Member of Parliament and his wife were arrested for the alleged torture and murder of their domestic servant. An Indian consular officer at the New York consulate was indicted in December 2013 for visa fraud related to her alleged exploitation of an Indian domestic worker. NGOs reported other cases of corrupt officials returning rescued and escaped bonded laborers back to their exploiters; government officials attempting to dissuade bonded labor victims from pressing charges, stating that there would be negative repercussions from superiors if reported; and the involvement in bonded labor of regional politicians who used influence to block prosecutions. Police also reportedly accepted bribes in the form of money and sexual services in exchange for ignoring or failing to pursue trafficking charges, sexually abused trafficking victims, tipped suspected traffickers off to raids, released suspected traffickers after their arrests, and helped suspected traffickers destroy evidence.

The Government of India collaborated with international organizations, NGOs, and state governments in its efforts to train police, judges, and lawyers on the handling of trafficking cases. The Ministry of Home Affairs (MHA) reported that every district across India conducted training for prosecutors and judges on trafficking. The MHA continued to offer a human trafficking certificate course through a public university, continued a two-year project for training law enforcement officers in four states in association with an international organization, and supported the Bureau of Police Research and Development Initiatives by conducting government training programs with state police academies. State and local governments also conducted extensive training. The government encountered difficulties in conducting cooperative investigations with the Governments of Nepal and Bangladesh due to multiple layers of bureaucracy and lack of SOPs.

PROTECTION

The Government of India made some improvements in the areas of victim care, rehabilitation, and compensation; however, the implementation of these services was inconsistent and their quality was frequently substandard. Experts observed that much of the focus of the government's victim protection activities was limited to sex trafficking victims, with inadequate care and services provided to victims of forced and bonded labor. Experts also reported that officials in many small towns and villages made minimal efforts to protect trafficking victims. NGOs cited the 2013 creation of child protection cells at major railway stations as a significant development in victim protection, even though they were not trafficking specific—child protection cells paired police and NGOs to identify exploited children and refer them to protective services. A 2009 MHA non-binding directive advises state government officials to use SOPs to identify trafficking victims proactively and refer them to protection services; however, there is no information that such SOPs were used during the year, and the government did not provide information on the number of trafficking victims it identified. Experts noted that funding for NGOs was insufficient to meet trafficking victims' needs and law enforcement officers were not appropriately trained to identify victims. NGOs relied primarily on donor contributions to provide victims services, though some received government funds. Both government- and NGO-run shelters faced shortages of financial resources and trained personnel, particularly the lack of counselors and medical staff. Disbursal of funding to NGOs that provided services to victims was delayed and corruption reportedly drained valuable resources that were intended for victim care. An NGO reported very poor conditions at one government-run shelter, with no running water and only one meal provided per day; desperate victims ran off or returned to prostitution rather than accept such conditions. The government referred victims it removed from exploitation to government-funded NGO care and rehabilitation shelters throughout India; services such as psychological counseling and medical treatment were scarce or of poor quality in some of these facilities. The government provided shelter to an unknown number of Indian and foreign victims; both had access to government hospitals for emergency medical services, although long waiting lists made it difficult to obtain surgery and other procedures and, at times, NGOs had to pay for victims' medical treatment. Funding for government programs is jointly shared between the central and state governments. Child victims were placed in private shelters or in government aftercare shelters known as juvenile justice homes and largely received the same government services as adults.

The government policy on foreign victims of trafficking was to repatriate them to their country of origin at the earliest possible time. Foreign sex trafficking victims were detained in government aftercare homes until transfer to their country of origin was possible. Due to a number of constraints, this process resulted in victims, especially those from Bangladesh, spending upwards of two to four years in these homes before being repatriated. Foreign trafficking victims are not permitted to work in the local economy. In a previous reporting period the MHA provided guidelines to all state governments on procedures to deal with foreign nationals detained in cases of human trafficking; the guidelines note that women and children who are declared victims should not be prosecuted under the Foreigners Act. It further advised states and union territories to refer the victims to government-run shelters until they are repatriated and encouraged use of video conferencing facilities for victims' testimony. It appears that in some states, MHA guidelines are systematically used;

in others, services remained *ad hoc* at best. Officials from the National Commission for Protection of Child Rights noted a lack of SOPs among police and child welfare departments in source states to coordinate the rescue, repatriation, and rehabilitation of trafficked children. Victims had the right to file civil suits against traffickers for damages. Prosecutors may request special protections for victims during trial, including closing proceedings to the media and public, testifying behind screens, and the blocking of irrelevant and potentially harmful questions. Rescued bonded laborers are entitled to "release certificates" that entitle them to compensation, but victims in Odisha and other states experienced delays in excess of two years in receiving the certificates.

Some government-run shelters did not permit adult victims to leave the premises, purportedly for security reasons, contrary to international principles on the protection of victims. In some cases, traffickers continued to re-recruit victims by pretending to be family members and convincing shelter managers to release victims to them. During investigations, police sometimes treated victims as suspected criminals and subjected them to aggressive questioning. The Ministry of Overseas Indian Affairs (MOIA) claimed to provide discretionary funds to Indian embassies to help rehabilitate or repatriate Indian citizens who are victims of trafficking or domestic violence abroad, but officials noted very few embassies made use of the funds. There were many reports of trafficking victims being penalized for acts committed as a result of being trafficked: foreign victims were often detained under the Foreigners' Act for their undocumented status or for document fraud, and Section 8 of the ITPA (solicitation) and Section 294 of the IPC (obscenity in public places) were used to prosecute and convict sex trafficking victims.

PREVENTION

The Government of India conducted numerous efforts to prevent human trafficking. NGOs noted a lack of awareness about trafficking in some informal settlements, schools, and colleges. Many government officials continued to conflate trafficking with smuggling and denied that bonded labor was a problem in India. There were significant improvements in coordination among concerned government offices, including police, Labor Ministry officials, state Women and Child Departments, and Child Welfare Committees in combating trafficking. An export council including the Indian Ministry of Textiles launched an initiative to help manufacturers in the textile industry follow proper labor practices and prevent forced labor. Despite India being a source and destination for sex tourism, the government did not take measures to reduce the participation of its nationals in child sex tourism. Indian military personnel must undergo a training program on trafficking conducted by the Indian military and certified by the UN before deploying to peacekeeping or similar missions. The government did not report any efforts to reduce the demand for commercial sex acts or forced labor.

INDONESIA (Tier 2)

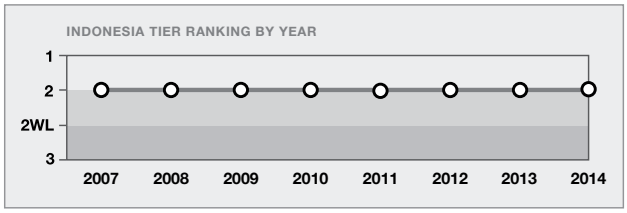
Indonesia is a major source country and, to a much lesser extent, a destination and transit country for women, children, and men subjected to sex trafficking and forced labor. Each of Indonesia's 34 provinces is a source and destination of trafficking, with the most significant source areas being the provinces of West Java, Central Java, East Java, West Nusa Tenggara, East Nusa Tenggara, and Banten. A significant number of Indonesian migrant workers face conditions of forced labor and debt bondage in Asia and the Middle East, particularly Saudi Arabia, the United Arab Emirates, Qatar, Oman, Taiwan, Singapore, Malaysia, and Hong Kong. Indonesian women are subjected to forced prostitution primarily in Malaysia, Taiwan, and the Middle East. Indonesian trafficking victims have also been identified in Brunei, Chile, New Zealand, the Philippines, Egypt, and the United States. The government estimates that there are six and a half million Indonesians working abroad—approximately 70 percent of whom are female—with the majority working in domestic service, on plantations, operating machinery, or in construction. Malaysia remained the leading destination for newly departing migrant workers registered with the Indonesian government, and large numbers continued to migrate to Saudi Arabia despite the Indonesian government's moratorium on sending domestic workers to Saudi Arabia. The government also maintained a moratorium on permits for Indonesians to work in the domestic service sector in Kuwait, Syria, and Jordan.

Government and non-governmental sources report a continued increase in the number of undocumented Indonesian workers travelling abroad. Undocumented workers are at a higher risk of becoming trafficking victims than documented workers. As the government continues to expand its use of biometric travel documents, false documents are becoming more difficult and expensive to obtain. As a result, more undocumented workers are traveling by sea, primarily from Batam and the Riau Islands, and by land, from Kalimantan to Malaysia, where they remain or transit to a third country. According to NGOs, labor recruiters are responsible for more than 50 percent of the Indonesian female workers who experience trafficking conditions in destination countries. Some recruiters work independently, while others work for Indonesia-based international labor recruitment companies called PJTKIs. Some PJTKIs operate similarly to trafficking rings, leading male and female workers into debt bondage and other trafficking situations. Migrants often accumulate debts with labor recruiters that make them vulnerable to debt bondage. Licensed and unlicensed companies used debt bondage, withholding of documents, and threats of violence to keep Indonesian migrants in situations of forced labor. Endemic corruption among law enforcement officers created an environment where some traffickers could operate with impunity and escape punishment.

Internal trafficking is significant in Indonesia, with women and girls exploited in domestic servitude and sex trafficking, while women, men, and children are exploited in forced labor in rural agriculture, mining, and fishing. Children are exploited internally and abroad primarily for domestic servitude and sex trafficking. Many victims were originally recruited with offers of jobs in restaurants, factories, or as domestic workers before they were coerced into prostitution. Child victims work up to 14 to 16 hours a day at very low wages, often under perpetual debt due to pay advances given to their families by Indonesian brokers. Debt bondage is particularly prevalent among sex trafficking victims, with an initial debt the equivalent of approximately $600 to $1,200. Traffickers employ a variety of means to attract and control victims, including promises of well-paying jobs, debt bondage, community and family influence, threats of violence, rape, false marriages, and confiscation of passports. Country experts reported that Indonesian migrant workers in Malaysia were recruited for Umrah, a religious pilgrimage to Mecca, Saudi Arabia, and subsequently transported to other places in the Middle East for forced labor or sex trafficking. The government and NGOs reported an increase in university and high school

students using social media to recruit and offer other students, including those under the age of 18, for commercial sex within the country. Women and girls are subjected to sex trafficking near mining operations in Maluku, Papua, and Jambi provinces. Children were exploited in prostitution in the Batam district of the Riau Islands province and children from North Sulawesi province were exploited in prostitution in West Papua province. Some women from Colombia are forced into prostitution in Indonesia. Child sex tourism is prevalent in the Riau Islands bordering Singapore, and Bali is reported to be a destination for Indonesian child sex tourists.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the government continued to prosecute and convict trafficking offenders, but it made only limited progress in collecting comprehensive, accurate data on these efforts. The Minister for Women's Empowerment and Child Protection (MWECP) continued to act as the lead in inter-ministerial programs and activities. The government increased the number of taskforces at the local level, but a decentralized government structure and a lack of coordination across agencies and among various levels of the government impaired effective implementation of a national anti-trafficking strategy and decreased the effectiveness of government anti-trafficking efforts. The government provided some protective services to more than 1,000 identified victims in 2013, and it issued two additional regulations to strengthen the implementation of Law No. 39 of 2004 on the Placement and Protection of Overseas Workers.



RECOMMENDATIONS FOR INDONESIA:

Undertake greater efforts to criminally prosecute and punish labor recruitment agencies and brokers involved in trafficking; increase efforts to prosecute and convict public officials who are involved in trafficking; significantly increase efforts to proactively identify potential victims of trafficking among vulnerable groups, particularly returning migrant workers who report problems during their overseas employment, and refer their cases to law enforcement officials and social service providers; reconcile data collection methods to improve the collection, analysis, and public reporting of comprehensive data on legal proceedings against traffickers taken under the anti-trafficking law; undertake efforts to prosecute and punish those who obtain commercial sexual services from children; create a national protocol that clarifies roles and responsibilities for prosecuting trafficking cases when the crime occurs outside a victim's province of residence, particularly with regard to responsibilities for funding the involvement of victims as witnesses in proceedings; increase government funding to support trafficking victims' participation in legal proceedings; and increase efforts to combat trafficking through awareness-raising campaigns targeted at the public and law enforcement personnel at all levels of government in primary trafficking source regions.

PROSECUTION

The Indonesian government continued moderate anti-trafficking law enforcement efforts. A comprehensive anti-trafficking law, passed in 2007 and implemented in 2009, prohibits all forms of human trafficking, prescribing penalties of three to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Police and other law enforcement officials reported that ineffective coordination among police, prosecutors, and judges interfered with the government's ability to obtain successful convictions, particularly as cases often involved numerous jurisdictions, including other countries. The common practice of extrajudicial mediation hampered successful prosecutions, as victims whose families received out-of-court settlements from traffickers were usually unwilling to participate in official law enforcement proceedings.

The Indonesian government continued to lack a system for comprehensive nationwide data collection on anti-trafficking law enforcement, resulting in inaccuracies and inconsistencies across systems. The Indonesian National Police (INP), which collected statistics on prosecutions at the district and provincial levels, reported 109 new investigations of trafficking cases in 2013 (47 for sex trafficking and 62 for labor trafficking) and the referral to local prosecutors of 58 cases in 2013, a slight decrease from the 138 investigations and 86 referrals in 2012. The number of new referrals accepted for prosecution is unknown, but a lack of familiarity with the provisions of the anti-trafficking law at times led prosecutors and judges to decline cases or use other, more familiar laws to prosecute traffickers. The Attorney General's office continued to operate a database to collect data on trafficking convictions throughout Indonesia, but its figures did not reconcile with the police data. The Attorney General's office reported initiating prosecutions in 2013 against 126 defendants under the anti-trafficking law, with 118 offenders convicted; cases against 58 defendants remained pending prosecution at the end of 2013. In January 2014, the government began a prosecution of two defendants charged with subjecting 56 men to forced labor and debt bondage on a fishing vessel operating in international waters; the trial was ongoing at the close of the reporting period. The government, with support from an international organization, trained 130 judges, prosecutors, and police investigators in three regions of the country on case management and victim protection. In September 2013, a court ordered three convicted offenders to pay restitution to three sex trafficking victims—only the third time an Indonesian court has awarded restitution to a trafficking victim. Moroccan officials reported cooperation with the Indonesian government to investigate trafficking of women to Morocco for domestic service, but the status of this investigation is unknown.

NGOs and government officials reported that endemic corruption among members of Indonesian security forces and other government officials remained an impediment to the effectiveness of anti-trafficking law enforcement efforts. Corrupt officials facilitated the issuance of false documents, accepted bribes to allow brokers to transport undocumented migrants across borders without regard to their vulnerability to trafficking, protected venues where sex trafficking occurred, and thwarted law enforcement and judicial processes to hold traffickers accountable. The government did not report investigating, prosecuting, or convicting any public officials for trafficking or trafficking-related complicity.

PROTECTION

The Indonesian government continued its provision and coordination of efforts to protect victims of trafficking, though the level of available support for victims varied greatly across regions. The government did not employ standardized, nationwide guidelines for the proactive identification of victims among vulnerable groups, such as returning migrant workers who report problems during their overseas employment. Although the government did not collect or report comprehensive data on victims identified throughout the country, the information it provided indicated more than 1,000 identified victims received some form of government assistance in 2013; many more unidentified victims may have benefited from government support to returning migrant workers. Included in this total are 24 victims the government rescued from a factory in Jakarta and seven victims rescued with the assistance of police in North Sulawesi, Papua, Palembang, and West Nusa Tenggara provinces.

The government continued to rely significantly on international organizations and NGOs for the provision of services to victims, particularly for repatriated Indonesian victims of trafficking abroad. The government's Integrated Service Centers for the Empowerment of Women and Children, supported through government and private funds, provided shelter and trauma clinics to victims of a range of abuses, including trafficking. The government opened eight new centers during the year, bringing the total to 195 at the provincial and district level. The central government largely funds provincial governments through block grants, and provinces have significant discretion in the use of these funds, including decisions on trafficking-related programs. As a result, provincial governments' funding of victim protection services, and the level of care available through government centers, varied greatly across the country. Some provinces have not established anti-trafficking taskforces and provide only minimal funding for the protection of trafficking victims. The national police operated approximately 456 women and child service units in police stations around the country, which provided emergency protection and medical services to victims of violence, including victims of trafficking. The Ministry of Health is responsible for covering the costs of health care for trafficking victims, and all Indonesian National Police hospitals across the country are obligated to provide medical care at no cost to victims, though NGOs and government officials reported that some hospital staff remained unaware of this duty or were unwilling to provide care without compensation.

The Indonesian Embassy in Pretoria provided consular services to 75 victims identified by a civil society organization on a commercial fishing vessel operating in international waters off the coast of South Africa, but it did not provide additional advocacy or support for the men, who were sent to detention centers due to the South African government's failure to properly identify them as trafficking victims. The government did not provide additional information about victims identified or services provided through its diplomatic missions abroad. The Ministry of Social Affairs provided financial assistance in the equivalent of approximately $250 each to 3,650 victims of abuse overseas, an unknown number of whom were victims of trafficking, and a local agency in West Nusa Tenggara provided similar support to 120 victims. The government continued to operate a toll-free hotline for overseas workers; although it received nearly 4,000 calls, including many cases involving unpaid wages, work not corresponding to a contract, or acts of violence, it did not report referring any cases to police for investigation of potential trafficking. The government had policies in place to provide legal assistance to victims, thus encouraging them to participate in cases against their traffickers, but it is unknown how many victims received this assistance. There were no reports that identified victims were punished for crimes committed as a result of being trafficked, but inadequate efforts to proactively screen vulnerable groups for trafficking indicators may well have resulted in some victims being punished for crimes committed as a direct result of their being trafficked. The government did not provide alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

PREVENTION

The Indonesian government made some progress in preventing human trafficking, particularly through issuing additional guidelines for the oversight of labor migrants and the registered recruiters and licensed recruiting agencies sending them abroad. Most prevention work was conducted at the district and province levels through 25 provincial level anti-trafficking taskforces and 97 district or municipal anti-trafficking taskforces; funding for and activities undertaken by taskforces varied greatly across regions. The Coordinating Minister for Social Welfare nominally chaired the government's national anti-trafficking taskforce, and the Ministry of Women's Empowerment and Child Protection provided active direction. The national taskforce met quarterly in 2013 with 24 ministries, departments, and agencies represented; the national anti-trafficking taskforce does not have a budget and is funded by the participating ministries and departments. A number of provinces signed inter-provincial agreements that included guidelines for cooperating in the provision of care to trafficking victims located outside their home provinces.

The government continued to support the Agency for the Placement and Protection of Overseas Workers (BNP2TKI), which strengthened its efforts to monitor outbound Indonesian workers and protect them from fraudulent recruitment and human trafficking through improving its data collection and systems. The agency developed an online system to integrate information about overseas workers and share this information among numerous public and private stakeholders, and in August 2013 it signed an agreement with the Ministry of Justice and Human Rights that launched a new information management system to integrate information about migrant workers between the central government and local jurisdictions. The government issued two additional regulations on the implementation of Law No. 39 of 2004 on the Placement and Protection of Overseas Workers, to regulate the placement of workers overseas and include in-country Indonesian officials in this process. The government began implementation of initiatives that could improve their ability to monitor and protect workers in the commercial fishing sector by including them in the same registration process that applied to other workers going abroad and requiring them to apply for a permit to work abroad; companies employing fisherman who will work in international waters will be required to register with BNP2TKI.

Although a moratorium on the legal emigration of Indonesian women to Saudi Arabia for domestic work remained in place, the two governments in February 2014 signed a memorandum of understanding (MOU) on the placement and protection of Indonesian workers in this sector; the MOU included, inter alia, a prohibition on passport withholding and provisions requiring that workers are granted one rest day per week and access to cell phones.

The government created a biometric database to register recruiters, improving its ability to regulate recruiters; however,

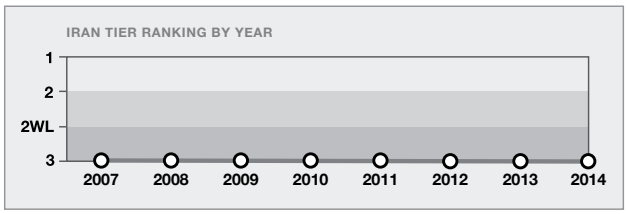
the government failed to hold some recruitment companies accountable for fraudulent recruitment practices indicative of trafficking. For example, authorities rescued two migrants seeking work on a Korean fishing vessel who reported having their documents confiscated, but did not investigate or punish the company. Indonesian authorities reported conducting raids on recruiting companies to combat illegal practices, but did not report how many agencies, if any, were subsequently punished.

The government did not report efforts to prosecute or convict child sex tourists during the year. The government provided Indonesian military personnel with anti-trafficking training prior to their deployment abroad on international peacekeeping missions. The government did not report efforts to reduce the demand for forced labor or commercial sex acts during the year.

IRAN (Tier 3)

Iran is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Iranian women, boys, and girls are purportedly subjected to sex trafficking in Iran, as well as in Pakistan, Afghanistan, the Persian Gulf—particularly the United Arab Emirates—and Europe; Iranian women and girls are reportedly forced into prostitution in the Iraqi Kurdistan Region. In previous years, there were reports that Afghan boys and girls residing in Iran were allegedly forced into prostitution within the country. In Tehran, the number of teenage girls in prostitution reportedly continues to increase, with similar reports in Tabriz and Astara. Azerbaijani nationals are reportedly subjected to sex trafficking and forced labor in Iran. Uzbek women and children are reportedly forced into prostitution in Iran, with traffickers sometimes recruiting them to the country through fraudulent offers of employment. According to estimates, there are 35,000-50,000 children—some as young as four or five years old—forced by their parents or well-organized criminal networks to beg in the streets of Tehran; some of these children are reportedly forced to sell drugs. Some children are also reportedly forced to work in sweatshops, while some are reportedly forced into prostitution in Iran and abroad. Traffickers reportedly subject Afghan migrants to forced labor in Iran, and reportedly force Afghan boys and young men under 18-years-old to work in construction and agricultural sectors. Pakistani men and women migrate voluntarily to Iran for low-skilled employment, such as domestic work and construction, and some are reportedly subjected to forced labor, including debt bondage, and experience restriction of movement, nonpayment of wages, and physical or sexual abuse. NGO reports indicate criminal organizations play a significant role in human trafficking in Iran.

The Government of Iran does not comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not share information on its anti-trafficking efforts during the reporting period. Publicly available information from NGOs, the media, international organizations, and other governments indicates that the Iranian government is not taking sufficient steps to address its extensive trafficking challenges, particularly with regard to the protection of trafficking victims. The government, however, hosted a regional anti-trafficking workshop in December 2013 for representatives from numerous countries and international organizations, and it held a separate anti-trafficking workshop in early 2014.



RECOMMENDATIONS FOR IRAN:

Investigate, prosecute, and convict offenders of sex trafficking and forced labor; share anti-trafficking data and develop partnerships with international organizations to combat trafficking; institute victim identification procedures to proactively identify victims of trafficking, particularly among vulnerable populations such as persons in prostitution, children in begging rings, and undocumented migrants; offer specialized protection services to victims of trafficking, including shelter and medical, psychological, and legal assistance; ensure that sex and labor trafficking victims are not punished for unlawful acts committed as a direct result of being subjected to trafficking; increase transparency in government anti-trafficking policies and activities through public reporting; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Iran made few discernible law enforcement efforts against human trafficking. Iranian law does not prohibit all forms of trafficking. A 2004 law prohibits trafficking in persons by means of threat or use of force, coercion, abuse of power, or of a position of vulnerability of the victim for purposes of prostitution, slavery, or forced marriage. The prescribed penalty under this law reportedly is up to 10 years' imprisonment for the trafficking of adults and capital punishment for offenses against children. Both penalties are sufficiently stringent; however, the penalty for the trafficking of adults is not commensurate with penalties prescribed under Iranian law for rape. The Constitution and labor code both prohibit forced labor and debt bondage; the prescribed penalty of a fine and up to one year's imprisonment is not sufficiently stringent to deter these serious crimes. The government reportedly remained unable or unwilling to consistently implement and enforce existing anti-trafficking laws due to a lack of political will and widespread corruption, including corruption within the security services and judiciary. The government did not report official statistics on investigations or prosecutions of trafficking cases or convictions of trafficking offenders. In May 2013, the Iranian ambassador to the UN stated Iranian police dismantled 46 human trafficking gangs, while in July 2013 state-affiliated media reported the arrests of 48 foreign nationals suspected of involvement in human trafficking in the northwestern Iranian province of West Azerbaijan. However, no details were available to determine whether these reports actually involved human trafficking, or were of smuggling or other types of crimes. It was reportedly extremely difficult for female trafficking victims to obtain justice, as Iranian courts accorded legal testimony by women only half the weight accorded to the testimony by men. Moreover, women who were victims of sexual abuse, as well as sex trafficking victims, presumably were liable to be prosecuted for adultery, which is defined as sexual relations outside of marriage and is punishable by death. The government did not report efforts to investigate or punish government employees complicit in trafficking-related offenses. In previous years, there were reports that government officials were involved in the sex trafficking of

women and girls and that some officials who operated shelters for runaway girls reportedly forced them into prostitution rings. In October 2013, President Rouhani submitted a bill to parliament that would increase Iran's security cooperation with China to fight international organized crime, including human trafficking. The government hosted a regional anti-trafficking workshop in December 2013 with representatives from 16 countries and international organizations to discuss international police cooperation to combat human trafficking and sharing databases to fight transnational trafficking networks. According to government-affiliated media, the government also held a one-day workshop on human trafficking at the national police academy in February 2014, though the details of the workshop and its participants were not disclosed.

PROTECTION

The Government of Iran made no discernible efforts to protect victims of trafficking during the reporting period. Security authorities did not appear to differentiate between illegal foreign workers and victims of trafficking. The government also reportedly punished victims of sex trafficking for unlawful acts committed as a direct result of being subjected to human trafficking, such as adultery and prostitution. Foreign trafficking victims were held in detention centers and jails until the court ordered their deportation. There were reports in recent years that government officials raped prisoners, some of whom may have been unidentified trafficking victims. The government did not report if it identified and referred trafficking victims among vulnerable populations to protective services, such as organizations unrelated to the government that assist vulnerable and socially marginalized groups. There were no apparent legal protection services or rehabilitation programs for victims of trafficking. The government reportedly operated several shelters for street children in Tehran, though it is unclear what type of services were available to children in these shelters or whether the shelters served any child victims of trafficking. There is no information to indicate the government provided assistance to repatriated Iranian victims of trafficking. The Iranian government did not appear to provide foreign victims of trafficking with a legal alternative to removal to countries in which they may face hardship or retribution.

PREVENTION

There were no reports of efforts by the Government of Iran to prevent trafficking, such as campaigns to raise public awareness of trafficking, to reduce demand for commercial sex acts, or to reduce demand for child sex tourism by Iranian citizens traveling abroad. There were no apparent improvements in the transparency of the government's reporting on its anti-trafficking policies or activities, nor were there discernible efforts to forge partnerships with NGOs in addressing human trafficking problems in this reporting period. The cabinet endorsed the UN Convention against Transnational Organized Crime and its three protocols in December 2013, though parliament did not ratify it at the end of the reporting period. Iran is not a party to the 2000 UN TIP Protocol.

IRAQ (Tier 2)

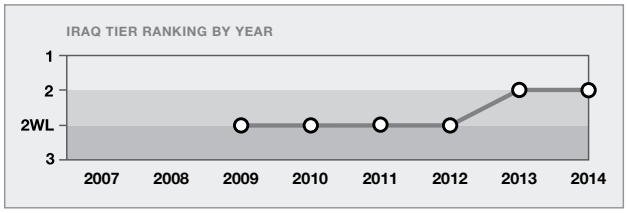
Iraq is a source and destination country for women and children subjected to sex trafficking, and men, women, and children subjected to forced labor. Iraqi women and girls are subjected to sex and labor trafficking within the country and in Lebanon, Jordan, Kuwait, the United Arab Emirates, Turkey, Iran, Yemen, and Saudi Arabia. An international organization reported cases of forced prostitution in the city of Tikrit; sex traffickers sell girls and women from Baghdad, Kirkuk, and Syria for the equivalent of approximately $1,000-5,000. Criminal gangs reportedly force girls from outside of the Iraqi Kurdistan Region (IKR) into prostitution in the provinces of Erbil, Dahuk, and Sulaymaniyah. An international organization alleged that police officers and other members of the security forces kidnapped women and girls and forced them into prostitution in Kirkuk and Salah ad-Din Provinces. An NGO reported in previous years that sex traffickers rape women and girls on film and blackmail them into prostitution or recruit them in prisons by posting bail and then forcing them into prostitution through debt bondage. Some women and children are pressured into prostitution by family members to escape desperate economic circumstances. NGOs report that women are forced into prostitution in private residences, brothels, restaurants, and places of entertainment. Some women and girls are sold into "temporary marriages" within Iraq—primarily for the purpose of sexual exploitation, prostitution, or domestic servitude—by which the family of the victim receives money in the form of a dowry in exchange for permission for the woman or girl to be married for a limited period of time. Women who flee such marriages or whose husbands divorce them are often vulnerable to further forced labor or sexual servitude. Criminal gangs reportedly subject children to forced begging and other types of forced labor in Iraq. On at least one occasion, a terrorist group recruited teenagers to take part in violent activities, to include serving as suicide bombers.

The large population of internally displaced persons and refugees in Iraq are particularly at risk of being subjected to forced labor and sex trafficking. Iraqi refugees who involuntarily return to Iraq from Syria are highly vulnerable to exploitation and trafficking in Iraq, due in part to the fact that female and child returnees typically do not have a support network or community to which they return. The growing population of Syrian refugee men, women, and children are highly vulnerable to trafficking, as the Iraqi government restricts their access to work permits; thus, some women enter into marriages with Iraqi men for lower dowries, men enter into employment without legal work contracts, and children are increasingly pressured to engage in begging. In 2013, NGOs and local media reported several alleged sex trafficking cases involving young Syrian refugee girls in the IKR and central provinces of Iraq. Taxicab drivers in the IKR reportedly play a role in forcing young female Syrian refugees into prostitution. In addition, there are some Syrian refugee girls from refugee camps in the IKR who are forced into early or "temporary marriages" with Iraqi men.

Iraq is a destination country for men and women who migrate primarily from Bangladesh, India, Indonesia, Nepal, the Philippines, Sri Lanka, Thailand, Pakistan, Georgia, Jordan, Ethiopia, and Uganda; these men and women are subsequently forced to work as construction workers, security guards, cleaners, handymen, and domestic workers. Some foreign migrants are recruited for work in other countries such as Jordan or the Gulf States, but are forced, coerced, or deceived into traveling to Iraq, where their passports are confiscated and their wages withheld, ostensibly to repay labor brokers for the costs of recruitment, transport, food, and lodging. Other foreign migrants are aware they are destined for Iraq, but once in the country, find the terms of employment are not what they expected or the jobs they were promised do not exist, and they are forced to live in work camps

in substandard conditions. Anecdotal reporting suggests that the economic growth in the IKR attracts an increased number of foreign migrants into the region, many of whom are vulnerable to forced labor. Some workers migrate to Iraq through Iran under false offers of employment, but upon arrival in the IKR, they have no such job offer or are paid little to no wages. Some migrant workers, particularly from Bangladesh, are recruited to work in the IKR through companies located in the UAE; some reported that their employers confiscated their passports and paid them low wages. Women primarily from Iran, China, and the Philippines reportedly are forced into prostitution in Iraq.

The Government of Iraq does not fully comply with the minimum standards for the elimination of trafficking, but it is making significant efforts to do so. The inter-ministerial Central Committee to Combat Trafficking in Persons continued to meet and it included participation from Kurdistan Regional Government (KRG) officials and an international organization. The government also opened a temporary trafficking shelter in this reporting period. The government made limited efforts to investigate trafficking offenders—including government officials who may have been complicit in trafficking-related offenses—but did not prosecute any offenders in 2013 under the 2012 anti-trafficking law or other relevant laws, compared with at least one prosecution in 2012. The government initiated investigations of at least 11 suspects of sex trafficking. The government continued to arrest, detain, prosecute, convict, and deport victims of forced prostitution and forced labor, with no discernible efforts to identify victims of trafficking. Likewise, the government did not report identifying any trafficking victims in 2013, a decrease from 2012. Government inaction resulted in a failure to protect victims. The government also did not refer any victims to protection services, including the government shelter, which consequently remained vacant throughout the year. The government's law enforcement efforts and capability to monitor trafficking cases in this reporting period was hindered by a dramatic increase in terrorist attacks by al-Qa'ida and the Islamic State of Iraq and the Levant (ISIL), which led to the deaths of over 10,000 civilians in 2013, and the influx of approximately 200,000 Syrian refugees.



RECOMMENDATIONS FOR IRAQ:

Significantly increase investigations of human trafficking crimes, and continue to use the anti-trafficking law to prosecute trafficking offenses and convict trafficking offenders, including government employees complicit in trafficking-related offenses; implement a policy to ensure that victims of sex trafficking and forced labor are not punished for crimes committed as a direct result of being subjected to human trafficking, including prostitution and immigration violations; institute guidelines for police, labor inspectors, social workers, and other officials to proactively identify and refer victims to protection services, including non-governmental services; provide adequate protection services, such as shelter and legal aid, to all victims of trafficking, including men, women, and children; ensure that trafficking victims are referred to the government shelter and receive adequate protection services at the facility, and train shelter staff on victim identification and protection; establish a legal framework for NGOs to operate shelters that provide assistance to victims of all forms of trafficking; regulate recruitment practices of foreign labor brokers to prevent practices facilitating forced labor; take steps to end the practice of forced and "temporary" marriages that entrap girls in sexual and domestic servitude; encourage victims to assist in prosecuting offenders and offer legal alternatives to removal of foreign victims of trafficking; and undertake a public awareness campaign to raise awareness of sex trafficking and forced labor.

PROSECUTION

The government demonstrated decreased law enforcement efforts against trafficking in persons and failed to investigate and punish government officials complicit in trafficking-related crimes. Iraq's 2012 anti-trafficking law appears to prohibit some, but not all, forms of human trafficking. Inconsistent with international law, the law does not make facilitating child prostitution an act of human trafficking, and appears to require a transaction (buying and selling) for human trafficking to occur. The law prescribes punishments that appear to be sufficiently stringent and commensurate with those prescribed for other serious crimes such as rape. Additionally, an article in the penal code addresses the forced prostitution of a child; the penalty is up to 10 years' imprisonment, which is sufficiently stringent to deter this activity, though not commensurate with the penalties prescribed for rape. The government did not report efforts to investigate, prosecute, or convict human trafficking offenses in this reporting period. The government reported that the decrease in law enforcement efforts was due, in part, to an increase in violence committed by al-Qaida and ISIL terrorists in this reporting period. In January 2014, the Ministry of Interior (MOI) arrested 11 members of a sex trafficking gang in Baghdad. The MOI reported that the Higher Judicial Council issued an arrest warrant and, at the end of the reporting period, the MOI was awaiting action by the judiciary to further investigate the case and collect evidence before sentencing the suspects under the anti-trafficking law. Although an international organization reported in October 2013 that police arrested an employer for withholding four foreign workers' passports and travel documents, officials did not pursue an investigation of the employer or refer the case to prosecution for forced labor offenses. In 2013, a MOI office in Basrah established a committee to investigate allegations of companies abusing foreign workers in domestic servitude and in the construction industry—some of whom may be trafficking victims; however, the government arrested and deported the abused workers for immigration violations, and it was unclear if the companies were punished. The absence of prosecution efforts in 2013 is a significant change from the previous reporting period in which authorities reported 13 trafficking investigations and seven trafficking prosecutions; five of the prosecutions from 2012 remained pending at the end of this reporting period. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, despite multiple allegations of complicity. There was an anecdotal report that some law enforcement officials allegedly patronized brothels in Baghdad where they were aware that women were forced into prostitution, or officials ignored signs of sex trafficking occurring in locations that openly facilitated prostitution. Additionally, in the IKR, officials reported that some KRG officials accepted bribes or ignored labor violations, some of which may include trafficking offenses. MOI continued to operate an anti-trafficking department, established in 2012; the department did not share statistics on the government's trafficking cases in 2013. The government conducted anti-trafficking trainings and

also provided facilities and in-kind assistance for international organizations and NGOs to conduct multiple trainings for officials on the anti-trafficking law and victim identification.

PROTECTION

The government's efforts to identify victims of trafficking decreased, and punishment of victims remained a serious problem. The government did not proactively identify trafficking victims or have formal written procedures to guide officials in the identification of victims among high-risk persons with whom they came in contact, including undocumented foreign migrants and women arrested on prostitution charges. The government did not report identifying any trafficking victims in 2013 or provide a specific number of victims identified as it did in 2012; however, the government shared anecdotal information and press reports on the identification of victims of forced labor. Victims of both sex trafficking and forced labor were arrested, incarcerated, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking, such as prostitution and immigration violations. While some government officials acknowledged the problem of sex trafficking in Iraq, many government officials—including judicial investigators—still viewed women and children in forced prostitution as criminals, rather than victims of trafficking. An international organization reported that many KRG judges refused to accept that coercion was a defense for a victim in cases involving sexual exploitation. An international organization reported that sentences for prostitution violations were excessively harsh, ranging from 15 years' to life imprisonment. A government official reported that police commonly mistreated or abused detainees during interrogation, including both perpetrators and unidentified victims of trafficking. Upon release from prison, female victims of forced prostitution had difficulty finding assistance, especially in cases where the victim's family had sold her into prostitution. In addition, Iraqi authorities reportedly detained or convicted foreign workers for immigration violations, with no effort to identify potential trafficking victims among them; offenders were routinely given sentences of at least three to five years' imprisonment. For example, in the first six months of 2013, authorities arrested and deported 247 foreign workers for immigration violations, even though the workers reported they were abused by their employers; authorities made no effort to identify potential forced labor victims among them. Similarly, in this reporting period, authorities arrested a Ugandan woman who ran away from her employer and alleged that she had been brought to work in Iraq under false pretenses and was subjected to domestic servitude; because her employer had confiscated her passport, leaving her without legal documentation, police detained her for immigration violations.

The government did not provide adequate protection services during the reporting period, nor did it provide funding or in-kind assistance to NGOs providing victim protection services. NGO shelters remained vulnerable to prosecution and unprotected from threats of violence by extremist groups. Although the government's first temporary shelter for trafficking victims was officially opened in 2013, officials reported that no victims were assisted at the shelter. The construction of a permanent trafficking shelter, whose location was identified in 2012, did not begin in 2013. In Kirkuk, local police forces reportedly ran temporary shelters for foreign workers awaiting repatriation, though these facilities did not provide specialized protection services for potential victims of trafficking among this group of workers. The Ministry of Labor and Social Affairs (MOLSA) also operated temporary shelters for vulnerable populations, including trafficking victims, in Basrah, Baghdad, Ninewa, and Kirkuk provinces, though it is unclear how many trafficking victims were provided services at these shelters in 2013. The KRG continued to operate women's shelters in the IKR that provided some protection and assistance for victims of gender-based violence, including female victims of trafficking, though space was limited, service delivery was poor, and they were not available for Syrian trafficking victims. It was unclear how many trafficking victims, if any, the shelters assisted in this reporting period. Two Ministry of Health-operated trafficking victim support units—established in March 2013 to oversee the provision of medical and psychological assistance to victims—did not report efforts to identify and assist victims in this reporting period. Sixteen family protection units continued to operate in police stations around the country to assist women and children who were victims of abuse and trafficking, yet the units did not have an identification and referral system to provide trafficking victims with adequate protective services; the number of trafficking victims assisted by these units was unclear. Though the government drafted a national trafficking victim referral mechanism in 2012, it was not finalized or implemented during the year that elapsed since its drafting. Nonetheless, some government officials and police, including KRG officials, reportedly cooperated with NGOs on a limited basis, including *ad hoc* referral of sex and labor trafficking victims for protection services; however, it was unclear how many victims were referred in 2013. In addition, the MOI cooperated with an international organization to facilitate the repatriation of one Ugandan trafficking victim, including by waiving exit visa requirements. The government did not report if it encouraged victims to assist in investigations and prosecutions. The government did not provide foreign victims relief from deportation or offer foreign victims legal alternatives to their removal to countries in which they may face hardship or retribution.

PREVENTION

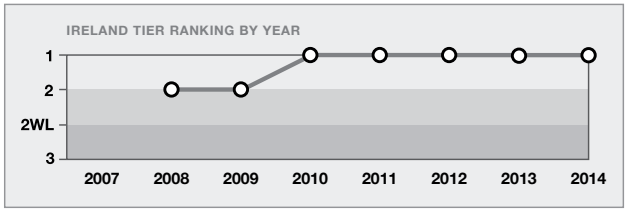
The government made some efforts to prevent human trafficking. The government's inter-ministerial anti-trafficking committee, the Central Committee to Combat Trafficking in Persons (CCCT), which served as the national coordinating body on trafficking and oversaw implementation of the anti-trafficking law, met six times in the reporting period; a KRG representative attended three of these meetings, while an international organization was invited to be a permanent observer on the committee. The CCCT introduced training courses on anti-trafficking to CCCT members and subcommittees, as well as MOI officials. It developed an anti-trafficking public awareness campaign by working with Shia and Sunni religious endowments to introduce trafficking issues during Friday religious sermons; however, the government did not conduct the campaign by the end of the reporting period. Despite these efforts, the government did not allocate funding for the CCCT in 2013. The Ministry of Human Rights issued a public statement in 2013 expressing serious concern about the conditions and treatment of foreign workers in Iraq, and it advised the Shura Council that the rights of foreign workers should be incorporated in Iraq's new draft labor law, which remained pending at the end of the reporting period. The government continued to operate an anti-trafficking hotline, established in the previous reporting period, which was routed to the MOI anti-trafficking department; the hotline was advertised on state television and various ministries' websites, but it received no phone calls during the reporting period. In 2013, the KRG also established a hotline for workers to report

labor violations and abuse, but it did not report if any potential trafficking victims were identified through this hotline. The government did not report efforts to punish labor recruiters or brokers involved in the recruitment of workers through fraudulent or exploitative means. The government made efforts to reduce the demand for commercial sex acts, but it did not take measures to reduce the demand for forced labor or to address the participation of Iraqi nationals in child sex tourism in Iraq or abroad.

IRELAND (Tier 1)

Ireland is a destination, source, and transit country for women, men, and children subjected to sex trafficking and forced labor. Foreign trafficking victims identified in Ireland are from Nigeria, Cameroon, the Philippines, Poland, Brazil, Pakistan, South Africa, Lithuania, the Democratic Republic of the Congo, Zimbabwe, Kuwait, and other countries in Asia, and Eastern Europe. There has been an increase in identified Irish children subjected to sex trafficking within the country. Victims of forced labor in domestic service and restaurant work are subjected to excessively long hours by employers who withhold personal documents. Some domestic workers, primarily women, employed by foreign diplomats on assignment in Ireland work under poor conditions and are at risk of labor trafficking.

The Government of Ireland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, it provided additional support services to victims of trafficking and amended its legislation to increase protections for such victims. Law enforcement officials increased investigations of alleged trafficking offenders, including foreign diplomats, sustained victim identification efforts, and published a self-critical study of the implementation of its anti-trafficking action plan. The government, however, decreased its funding for NGOs providing service to victims, and continued to prosecute a high number of non-trafficking crimes, including child molestation cases, as trafficking cases. Potential victims of forced labor in cannabis production were prosecuted and imprisoned for crimes that may have resulted from the victims being trafficked.



RECOMMENDATIONS FOR IRELAND:

Implement the 2008 anti-trafficking law to ensure sex trafficking and forced labor offenders are held accountable through convictions and dissuasive sentences; ensure trafficking investigations efficiently move forward to prosecution; increase efforts to prevent victimization in forced labor and protect potential victims; enhance training of labor inspectors and other officials on identification of victims of forced labor; implement a government-wide victim services database and case management system to improve the tracking of delivery of services across multiple government agencies; continue to enhance and formalize the role of NGOs in identifying potential victims in cooperation with law enforcement; improve training of and communication with NGOs to improve the referral of potential victims to law enforcement; involve NGOs and other civil society members in the development of anti-trafficking efforts; ensure that all trafficking victims are, in practice, able to access available legal services; consider policy or legal changes to ensure all potential trafficking victims are afforded a reflection period, regardless of immigration status, to recover before making an informed decision about whether to assist law enforcement; ensure labor inspectors refer identified forced labor cases for criminal investigation and potential victims to services; consider amending the law to authorize asylum seekers who are also identified trafficking victims to obtain work authorization; increase funding for victim services; enhance training for social workers responsible for trafficked children, including training on meeting the needs of unaccompanied migrant or asylum seeking children who are victims of trafficking; and consider establishing a national rapporteur to enhance anti-trafficking efforts and to better assess needed improvements in victim identification.

PROSECUTION

The Government of Ireland sustained efforts to prosecute trafficking offenders. The government prohibits all forms of trafficking through its 2008 Criminal Law (Human Trafficking) Act, which prescribes penalties up to life imprisonment; these penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The law broadly defines sexual exploitation, including the sexual abuse of children, and conflates possession or creation of child pornography with trafficking in persons, making law enforcement statistics unreliable. During the reporting period, the 2008 Criminal Law (Human Trafficking) Act was amended to come into compliance with certain provisions of EU Directive 2011/36/EU. Authorities initiated 56 new trafficking investigations in 2013, an increase from 37 in 2012, and prosecuted and convicted at least two defendants for human trafficking under Section 3 of the Criminal Law (Human Trafficking) Act 2008. The government did not report any investigations, prosecutions, convictions, or sentencing of government officials for alleged complicity in trafficking-related offenses during the reporting period. In 2013, the government reported authorities initiated two investigations of alleged domestic servitude in diplomatic households. The government trained national police on human trafficking awareness, victim identification, and victim-centered assistance in coordination with NGOs and international organizations. The government also trained social workers, juvenile liaison officers, and vehicular traffic officers in the identification of, and the provision of appropriate assistance to, victims of human trafficking. In 2013, law enforcement cooperated with Poland, Romania, the Netherlands, and the Philippines to investigate trafficking-related offenses.

PROTECTION

The government maintained protection efforts for trafficking victims, but failed to take into account more subtle forms of coercion compelling victims to remain in a situation of forced labor, resulting in low numbers of identified labor trafficking victims. Forty-four potential trafficking victims were identified in 2013, compared with 48 in 2012. Of these 44 victims, eight were subjected to forced labor and 16 were children, including 11 Irish national children who were trafficked for sexual exploitation. All foreign adult victims were offered accommodation in the government-operated asylum reception center; child victims were supported through child protection services. NGOs reported

lacking formal and defined roles in the victim identification process. The government encouraged victims to assist in the investigation and prosecution of traffickers through the provision of residency permits, shelter, individual care plans, and legal aid. Under immigration arrangements for trafficking in persons, the government granted two victims a six-month temporary residence permission; seven victims were issued long-term permission to remain in the country for cooperating with law enforcement. Residency benefits were not linked to the successful outcome of a human trafficking prosecution. The government provided identified non-EU national trafficking victims with a 60-day reflection period—time in which the victim may recover before deciding whether to assist law enforcement. Victims are prohibited from working during the reflection period. During the reporting period, two victims were granted reflection periods. Victim witnesses are permitted to leave the country pending the trial of their alleged abusers. In 2013, the government made available use of out-of-court video recordings for child victim-witness testimony. The government allocated the equivalent of approximately $1 million in combined funding for government-provided programs and services and increased care facilities and victim support. It provided the equivalent of approximately $240,000 to NGOs for victim protection and assistance, a decrease from previous years.

The government offered free legal aid to all potential trafficking victims, but only a small number of eligible potential victims availed themselves of such services; only eight persons accepted such legal aid and the remaining declined the service. Reportedly, the legal support provided to victims was inadequate; as early legal representation is not available, the legal advice did not suffice to permit victims to navigate the immigration system, and victims lacked representation throughout the criminal investigation and prosecution process. Under the national referral mechanism, potential victims must be referred to law enforcement before shelter, health, and legal services can be provided. Long-term shelter is provided to adult foreign trafficking victims through asylum reception centers. The reception centers worked with the Irish refugee council and NGOs on the needs of potential victims of human trafficking. The anti-trafficking team of the health service executive completed an individual and comprehensive care plan for each potential victim of human trafficking, covering medical care, psychological care, accommodation, material requirements, legal assistance, and education and training. Victims were free to leave the reception centers without a chaperone. The reception centers provide access to general health services, psychological care, and vocational training. Experts reported problems in the reception centers' housing for potential and suspected victims of trafficking, including a lack of privacy. Although victims of trafficking are permitted to seek legal employment while in temporary residency status, there is a statutory prohibition preventing asylum seekers from working. In 2013, a total of eight out of the 44 persons identified as potential victims of human trafficking in 2013 had previously asserted a claim for asylum in Ireland. NGOs reported asylum-seeking victims of trafficking who were in the asylum centers had less access to privacy, safe accommodations, education, training, work, and travel than other victims of trafficking.

The government's failure to effectively track referrals prevented social workers from verifying whether the full range of services and supports for which victims were eligible were actually provided. NGOs reported difficulty dealing with law enforcement regarding victim status. In a number of cases referred to law enforcement, NGOs were told there was insufficient evidence to make a determination of trafficking and noted a lack of transparency regarding the process. NGOs reported a productive working relationship with the anti-trafficking unit, but requested a more defined and formalized role in the victim identification process. In 2013, the government maintained its protocol between the national police and child protection services on unaccompanied migrant children to reduce the number of children who go missing from care, and reported a decline in missing children.

PREVENTION

The Government of Ireland improved anti-trafficking prevention efforts. It published a handbook for practitioners and victims of trafficking explaining their rights and support services available, and gave presentations to social science and law students to inform them of the issues surrounding human trafficking and to encourage research on the topic. The government provided information to secondary school students, designed to raise awareness of modern slavery and educate students on the issue of human trafficking. The government, in coordination with NGOs, launched an awareness-raising project focused on zero tolerance of human trafficking as a form of violence against women and girls, including training to frontline service providers. The government and NGOs trained asylum center staff on victims support; immigration officials on victim identification, and Irish diplomats on general awareness. A one-day forum was held with counterparts from the Northern Ireland in which representatives from state agencies, law enforcement, non-governmental, and international organizations examined victim identification issues and demand reduction. The government continued an online awareness campaign for citizens to report potential cases of trafficking. In an effort to enhance transparency, the Irish government published a review of its 2006-2012 national action plan. The second national action plan is being finalized. The government did not have an independent national rapporteur to monitor its efforts to fight trafficking. The government demonstrated efforts to reduce the demand for commercial sex acts and forced labor. The government provided anti-trafficking training to Irish defense forces prior to their deployment abroad on international peacekeeping missions.

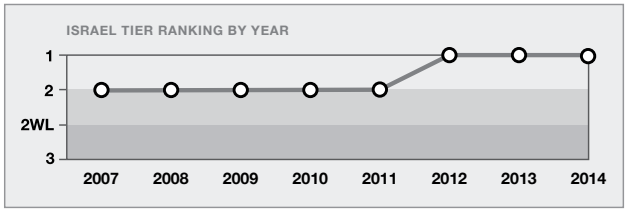
ISRAEL (Tier 1)

Israel is a destination country for men and women subjected to forced labor and sex trafficking and, to a much lesser extent, a source country for women subjected to sex trafficking. Low-skilled workers primarily from Thailand, China, Nepal, the Philippines, India, Sri Lanka, Bulgaria, Ghana, Moldova, and to a lesser extent, Romania, migrate voluntarily and legally to Israel for temporary contract labor in the construction, agriculture, caregiving, fishing and other industries. Some face forced labor, experiencing unlawful withholding of passports, restrictions on movement, limited ability to change or otherwise choose one's employer, nonpayment of wages, exceedingly long working hours, threats, sexual assault, and physical intimidation. Foreign workers within the agricultural sector report that they face withholding of passports, long workdays with no breaks or rest days, and low salaries. Men from the Philippines, Sri Lanka, and India reportedly work in harsh conditions on fishing boats; some of this labor may amount to human trafficking, distinguished by isolation, long working hours with little rest, and withheld salaries. Caregivers, especially live-in caregivers, are highly vulnerable to forced labor due to their isolation inside private

residences and because they are not protected under the Work and Rest Hours Law, which regulates work conditions. Many labor recruitment agencies in source countries and brokers in Israel require workers to pay recruitment fees to secure jobs in the caregiving sector, a practice that contributes to forced labor once migrants are working in the country. In recent years, women from Ukraine, Russia, Moldova, Uzbekistan, China, Ghana, and to a lesser extent South America, were subjected to sex trafficking in Israel; some of these women arrive on tourist visas for the purpose of working in prostitution for a short period of time before returning to their home country but are subsequently subjected to forced prostitution. Some Israeli women and girls may be subjected to sex trafficking in Israel.

Since 2011, thousands of African migrants—primarily from Eritrea, Sudan, and South Sudan, and to a lesser extent, Ethiopia, and Cote d'Ivoire—have entered Israel irregularly from Egypt's Sinai Peninsula. Many of these vulnerable migrants were kidnapped along the Eritrea-Sudan border or within Sudan and subsequently subjected to severe abuses, including human trafficking, at the hands of criminal groups in Egypt's northern Sinai before reaching Israel; some reported being forced to work as cleaners or on construction sites during their captivity. Although the flow of migrants arriving in Israel has almost ceased—dropping from 10,000 in 2012 to 36 in 2013—following the construction of the fence along the Israel-Egypt border and other deterrence measures, international organizations report that the abuses in Egypt continue to occur against this vulnerable group. The 53,000 Eritrean and Sudanese migrants and asylum seekers, most of whom arrived to Israel through the Sinai in Egypt, are highly vulnerable to forced labor and sex trafficking in Israel, due to their lack of formal work status and pressure to repay their family and friends for the large debts owed for the ransoms paid to free them from criminal groups in Egypt's northern Sinai. A local health clinic reports that both male and female Eritrean migrants are vulnerable to sex trafficking in Israel. The government and NGOs report that some find informal work in the agriculture sector under harsh conditions; some of this work may amount to forced labor.

The Government of Israel fully complies with the minimum standards for the elimination of trafficking. The government sustained strong law enforcement actions against sex and labor trafficking, although courts did not sentence some convicted offenders to prison terms commensurate with the severity of the offense. The government continued to identify and refer victims to government-funded shelters for trafficking victims, and it cooperated with NGOs to identify potential victims. In addition, the government opened a third trafficking shelter and a day center to provide services to an increasing number of identified victims. It continued to improve its efforts to proactively identify and provide protection to victims among vulnerable populations, such as migrants from the Sinai in Egypt. The government released from detention victims of trafficking, who were identified among African migrants abused in the Sinai, and provided them with temporary assistance until shelter space became available. Nonetheless, NGOs continued to raise concerns that the government-funded shelter space was still inadequate to serve all trafficking victims or potential trafficking victims in Israel. The government continued to implement strong anti-trafficking prevention measures.



RECOMMENDATIONS FOR ISRAEL:

Impose stricter sentences on convicted trafficking offenders, consistent with the gravity of this serious crime; continue to provide protection to all trafficking victims, including shelter and medical and psychological treatment; ensure that trafficking victims are not penalized, including by being detained, for unlawful acts committed as a direct result of being trafficked, such as immigration violations; continue to strengthen trafficking victim identification among African migrants—particularly Eritrean and Sudanese—who endured severe abuses in Egypt's Sinai Peninsula; continue to increase the number of labor inspectors and interpreters in the agriculture, construction, and homecare sectors, ensuring that they are adequately trained in identifying trafficking; continue to increase training for regional district police units and other law enforcement officials, such as prison officials, in victim identification, victim sensitivity, and enforcement of labor and sex trafficking laws; increase enforcement of foreign worker labor rights; and increase investigations of forced prostitution of Israeli nationals, including children, and foreign migrants forced to work in the fishing industry.

PROSECUTION

The government sustained strong law enforcement efforts against sex trafficking, though sentences given to some convicted trafficking offenders were low. The government prohibits all forms of human trafficking through its Anti-Trafficking Law of 2006, which prescribes penalties of up to 16 years' imprisonment for the trafficking of an adult, up to 20 years' imprisonment for the trafficking of a child, up to 16 years' imprisonment for slavery, and up to seven years' imprisonment for forced labor. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, the government conducted at least 32 investigations of sex trafficking and four investigations of forced labor. Police continued to investigate potential cases of forced labor referred by NGOs, while the central police initiated 88 investigations based on its own proactive investigative work. The government reported initiating new prosecutions against at least eight sex trafficking defendants and one forced labor defendant; it convicted 22 sex traffickers and three forced labor offenders. Despite this, some trafficking offenders were given sentences that were not sufficiently serious to deter the crime. Sex traffickers were given sentences ranging from six months' community service to 16 years' imprisonment. Forced labor offenders were given sentences ranging from four months' community service to two years' imprisonment. Law enforcement efforts were consistent with those undertaken in 2012, when the government investigated 28 cases of sex trafficking and seven cases of forced labor, prosecuted nine sex trafficking defendants and 10 forced labor defendants, and convicted 17 sex traffickers and four forced labor offenders. An Israeli national was extradited from Turkey in February 2013 to face charges of trafficking in persons for the purpose of prostitution; in December 2013, he was sentenced to three years' suspended imprisonment. The legal aid branch of the Ministry

of Justice (MOJ) provided legal assistance to a domestic worker from Cameroon to seek compensation from her employer and file a request for a stay permit. The worker claimed her foreign diplomat employer withheld her passport and did not pay her. The police initiated three investigations of immigration officers accused of sexual offenses against foreign workers that, in some cases, may have amounted to sex trafficking; indictments were filed in all three cases.

Central police provided nationwide anti-trafficking training to local police units responsible for enforcing trafficking crimes and handling trafficking investigations; every central police unit had a trained investigator specialized in trafficking. NGOs, however, continued to report that some police units handling trafficking cases lacked experience, interpreters, familiarity with migrant workers' communities, and sensitivity. The government continued to provide numerous anti-trafficking trainings, workshops, and seminars for law enforcement and judicial officials, social workers, and NGOs. The police reported that training for officers that handle cases related to children in prostitution has led to an increase in investigations of such crimes.

PROTECTION

The government improved identification and protection of trafficking victims, including those among vulnerable populations. The government continued to widely circulate victim identification guidelines to relevant government ministries, which regularly referred potential victims to the police to open an investigation and ensure the provision of protective services to victims. Authorities also continued to regularly cooperate with NGOs on victim identification and referral. For example, the police continued a program with an NGO to help identify sex trafficking victims during police raids of brothels and refer them to NGO protection services. The government continued to fund the 35-bed Maagan shelter for female trafficking victims and a 35-bed Atlas shelter for foreign male trafficking victims, both of which allowed shelter residents to leave freely. These shelters offered one year of rehabilitation services, including job training, psychosocial support, medical treatment, language training, and legal assistance; however, NGOs reported that the shelters lacked adequate psychological care. The shelter staff maintained contact with trafficking victims after they left the shelter to assist victims with reintegration into Israeli society and to ensure future work conditions were not exploitative. The government also funded transitional apartments with 18 beds for trafficking victims, as needed. The government opened a new 18-bed shelter for female victims in December 2013 in response to the increased number of trafficking victims identified among the African migrants abused in Egypt's Sinai Peninsula. In 2013, the Maagan shelter assisted 67 victims; the transitional apartments housed 33 women and six children; and the Atlas shelter assisted 104 men. This was an increase from the 58 female and 53 male victims these shelters assisted in 2012. In 2013, police identified and referred 39 female and 26 male trafficking victims to shelter services, which was a slight increase from the 33 women referred in 2012, but a significant decrease from the 53 men referred in 2012. The Detention Review Tribunal released from detention and referred 15 Eritrean and Ethiopian women, who were identified as trafficking victims from the Sinai in Egypt but detained in Israel for immigration violations, to the Maagan shelter. Though most victims of trafficking were not punished for acts committed as a direct result of being trafficked, some foreign trafficking victims, such as those arriving from the Sinai and some forced labor victims, were detained for immigration violations. For example, according to a local NGO, police detained three Thai fishermen who were forced to work for an Israeli shipping agency that withheld their passports, allowed only two hours' rest, and provided insufficient food and living conditions; the fisherman were detained for months while waiting to testify against their employer on non-trafficking related charges.

Though the numbers of African migrants arriving in Israel from Egypt significantly decreased in 2013, the government continued to grapple with policies to address the group's vulnerabilities, as some members of this group had been subjected to trafficking prior to their entry into Israel. The government improved its system of identifying and providing assistance to trafficking victims in the immigrant detention facilities. The government released from detention 18 male and 36 female trafficking victims to the homes of relatives or friends until space became available at one of the shelters; an NGO also reported receiving 39 referrals for victim support services from the court in 2013. However, social welfare NGOs expressed concern that the female victims, who resided within their communities until shelter space became available, were highly vulnerable to being re-victimized and compelled to work in prostitution to pay off debts owed to friends and family for ransoms paid to free the women from being held captive in the Sinai in Egypt. In addition, the Ministry of Social Affairs (MSA) opened a day center in Tel Aviv in August 2013 as an interim solution for female trafficking victims who were abused in the Sinai and were awaiting space at the shelters; in November 2013, it started offering services to male victims. This day center provided psychosocial services and food aid, and it also identified individuals at risk of trafficking and referred them to shelter services. The center was open three mornings and two evenings a week. The center provided services to 24 women and 10 men in 2013. Additionally, the government provided trafficking victims who endured abuses in the Sinai in Egypt, but live within their communities in Israel, as opposed to receiving services at a shelter, an official letter and telephone numbers of the anti-trafficking unit, the shelter, and the Ministry of Welfare in the event that they were detained for immigration violations. However, an international organization voiced concerns that this was not an adequate protection measure to prevent victims from being arrested and detained.

The legal aid branch of the MOJ continued to provide free legal aid to trafficking victims. In 2013, the branch provided legal aid to 187 African migrants who had endured abuses in the Sinai in Egypt; of these individuals, 19 men and 16 women were identified as trafficking victims. In 2013, the government issued five B1 visas to newly identified trafficking victims, eight "rehabilitation year" visas, and 156 extensions of B1 visas that allowed victims to work legally and without restriction; these were not contingent on their participation in investigations or prosecutions of their traffickers. The B1 visas could be renewed for a "rehabilitation year;" however, some victims no longer had legal status in Israel once their visas expired. In addition, in September 2013, the Ministry of Interior (MOI) issued B1 visas to all female Eritrean trafficking victims residing in the Maagan shelter, and it issued B1 work visas to Eritrean male victims in October 2013; overall, the government issued 54 new B1 visas and two one-year extensions to this population in 2013. In comparison, in 2012, the government issued 44 and extended 301 temporary B1 visas to trafficking victims. After the B1 visa given to victims for a one-year rehabilitation period expired, Eritrean trafficking victims received a "conditional release" A5 visa, which was renewable every one to three months, but did not include legal permission to work. The government encouraged victims to assist in the investigation

and prosecution of their traffickers but did not require their participation as a condition for receiving assistance; government policy also allowed trafficking victims to work during the period of investigation and prosecution. The Government of Israel encouraged trafficking victims to participate in the criminal prosecution of their exploiters through offering a moderate stipend, a B1 work visa during the period of investigation and prosecution, and protection services; victims can opt to leave the country pending trial proceedings.

PREVENTION

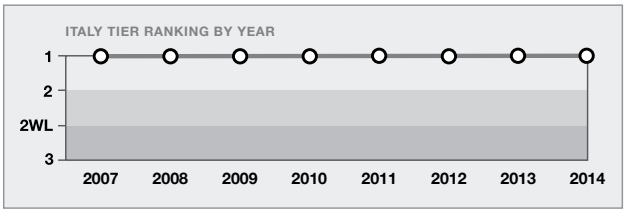
The government made sustained progress in preventing and raising awareness of human trafficking. The anti-trafficking unit within the MOJ, which served as the lead coordinating body among governmental agencies, continued to hold meetings with government ministries, NGOs, and the Knesset (parliament), as well as conduct trainings for officials. The anti-trafficking unit continued to chair an inter-ministerial committee appointed to study women and children in prostitution in Israel. The Knesset Subcommittee on Trafficking in Women and Prostitution held frequent public meetings, while the Knesset Committee on Foreign Workers held hearings focused on forced labor, examining the MOI's policy toward African migrants abused in the Sinai in Egypt and reforming employment of foreign caregivers. In February 2014, the government held its sixth annual ceremony to present awards to individuals or organizations that had made a significant contribution against human trafficking. The government also produced a brochure on the indicators of trafficking to disseminate to the public. In January 2014, the Ministry of Foreign Affairs sent to all foreign diplomatic and consular missions in Israel a document entitled "Slavery in Diplomatic Households: A Cooperative Battle Waged by Host Countries and Foreign Missions" to raise foreign missions' awareness of domestic servitude and encourage them to take preventative measures against trafficking. Likewise, in February and March 2013, the government conducted two anti-trafficking lectures to Israeli ambassadors and consuls who were to be sent to diplomatic missions abroad.

The Population and Immigration Authority (PIA) opened 1,551 new investigations and imposed 1,581 fines against foreign workers' employers, and it filed 205 criminal indictments against employers of foreign workers who violated labor laws. The Ministry of Economy (MOE) initiated 452 investigations concerning employers of foreign workers, imposed 23 financial sanctions and issued 332 administrative warnings against 108 employers; six indictments were filed against six employers and two were convicted. NGOs remained concerned that labor inspectors lacked Thai interpreters during inspections in the agriculture sector, which prevented inspectors from communicating with and receiving complaints from the predominantly Thai migrant workers in this sector; however, the MOE reported using interpreters during inspections. In 2013, the police reported it investigated one case of illegal collection of brokerage fees and the police Prosecution Unit filed one indictment for inflated brokerage fees. In accordance with PIA procedures for recruitment agencies in the care giving sector, the PIA required that every agency hired a head licensed social worker to be responsible for supervising the conditions of foreign caregivers, including home visits, and for informing the relevant authorities about any labor violations. The government continued to operate a 24-hour hotline for foreign workers to lodge complaints. In 2013, the hotline received 1,748 complaints from foreign workers, 1,632 of which were from Thai workers in the agriculture sector and 117 complaints were from Bulgarian and Moldovan workers in the construction sector; the complaints were primarily related to salary issues and workers' accommodations, but no trafficking victims were reportedly identified through this hotline. The government reported efforts to reduce the demand for commercial sex acts and forced labor, and it made efforts to address sex tourism of Israeli nationals domestically and abroad.

ITALY (Tier 1)

Italy is a destination, transit, and source country for women, children, and men subjected to sex trafficking and forced labor. Victims subjected to trafficking in Italy often originate from Nigeria, Romania, Morocco, Tunisia, Moldova, Slovakia, Ukraine, China, Brazil, Peru, Colombia, Pakistan, Bangladesh, Ecuador, Poland, Bulgaria, Pakistan, Egypt, Somalia, Eritrea, and India. Victims are subjected to sex trafficking after accepting false promises of employment as, waitresses, dancers, singers, models, or caregivers. Men are subjected to forced labor through debt bondage in agriculture in southern Italy and in construction, house cleaning, hotels, and restaurants in the north of the country. Some employers blackmail and exploit seasonal agricultural workers, taking advantage of labor contract terms requiring the workers to remain in Italy; the farmers compel the migrants to work in poor conditions and move them from region to region. Children subjected to sex trafficking and forced labor in Italy are from Romania, Nigeria, Brazil, Morocco, and Italy, specifically Roma and Sinti boys who may have been born in Italy. Transgender children from Brazil are subjected to sex trafficking in Italy. Experts estimate approximately 2,000 children are exploited on the streets in prostitution. Nigerian children and women are subjected to labor trafficking through debt bondage and coercion through voodoo rituals. Roma children from Italy are subjected to forced labor in begging or petty theft and sex trafficking. The December 2013 deaths of several workers highlighted an emerging form of labor trafficking: Chinese men and women are forced to work in textile factories in Milan, Prato, and Naples. Disabled victims of trafficking from Romania and Albania are subjected to forced begging by Romanian and Albanian transnational criminal networks. Men and women from Central Asia arriving in Italy through Russia, Turkey, and Greece are subjected to forced labor. Unaccompanied children, mainly boys from Bangladesh, Egypt, and Afghanistan, some of whom are employed in shops, bars, restaurants, and bakeries are at risk of trafficking.

The Government of Italy fully complies with the minimum standards for the elimination of trafficking. The government continued to vigorously investigate offenders and prosecute and convict defendants under the anti-trafficking law. The government's anti-trafficking protection efforts, however, significantly decreased. Victim identification decreased by 77 percent. In the context of general budget cuts for social protection, Italian authorities reduced funding for trafficking victim protection and assistance by more than 60 percent.



RECOMMENDATIONS FOR ITALY:
Restore funding levels to protect trafficking victims; increase efforts to identify victims of domestic trafficking, specifically among children within the country who are vulnerable to forced labor and sex trafficking; formalize victim identification and referral procedures for law enforcement and other officials, and ensure procedures are applied consistently; improve efforts to screen irregular migrants and asylum seekers to identify possible human trafficking victims and protect them from deportation that may contribute to re-trafficking; continue to fund victim protection and assistance services; increase funding to NGOs providing assistance and counseling to victims and increase presence of "street teams" to meet new victims; collect and disseminate disaggregated law enforcement data to demonstrate efforts to combat both sex trafficking and forced labor; regularly train law enforcement officials on victim identification; and establish an autonomous national rapporteur to enhance anti-trafficking efforts.

PROSECUTION

The Government of Italy continued to vigorously investigate, prosecute, and convict trafficking offenders during the reporting period. Italy prohibits all forms of human trafficking though its 2003 Measures Against Trafficking in Persons law, which prescribes penalties of eight to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. In March 2014, the government enacted a decree implementing EU anti-trafficking directive 2011/36, including by extending the scope of human trafficking exploitation to include forced begging, forced criminal behavior, and forced organ removal. Authorities investigated 2,270 trafficking offenders in 2012, the most recent year for which law enforcement statistics were available, compared with 2,624 in 2011; prosecuted 354 defendants compared with 370 in 2011. In 2012, 135 traffickers were convicted, compared with 179 traffickers in 2011; and appeals courts affirmed the convictions of 121 defendants in 2012, compared with 109 in 2011. The average sentence imposed on convicted traffickers in 2011 was 6.5 years in prison; those convicted for exploitation of children in prostitution were sentenced to an average of 3.8 years' imprisonment and a fine, and those convicted of slavery were sentenced to an average of 1.5 years' imprisonment and a fine. The government added new specialized training on victim identification and investigation of trafficking and exploitation into the regular curriculum for law enforcement agencies. In January 2014, Italian authorities carried out joint anti-trafficking law enforcement efforts with Moldovan counterparts. In June 2013, a Rome court convicted former Prime Minister Berlusconi for the commercial sexual exploitation of a Moroccan sex trafficking victim. There continued to be incidents of individual government officials involved in trafficking at a local level. To settle charges that he exploited a Brazilian domestic worker, in April 2013 an Italian consular officer and his wife pled guilty in California to a felony charge related to his unlawful possession of an identification document and agreed to pay restitution.

PROTECTION

The Italian government's anti-trafficking protection efforts sharply diminished and funding for victim protection and assistance significantly decreased. The government and NGOs assisted 447 foreign victims of trafficking during the reporting period compared with 2,018 in 2012. Thirty-two disabled adult victims, as old as 70 years of age, were identified as having been subjected to forced begging. The government granted 381 temporary residence permits to victims, compared with 466 in 2012; experts attributed some reduction in the grant of residency permits to an increase in Nigerian sex trafficking victims opting to apply for asylum. Victims were not required to cooperate with law enforcement to obtain a residence permit. The government provided victims with three-to-six months' assistance, shelter for an additional 12 months, and reintegration assistance. Victims may obtain a subsequent work or study permit, which can lead to permanent residency, if they find employment or are enrolled in a training program through designated NGOs. Male victims were accommodated in specialized protected facilities run by NGOs, and were provided with employment training. Minor trafficking victims received an automatic residence permit until majority and were accommodated in separate centers. Services were provided by NGOs with funding provided by national, regional, and local authorities, and include both medical and physical assistance. Victims could leave the shelters unchaperoned and at will.

The government significantly decreased the amount of funding it allocated for trafficking victim protection and assistance, from the equivalent of approximately $11 million in 2012 to the equivalent of approximately $4 million in 2013. It extended anti-trafficking assistance programs approved in 2012 through 2013, but did not collect data on their implementation. For 2013, the government reapproved and assigned programs to NGOs, including counseling, health care, housing, legal advice, and training. Most national funding was disbursed through grants to NGOs. In an effort to offset the funding cuts, the government encouraged regions to plan interventions exclusively with the support of EU structural funds earmarked for social inclusion and employability of vulnerable workers. The government has reported the victim assistance budget for 2014 will be higher than it was in 2013. Matching funds and in-kind contributions of the equivalent of approximately $973,000 were guaranteed by local authorities. The law provided for the identification and transfer of victims placed under protective custody to NGOs that provided transition, reintegration, and repatriation services to victims. NGOs reported the referral process varied from region to region, both in terms of quality and procedure. According to NGOs, criteria for victim identification and guidelines for victim referral were not always applied consistently by local police. NGOs reported that some trafficking victims, especially among those who were also asylum seekers, may have passed through the system unidentified by officials. Moreover, the lack of sufficient funding to NGOs that provided assistance to victims resulted in a decreased presence of "street teams" to meet new victims and provide assistance and counseling. There were no reports of victims being punished for crimes committed as a result of being trafficked. The government encouraged victims to assist voluntarily in the investigation and prosecution of trafficking, but did not require victim cooperation as a precondition to obtain temporary residence permits. Victims who were material witnesses in a court case against a former employer were allowed to obtain other employment.

PREVENTION

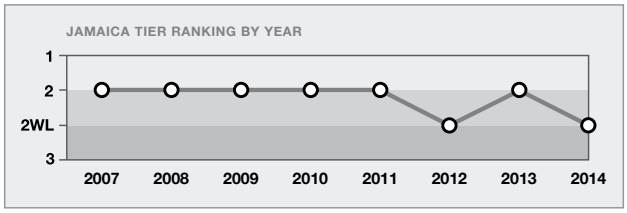
The Government of Italy sustained anti-trafficking prevention efforts in 2013 by continuing to operate an active hotline for victims of trafficking, but it did not implement new national public awareness programs. Local authorities, in cooperation with NGOs, continued to update and distribute materials on a regular basis, including brochures, posters, bumper stickers and media advertisements that provided information on assistance

to victims. The government regularly updated a manual for law enforcement officers on trafficking laws and best practices for assisting victims. The government coordinated an interagency working group to generate guidelines and procedures for victim identification and referral, as part of the creation of the national plan. The government postponed publication of the plan until 2014 due to limited funds available for assistance in 2013. The government worked with NGOs to coordinate and implement anti-trafficking initiatives, but, unlike in prior years, did not conduct any evaluations in 2013. In cooperation with municipalities, police, social services, and NGOs carried out local education campaigns aimed at reducing the demand for prostitution. The ministry of foreign affairs implemented regular training programs for diplomatic officers deployed abroad and included modules on the prevention of trafficking in persons. The government did not publish a systematic evaluation of its anti-trafficking efforts. In 2013, Italian authorities investigated 281 illegal labor recruiters; unscrupulous labor recruiting can facilitate human trafficking. The government did not report any convictions for child sex tourism. The Italian armed forces continued to provide anti-trafficking training to civilians and military personnel before their deployment abroad on international peacekeeping missions.

JAMAICA (Tier 2 Watch List)

Jamaica is a source, transit, and destination country for adults and children subjected to sex trafficking and forced labor. Jamaican children subjected to sex trafficking in Jamaica's sex trade remains a serious problem. Sex trafficking of children and adults occurs on streets and in night clubs, bars, and private homes throughout Jamaica, including in resort towns. Traffickers in massage parlors in Jamaica lure women into prostitution under the false pretense of employment as massage therapists and then withhold their wages and restrict their movement. People living in Jamaica's poverty-stricken garrison communities, territories ruled by criminal "dons" effectively outside of the government's control, are especially at risk. NGOs express concern that children from poor families sent to wealthier families or local "dons" with the intent of a chance at a better life are highly vulnerable to prostitution and forced labor, including domestic servitude. Other at-risk children include those working in the informal sector, such as on farms or in street vending, begging, markets, and shops. An alarmingly high number of children are reported missing in Jamaica; some of these children are likely subjected to forced labor or sex trafficking. Foreign nationals are subjected to forced labor in Jamaica and aboard foreign-flagged fishing vessels operating in Jamaican waters. Numerous sources report that Jamaican citizens have been subjected to sex trafficking or forced labor abroad, including throughout the Caribbean, Canada, the United States, and the United Kingdom.

The Government of Jamaica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2013, the government implemented amendments to strengthen Jamaica's anti-trafficking law. Despite these efforts, the government did not demonstrate evidence of overall increasing efforts to address human trafficking over the previous reporting period; therefore, Jamaica is placed on Tier 2 Watch List. For a fifth consecutive year, the government did not convict trafficking offenders or officials complicit in human trafficking and took insufficient action to address reports of official complicity. The government identified few Jamaican trafficking victims and failed to provide many of them with adequate assistance.



RECOMMENDATIONS FOR JAMAICA:

Vigorously prosecute, convict, and punish trafficking offenders, including officials complicit in forced labor or sex trafficking; identify and assist more victims of forced labor and sex trafficking, including prostituted Jamaican children; implement government-wide standard operating procedures to guide police, labor inspectors, child welfare officials, and health workers in the proactive identification of local, as well as foreign, victims of forced labor and sex trafficking—including children under age 18 in prostitution in night clubs, bars, and massage parlors; implement procedures to refer victims to adequate service providers; train officials on the fundamental principles of international human trafficking law, including that movement of a victim is not necessary for trafficking to occur; and use the government shelter in cooperation with NGOs to provide a safe and welcoming place for Jamaican children under 18 subjected to prostitution and other trafficking victims that need protection.

PROSECUTION

The government made progress on strengthening Jamaica's anti-trafficking law, but this development was eclipsed by a continued lack of trafficking convictions and serious concerns about official complicity. The government prohibits all forms of trafficking through its comprehensive Trafficking in Persons (Prevention, Suppression and Punishment) Act, which went into effect in 2007. In August 2013, the government enacted amendments to the act to increase the maximum sentence for trafficking crimes from 10 to 30 years' imprisonment. These penalties are sufficiently stringent and appear to be commensurate with penalties prescribed for other serious crimes. The amendments contain other positive elements, including a requirement that convicted trafficking offenders pay restitution to victims.

While Jamaica's legal structure against human trafficking was sufficient, there continued to be no results; the government did not convict any trafficking offenders in this reporting period or in the previous five years. Authorities reportedly arrested seven individuals for suspected human trafficking crimes and initiated four prosecutions in 2013, compared with two prosecutions initiated in 2012. The government continued four prosecutions of human trafficking offenses carried over from previous reporting periods. No government officials were prosecuted or convicted for alleged complicity in trafficking-related offenses, though allegations persisted from previous reporting periods that some Jamaican police officers were complicit in prostitution rings, some of which were suspected of recruiting children under 18 and coercing adults into the sex trade.

Beginning in 2014, police funded an anti-trafficking module—designed and implemented by the police's lead human trafficking investigator—as part of the basic curriculum for all new recruits. In January 2014, the Justice Ministry ran a three-day anti-trafficking training seminar for 88 prosecutors, justices of the

to victims. The government regularly updated a manual for law enforcement officers on trafficking laws and best practices for assisting victims. The government coordinated an interagency working group to generate guidelines and procedures for victim identification and referral, as part of the creation of the national plan. The government postponed publication of the plan until 2014 due to limited funds available for assistance in 2013. The government worked with NGOs to coordinate and implement anti-trafficking initiatives, but, unlike in prior years, did not conduct any evaluations in 2013. In cooperation with municipalities, police, social services, and NGOs carried out local education campaigns aimed at reducing the demand for prostitution. The ministry of foreign affairs implemented regular training programs for diplomatic officers deployed abroad and included modules on the prevention of trafficking in persons. The government did not publish a systematic evaluation of its anti-trafficking efforts. In 2013, Italian authorities investigated 281 illegal labor recruiters; unscrupulous labor recruiting can facilitate human trafficking. The government did not report any convictions for child sex tourism. The Italian armed forces continued to provide anti-trafficking training to civilians and military personnel before their deployment abroad on international peacekeeping missions.

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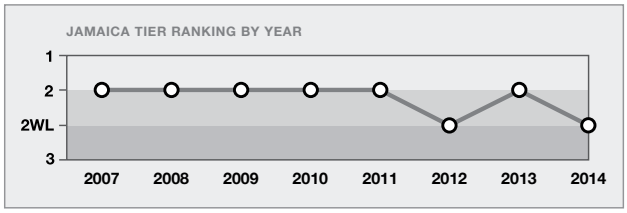

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peace, and judges. The government also provided in-kind support to IOM-led capacity building and technical skills training workshops for government officials.

PROTECTION

The government made minimal efforts to protect trafficking victims. Authorities identified 14 confirmed and suspected victims including at least two suspected forced labor victims and eight sex trafficking victims, compared with 23 suspected victims of trafficking in the previous reporting period. The government's trafficking shelter, which could house 12 people, assisted only one person—a child forced labor victim—during the reporting period. The child did not attend school, but was provided guided instruction through a web-based curriculum commonly used in Jamaican schools. Government agencies and NGOs that did not receive government funding assisted the other victims. Jamaican anti-trafficking police reportedly had a protocol to refer suspected victims to services, but the small number of trafficking victims identified and referred to care raised concerns that many front-line responders, such as other law enforcement officers, child protection officials, labor officials, and health workers, did not adhere to standard operating procedures for the proactive identification of human trafficking victims and their referral for assistance.

In alignment with Jamaica's anti-trafficking law, the government provided formal guidance for immigration officials not to deport foreign victims. The government provided temporary immigration relief to one foreign victim, compared with 21 foreign victims during the reporting period. Jamaican officials reportedly encouraged trafficking victims to participate in the prosecutions of trafficking offenders, and the Trafficking in Persons (Prevention, Suppression and Punishment) Act guaranteed that trafficking victims were immune from prosecution for immigration or prostitution violations committed as a direct result of their being trafficked. There were no allegations of victims being punished for crimes committed as a direct result of being subjected to human trafficking during the reporting period.

PREVENTION

The government demonstrated some efforts to raise awareness of human trafficking, but did not conduct a comprehensive sex trafficking or forced labor awareness campaign. Jamaica has a national anti-trafficking plan through 2015. A government-operated general crime victim hotline continued to provide specialized assistance to persons reporting human trafficking; it fielded an unknown number of calls related to human trafficking during the past year. The government did not report any child sex tourism investigations or efforts to reduce the demand for commercial sex acts, child sex tourism, or forced labor.

JAPAN (Tier 2)

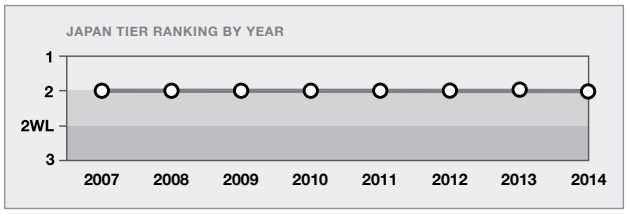
Japan is a destination, source, and transit country for men and women subjected to forced labor and sex trafficking, and for children subjected to sex trafficking. Male and female migrant workers from China, Indonesia, the Philippines, Vietnam, Nepal, other Asian countries, Uzbekistan, and Poland are subjected to conditions of forced labor, sometimes through the government's Industrial Trainee and Technical Internship Program (TTIP). Some women and children from East Asia, Southeast Asia (mainly the Philippines and Thailand), South America, Eastern Europe, Russia, and Central America travel to Japan for employment or fraudulent marriage and are subsequently forced into prostitution. Traffickers continued to use fraudulent marriages between foreign women and Japanese men to facilitate the entry of these women into Japan for forced prostitution in bars, clubs, brothels, and massage parlors. Traffickers strictly control the movement of victims using debt bondage, threats of violence or deportation, blackmail, and other coercive psychological methods. Victims of forced prostitution sometimes face debts upon commencement of their contracts; most are required to pay employers fees for living expenses, medical care, and other necessities, leaving them predisposed to debt bondage. "Fines" for alleged misbehavior are added to victims' original debt, and the process brothel operators use to calculate these debts is typically not transparent. Trafficking victims transit Japan between East Asia and North America.

Japanese nationals, particularly runaway teenage girls and foreign-born children of Japanese citizens who acquired nationality, are also subjected to sex trafficking. The phenomenon of *enjo kosai*, also known as "compensated dating," continues to facilitate the prostitution of Japanese children. In a recent trend called *joshi-kosei osanpo*, also known as "high school walking," girls are offered money to accompany men on walks, in cafes, or to hotels, and engage in commercial sex. Sophisticated and organized prostitution networks target vulnerable Japanese women and girls in public areas such as subways, popular youth hangouts, schools, and online; some of these women and girls become trafficking victims. Japanese men continue to be a significant source of demand for child sex tourism in Southeast Asia and, to a lesser extent, Mongolia.

The Government of Japan has not, through practices or policy, ended the use of forced labor within the TTIP, a government-run program that was originally designed to foster basic industrial skills and techniques among foreign workers, but has instead become a guest worker program. The majority of technical interns are Chinese and Vietnamese nationals, some of whom pay up to the equivalent of approximately $7,300 for jobs and are employed under contracts that mandate forfeiture of the equivalent of thousands of dollars if workers try to leave. Reports continue of excessive fees, deposits, and "punishment" contracts under this program. Some companies confiscated trainees' passports and other personal identification documents and controlled the movements of interns to prevent their escape or communication. During the "internship," migrant workers are placed in jobs that do not teach or develop technical skills—the original intention of the TTIP; some of these workers experience under- or non-payment of wages, have their contracts withheld, and are charged exorbitant rents for cramped, poorly insulated housing that keeps them in debt.

The Government of Japan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government convicted 31 traffickers, compared to 30 in 2012. The National Police Agency (NPA) continued to host its annual gathering for national and prefectural police officers to share trafficking investigation stories and their anti- trafficking efforts. The Japanese government, however, did not develop or enact legislation that would fill key gaps in the law and thereby facilitate prosecutions of trafficking crimes. It failed to develop specific protection and assistance measures for trafficking victims, such as establishing a nationwide network of shelters exclusively for trafficking victims, apart from the existing network of shelters

for victims of domestic violence. The TTIP continued to lack effective oversight or means to protect participants from abuse; despite some reforms, NGOs and media reported recruitment practices and working conditions did not improve for interns. The government did not prosecute or convict forced labor perpetrators despite allegations of labor trafficking in the TTIP. The number of identified victims, especially foreign trafficking victims, decreased with no evidence of a diminution in the overall scale of the problem, and the government identified no male victims of either forced labor or forced prostitution.



RECOMMENDATIONS FOR JAPAN:

Draft and enact a comprehensive anti-trafficking law prohibiting all forms of trafficking consistent with the 2000 UN TIP Protocol; significantly increase efforts to investigate and prosecute forced labor cases and punish convicted traffickers with jail time; increase enforcement of bans on excessive deposits, "punishment" agreements, withholding of passports, and other practices that contribute to forced labor in the TTIP; establish a third, neutral, non-government entity to conduct a management audit of the TTIP; establish an oversight mechanism to promote accountability in the TTIP to hold perpetrators of forced labor responsible for their crimes; expand and implement formal victim identification procedures for front-line officers to recognize both male and female victims of forced labor or forced prostitution; enhance screening of victims to ensure potential victims of trafficking are not detained or forcibly deported for unlawful acts committed as a direct result of being trafficked; train front-line police officers to not arrest children in prostitution, but to treat them as victims of trafficking; provide specialized care and assistance to victims of trafficking; establish assistance and protection services that respect foreign victims' cultural practices, such as religious observance and diet; provide permanent residency as an incentive for victims to participate in trafficking trials; increase the number of labor inspectors that are inspecting TTIP sending and receiving organizations, and establish a new mandate for labor inspectors to report on labor trafficking violations; establish mechanisms for foreign migrant workers to seek redress when abused in the TTIP, and disseminate this information to TTIP workers; aggressively investigate, prosecute, and punish Japanese nationals who engage in child sex tourism; and accede to the 2000 UN Transnational Organized Crime Convention and the TIP Protocol.

PROSECUTION

The Government of Japan maintained anti-trafficking law enforcement efforts. Japan's criminal code does not prohibit all forms of trafficking in persons as required by international law. A variety of laws, including Article 7 and 12 of the Prostitution Prevention Law, Article 5 of the Labor Standards Act, and Article 63 of the Employment Security Law, cover some elements of human trafficking. Articles 226 and 227 of the penal code prohibit kidnapping, transporting, and the "buying and selling of persons." Japanese laws do not cover all forms of child sex trafficking (particularly the recruitment, transport, transfer, or receipt of a child for the purpose of prostitution), labor trafficking (with regard to transport, transfer, or receipt of a person for forced labor), or sex trafficking (particularly the recruitment, transfer, transport, or receipt of individuals for the purpose of forced prostitution). As a result, prosecutors must bring charges under statutes that do not capture all the elements of the trafficking crime or equate the crime with a lesser offense, which carries lesser penalties. Some of these laws, such as Articles 226 and 227 of the penal code, which prohibit "buying and selling" of persons, and the laws pertaining to kidnapping, prescribe punishments ranging from one to 10 years' imprisonment, which are sufficiently stringent and generally commensurate with penalties prescribed for other serious crimes, such as rape. Other laws, namely Article 7 of the Prostitution Prevention Law, assign a penalty of three years' imprisonment, which is not sufficiently stringent.

In 2013, the government reported one prosecution and conviction under the trafficking provisions of its criminal code; otherwise it utilized other non-trafficking provisions to prosecute possible trafficking crimes. The government reported 28 investigations for offenses related to human trafficking in 2013, a decrease from 44 in 2012. These investigations resulted in convictions of 31 traffickers, compared to 30 convictions in 2012. Of the 31 convicted defendants, only five served prison sentences; 26 defendants received fines or suspended sentences. One forced labor investigation involved Chinese interns in the TTIP in Kawakami Village, Nagano Prefecture. Despite numerous reports and allegations of possible labor trafficking offenses under the TTIP in Kawakami Village, including confiscation of passports, imposition of exorbitant fines, and arbitrary deduction of salaries resulting from non-contractual infractions, the government did not prosecute or convict trafficking offenders involved in the use of TTIP labor or bar the involved organizations from participating in the program. The government claimed to lack jurisdiction over the activities of sending organizations in source countries and did not take any action for deceptive recruitment practices. An investigation involving three individuals suspected of violating the Immigration Control Act in connection with allegations of forced labor in the TTIP, discussed in the 2013 *TIP Report*, did not result in a trafficking prosecution. The government reported investigating 3,913 individuals for child prostitution, compared to 695 in 2012; 709 resulted in prosecutions, compared to 579 in 2012. 297 offenders were convicted for child prostitution in 2013, sentencing information for these offenders was not available.

The NPA, Ministry of Justice, Bureau of Immigration, and Public Prosecutor's office continued to conduct an annual anti-trafficking training for senior investigators and police officers from 47 prefectural and municipal police departments, prosecutors, judges, and immigration bureau officers on identifying trafficking victims and investigating trafficking cases. The Japan Coast Guard gave a series of lectures to 61 officers to raise awareness of trafficking issues. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Japan decreased protection efforts, hampered by a narrow definition of human trafficking. The government has never identified a forced labor victim in the TTIP, despite substantial evidence of trafficking indicators, including debt bondage, passport confiscation, and confinement. A steep decline in victim identification continued in 2013. NPA officials identified 21 female sex trafficking victims in 2013, a decrease

from 27 in 2012 and 45 in 2011; only eight of the victims were foreign nationals. Two of the 13 Japanese nationals identified were children. The police reported identifying 462 victims of child prostitution, compared to 471 in 2012. The government reported providing psychological counseling and medical care to victims of child prostitution. NPA officials used an IOM-developed handbook to identify victims of trafficking and the Inter-Ministerial Liaison Committee's manual to refer victims to available services.

The government continued to lack trafficking victim-specific services, but funded Japan's Women's Consulting Center shelters (WCCs) and domestic violence shelters, which assisted 13 Japanese trafficking victims. Victims in WCC shelters were provided food, basic needs, psychological care, and coverage of medical expenses. It is unclear whether any foreign trafficking victims received such services prior to repatriation. Victims were able to leave the facilities when accompanied by facility personnel. Although the 2009 Japanese action plan calls for male victim protection policies, Japan did not have dedicated shelters or clearly defined resources for male victims. No assistance to victims of forced labor or abused "interns" in the TTIP was reported, as the government did not screen for or identify victims among these vulnerable populations. At least 13 prostituted children in *joshi-kosei osanpo* were taken into protective custody.

Some victims were reluctant to seek government assistance due to the perception of a lack of protective services available to identified trafficking victims. The government-funded Legal Support Center provided *pro bono* legal services to destitute victims of crime for both criminal and civil cases; for the second consecutive year, it was unclear whether any trafficking victims applied for or received such services. Foreign victims could not work during the investigation or trial period unless they obtained a different visa status, a disincentive to participation; the government reported providing three victims with a special activities status to work, but most chose to be repatriated before the trials of their alleged traffickers began. Although permanent residency benefits were legally available to trafficking victims who feared returning to their home country, no trafficking victims received such benefits for at least the thirteenth consecutive year; one victim continued to receive a one-year visa for the fourth consecutive year. Victims had the right to seek compensation from their traffickers, but no victim has ever sought restitution to date.

PREVENTION

The Government of Japan maintained modest efforts to prevent trafficking. It began negotiating memoranda of understanding on trafficking prevention with several Southeast Asian countries. Japanese consular officials were educated to identify potential victims during the visa application process; this screening has not yet resulted in identifying trafficking victims. The Inter-Ministerial Liaison Committee on Trafficking increased consultations with NGOs that work on trafficking issues from one per year to six, but no policy changes have occurred as a result of these consultations. The NPA and the Immigration Bureau continued to distribute leaflets on multilingual emergency contact mechanisms with a hotline number to local immigration offices and governments of source countries, conducted an online trafficking awareness campaign, and publicized trafficking arrests to raise awareness.

The government reported increasing outreach to TTIP employers and immigration and labor inspections at TTIP companies and requiring that copies of all contracts be provided to MOJ to allow for closer scrutiny to ensure they did not include deposits or "punishment" clauses. Observers reported these efforts instead led to the emergence of an additional layer of brokers to circumvent the system. The Ministry of Health, Labor, and Welfare (MHLW), which oversees the country's labor inspectors, did not have the mandate to report on trafficking abuses, and was not able to inspect all the TTIP organizations in a timely manner. The Japan International Trade Cooperation Organization (JITCO), a government entity designated to monitor the TTIP, lacked enforcement powers and TTIP organizations were allowed to self-audit. On May 2013, JITCO published the fourth edition of its handbook for TTIP workers, which contains contact information for reporting complaints.

In an effort to reduce demand for commercial sex, the Cabinet Office continued to distribute posters, leaflets, and passport inserts nationwide that contained warning messages to potential consumers of sexual services. Japan serves as a source of demand for child sex tourism, with Japanese men traveling and engaging in commercial sexual exploitation of children in other Asian countries—particularly Thailand, Indonesia, Cambodia, the Philippines, and, to a lesser extent, Mongolia; the government did not investigate or prosecute anyone for child sex tourism. The NPA hosted a conference on commercial sexual exploitation of children in Southeast Asia in November 2013, during which officials shared case details with Thai, Cambodian, Philippine, and Indonesian police counterparts. Japan is the only G-8 country that is not a party to the 2000 UN TIP Protocol.

JORDAN (Tier 2)

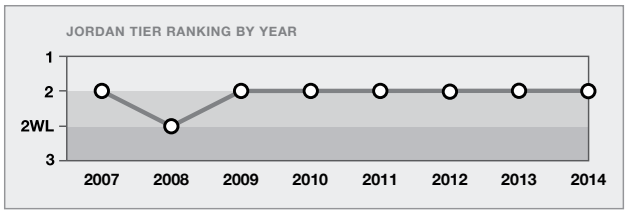
Jordan is a destination and transit country for adults and children subjected to forced labor and, to a lesser extent, sex trafficking. Women from Sri Lanka, Bangladesh, Indonesia, and the Philippines voluntarily migrate to Jordan for employment as domestic workers. Some are subjected to conditions of forced labor after arrival, including through unlawful withholding of passports, restrictions on movement, nonpayment of wages, threats of imprisonment, and physical or sexual abuse. Although the government has instituted many policies to facilitate the repatriation of domestic workers, many are unable to return to their home countries due to pending criminal charges against them, as well as their inability to pay government overstay penalties, other fees, or the cost of a return plane ticket. Migrant workers from Egypt—the largest source of foreign labor in Jordan—experience forced labor in the construction, building maintenance, and agricultural sectors; Syrian workers, including Syrian refugee children, also face forced labor in the agricultural sector. Sri Lankan, Indian, Chinese, Malagasy, Bangladeshi, Burmese, Nepali, Pakistani, and Vietnamese men and women, as well as nationals of Taiwan, migrate for work in factories in Jordan's garment industry; approximately 3,000 Burmese workers were recruited to work in the garment industry in 2012. Women account for 63 percent of the total labor force in the garment industry. Some of these workers encounter forced labor through unlawful withholding of passports, delayed payment of wages, long working hours, forced overtime, unsanitary living conditions, indebtedness to recruitment agencies in the workers' home countries, and verbal and physical abuse; female factory workers are also vulnerable to sexual harassment. Workers in the garment sector continue to protest forced labor conditions. Jordan's sponsorship system binds foreign workers to their designated employers without the ability to switch employers

and without adequate access to legal recourse when they face abuse, thereby placing a significant amount of power in the hands of employers and recruitment agencies. Migrant workers are further vulnerable to forced labor due to indebtedness to recruiters, negative societal attitudes toward foreign workers, high illiteracy rates, and legal requirements that foreign workers rely on employers to renew their work and residency permits.

Syrians continue to flee ongoing violence in Syria to neighboring countries including Jordan, and they are highly vulnerable to exploitation and trafficking. NGOs and government officials report that an increasing number of undocumented Syrian refugees—particularly women and children—are working illegally in the Jordanian economy, making them vulnerable to trafficking. The Jordanian Ministry of Labor estimates that 30,000 Syrian refugee children are working in Jordan.

Reporting suggests that Syrian refugee children peddle goods in Za'atri refugee camp and in Jordanian communities, and that there are increasing numbers of Syrian refugee children begging in Jordanian cities. Uncorroborated media reports suggest that Syrian refugee women are sold into "temporary marriages"—primarily for the purpose of sexual exploitation or prostitution; however, there were no known cases of such crimes. According to media reports, some Syrian refugee women and girls are reportedly forced into prostitution. An international organization reported a case of a Syrian woman whose Syrian husband forced her to work in prostitution in a nightclub in Jordan. Moroccan, Tunisian, Lebanese, Syrian, and Eastern European women are forced into prostitution after migrating to Jordan to work in restaurants and night clubs. Some out-of-status Indonesian, Filipina, Bangladeshi, and Sri Lankan domestic workers are reportedly forced into prostitution after running away from their employers. NGO reporting suggests that some Egyptian women receive marriage offers from Jordanian men as second wives, but are then subjected to forced labor, forced begging, or forced prostitution. Small numbers of Jordanian adults are subjected to forced labor as low-skilled workers in Qatar and Kuwait, while Jordanian children employed within the country as mechanics, agricultural laborers, and beggars may be exploited in situations of forced labor. There are reports of organized child begging rings involving Jordanian, Syrian, and Egyptian children. Some Jordanian girls are forced to drop out of school to perform domestic service in contravention of their constitutionally-protected right to complete their education; these "homebound girls" are confined to the home and vulnerable to domestic servitude.

The Government of Jordan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the government prosecuted and convicted an increased number of trafficking offenders, and continued to identify and refer an increased number of trafficking victims to NGO-run shelter services. The government also improved prevention efforts by implementing public awareness campaigns. While the government officially designated a shelter to provide services to trafficking victims in February 2014, the government did not fund or provide adequate shelter services for victims of trafficking during the majority of the reporting period. Victims continued to face arrest, imprisonment, and punishment—particularly workers who ran away from abusive employers.



RECOMMENDATIONS FOR JORDAN:

Increase efforts to prosecute, convict, and punish trafficking offenses with jail time using the anti-trafficking statute; amend the forced labor statute to increase prescribed penalties for forced labor offenses; strengthen efforts to proactively identify victims of forced labor and forced prostitution, particularly among vulnerable populations such as detained foreign migrants and domestic workers; implement standardized referral procedures for law enforcement, social services, and labor officials to promptly refer identified victims to protection services, including the newly designated trafficking shelter; amend the shelter's victim referral procedures so that victims can receive assistance at the shelter regardless of whether their case has been filed with the public prosecutor; adequately train shelter staff to provide care for trafficking victims, as distinct from gender-based violence victims; ensure identified victims are not punished for unlawful acts committed as a direct result of being subjected to human trafficking, such as immigration or prostitution violations; issue regulations governing work in the agricultural sector; and continue to implement awareness campaigns to educate the general public and foreign migrant workers in all sectors on human trafficking, particularly forced labor and the proper treatment of domestic workers under Jordanian law.

PROSECUTION

The government increased law enforcement efforts. The 2009 anti-human trafficking law prohibits all forms of both sex and labor trafficking and prescribes penalties of six months' to 10 years' imprisonment for forced prostitution, child trafficking, and trafficking of women and girls; these penalties are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. Penalties prescribed for labor trafficking offenses are not sufficiently stringent and do not reflect the heinous nature of this serious crime; cases against men that do not involve aggravating circumstances are limited to a minimum of six months' imprisonment and a fine. Jordan's labor law assigns administrative penalties for labor violations committed against Jordanian or foreign workers, yet these penalties also are not sufficiently stringent to deter the crime of human trafficking. The withholding of passports is a crime under Jordan's passport law and holds a penalty of six months' to three years' imprisonment; a September 2013 amendment increased the financial penalties for the withholding of a passport.

The government acknowledged that it had difficulty tracking human trafficking cases as they passed from the police and the labor inspectorate to the court system and social services; however, the Public Security Directorate (PSD) and Ministry of Labor (MOL) joint anti-trafficking unit, which was established in December 2012, continued to investigate potential cases of trafficking. In 2013, the PSD anti-trafficking unit reported investigating three cases of sexual exploitation, four forced labor cases, and 17 cases involving the exploitation of domestic workers; these investigations involved a total of 90 potential

victims of trafficking. In 2012, authorities investigated two cases of sex trafficking and 19 forced labor cases. The government referred 17 trafficking cases for prosecution in 2013 under the anti-trafficking law, an increase from the eight prosecutions referred in the previous reporting period; however, it was unclear whether these cases involved sex or labor trafficking. Two of these prosecutions resulted in convictions, an increase from no convictions in the previous reporting period, while one resulted in an acquittal. The PSD anti-trafficking unit also reported investigating 154 cases that involved the withholding of passports, restricted freedom, and labor violations. In September 2013, the Supreme Criminal Court investigated allegations that a company contracted to build the PSD headquarters was subjecting Egyptian and Indian workers to forced labor, including by withholding passports and salaries and threats of arrest if the workers left the workplace; at the end of the reporting period, the case was still under investigation. In addition, 34 individuals were prosecuted for withholding passports, but some employers who were convicted were reportedly not required to return the passports back to their employees as a part of their sentence. There was no evidence that any employers in the garment sector were investigated or prosecuted, despite reports that employers in at least five factories withheld passports. Factory owners sought to insulate themselves from liability by having workers sign over their passports; authorities seemed to be swayed by this defense rather than examine whether power imbalances undercut the workers' ability not to do as asked by their employers. Foreign embassy officials reported that the government preferred to settle potential trafficking cases out of court rather than refer them for prosecution; for example, one foreign embassy referred 30 potential cases of trafficking to the PSD anti-trafficking unit, half of which were settled out of court and the others remained pending at the end of the reporting period. The government did not report any investigations or prosecutions of government employees for complicity in trafficking-related offenses during the reporting period. The six-person committee of judges, which the Higher Judicial Council created in December 2012, continued to oversee judicial activities related to human trafficking. The PSD anti-trafficking unit conducted multiple anti-trafficking trainings for police, judicial, and labor officials—some of which were conducted in coordination with international organizations and NGOs—throughout the reporting period.

PROTECTION

The government made some progress protecting victims of trafficking during the reporting period. While it continued to identify and refer trafficking victims to donor-funded shelter services and officially designated a shelter facility to assist trafficking victims, it did not provide or directly fund any specialized services for victims during the majority of the reporting period. It also did not adequately ensure that identified victims were not penalized for unlawful acts committed as a direct result of being trafficked. In February 2014, the government officially designated a shelter for gender-based violence victims to also shelter and assist female trafficking victims. This shelter can house up to 50 female victims of violence and offered medical, psychosocial, educational, and legal assistance. Though the shelter's bylaws require a criminal case to be filed with the public prosecutor before trafficking victims can receive shelter services, authorities continued to informally refer trafficking victims to protection services. The government identified 90 potential victims of trafficking who were involved in trafficking prosecutions. Prior to the designation of the government-run shelter, the government informally referred victims to a local NGO-operated shelter, to which it referred 46 potential female trafficking victims, an increase from 30 in the previous reporting period. The government also identified and paid for six male trafficking victims to reside at a hotel. The inter-ministerial National Screening Team, which is responsible for identifying trafficking victims, reportedly identified 27 trafficking cases in 2013 and established a formal checklist for officials to proactively identify victims of trafficking. During the reporting period, the anti-trafficking unit began cooperating with the Ministry of Health to identify potential victims of trafficking and find evidence of sexual assault and sexually transmitted diseases. The PSD anti-trafficking unit's six female officers provided limited assistance to victims and only three of the officers were tasked with conducting interviews for the purpose of an investigation.

In the absence of government-provided protection services, foreign domestic workers continued to seek refuge at their respective embassies, which provided shelters for hundreds of female domestic workers who fled abusive employers and who, in the event that their employer did not keep their legal status current, could not leave Jordan without an exit permit and the payment of overstay fees. Many women who sought assistance at their embassies remained in the shelters waiting for the return of their passports, back pay for unpaid salaries, or resolution of labor disputes or criminal charges. To be able to address this issue more effectively, the PSD anti-trafficking unit established liaison officers to work with foreign embassies to identify victims of trafficking, refer cases to prosecution, and facilitate the repatriation of workers. In July 2013, the Ministry of Interior instructed the PSD to facilitate and coordinate with foreign embassies to repatriate foreign domestic workers who had been prevented from leaving Jordan because they did not have legal documents or could not pay fines accrued for overstaying their residency permits. As a result of this new directive, more than 1,200 domestic workers from Indonesia, the Philippines, Bangladesh, and Sri Lanka, as well as 17 children born to these women, were repatriated during the reporting period. NGOs reported that at least 345 of these workers were possible victims of forced labor. The anti-trafficking unit continued to assist NGOs to repatriate some trafficking victims, including those from Morocco, Egypt, Sri Lanka, Bangladesh, Indonesia, the Philippines, India, and Ethiopia.

Victims continued to be vulnerable to arrest and detention—sometimes for extended periods of time—if found without valid residency documents, and some foreign domestic workers fleeing abusive employers were incarcerated after their employers or recruitment agencies filed false claims of theft against them. The government made some efforts, alone and in cooperation with international organizations and foreign embassies, to identify trafficking victims among detained foreign domestic workers and out-of-status migrant workers; however, these efforts were not sufficient to address the problem. For example, NGOs reported that potential trafficking victims, particularly victims of forced labor, were jailed on charges such as theft, non-reimbursement of deployment fees to their employers, and working illegally. Some migrant workers reportedly opted to be jailed because there was no shelter in which they could receive services; the government did not take measures to refer these workers to NGO-run protection services, though the government repatriated some of them. The fining of foreign workers without valid residency documents—including identified trafficking victims—served as a strong disincentive for trafficking victims to remain in Jordan and pursue legal action against traffickers. The government did not actively encourage victims to participate in the investigation or prosecution of trafficking offenses committed against them.

The government did not provide foreign victims with legal alternatives to their removal to countries where they might face hardship or retribution; however, there have been no reported cases where the victim might have faced hardship or retribution. Labor regulations prevented the three-person labor inspectorate dedicated to addressing abuses against domestic workers from investigating abuses in private homes, which continued to isolate domestic workers and "homebound girls." Additionally, the government lacked specific regulations to govern the agriculture sector, which left labor abuses and trafficking victims in this sector largely undetected.

PREVENTION

The government's efforts to prevent trafficking improved during the reporting period. The government distributed anti-trafficking brochures to foreign migrants at border crossings, airports, and health clinics. The government also sponsored and participated in, but did not fund, two public awareness anti-trafficking campaigns. The anti-trafficking committee met three times, while its working-level technical committee separately met four times. The committee drafted a report documenting Jordan's anti-trafficking efforts during the year, but did not release it to the public. The government made minimal efforts to rectify weaknesses in the regulations that provide standards for employing domestic workers. However, the labor inspectorate enforced a directive that requires employers of domestic workers to deposit their salaries into bank accounts, and in November 2013, the government signed an agreement with the Recruiting Agencies Association requiring all sponsors of domestic workers to establish bank accounts for their employees so that the MOL would be able to closely monitor the payment of salaries to workers. The MOL Inspection Department continued to have only 120 labor inspectors for the entire country, which government officials and NGOs agreed was insufficient to fulfill its mandate. Nonetheless, in this reporting period, MOL conducted 70,364 labor inspections and found 19,809 labor violations. The MOL Inspection Department also investigated 66 recruitment agencies, recommended closing nine agencies, and ultimately closed 10; one recruiter was convicted of fraud and operating an unlicensed recruitment agency. The government established a trafficking hotline, which was linked to the MOL-operated hotline that received labor complaints and included interpretation services available in some source-country languages; the trafficking hotline identified two potential cases of sexual exploitation and four potential forced labor cases involving domestic workers. The government did not report taking measures to reduce the demand for commercial sex acts or forced labor during the reporting period. The government provided an optional anti-trafficking training for its nationals being deployed abroad for peacekeeping operations.

KAZAKHSTAN (Tier 2)

Kazakhstan is a destination and, to a lesser extent, a source and transit country for men, women, and children subjected to sex trafficking and forced labor. There is also a large domestic trafficking problem. Kazakhstani women and girls are subjected to sex trafficking in the United Arab Emirates, Russia, Uzbekistan, Cyprus, Luxembourg, Sweden, and Turkey. Women and girls from Uzbekistan, Kyrgyzstan, Tajikistan, and rural areas in Kazakhstan, as well as Russia, Moldova, and Ukraine, are subjected to sex trafficking in Kazakhstan. The relative economic prosperity in the government capital Astana, the financial capital Almaty, and the western oil cities Aktau and Atyrau, has attracted large numbers of Kazakhstanis from rural villages, some of whom become victims of labor trafficking as construction workers and domestic servants, or victims of sexual exploitation in brothels. Sex trafficking occurs in small hotels in big cities and resort areas, and in rented apartments and multi-business establishments (such as a single facility that operates as a restaurant, hotel, and gas station). In most cases of trafficking for purposes of sexual exploitation, traffickers targeted young girls and women aged 15 to 35, primarily from rural areas, luring them with comparatively lucrative employment as waitresses, models, or nannies in large cities. Kazakhstani men, women, and children are subjected to conditions of forced labor in Russia and South Korea. Kazakhstani men, women, and children as well as men and children from Uzbekistan, Kyrgyzstan, Tajikistan, Russia, and the Philippines are subjected to conditions of forced labor in domestic service, construction, agriculture, private households, and small businesses in Kazakhstan, reportedly being subjected to physical violence, resulting in injuries such as broken limbs. Investigations revealed children of migrant workers from Kyrgyzstan work up to 75 hours per week in cotton fields in the Almaty province. Some children are forced to beg and others may be coerced into criminal behavior or pornography. Small organized criminal groups, in some cases led by former convicts, facilitated trafficking in Kazakhstan. Traffickers included women formerly in prostitution, career criminals, independent business people, taxi drivers, sauna owners or administrators, and farm owners. Many victims indicated that they were lured through fraud and deceit, sometimes by friends or acquaintances.

The Government of Kazakhstan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated its commitment to combating trafficking in persons by improving its anti-trafficking legislation and increasing training for law enforcement officials. The government increased its law enforcement efforts against human trafficking and funding of awareness campaigns and continued to protect identified victims. Government officials' complicity in trafficking remained a serious but unaddressed problem. The government identified an increased number of victims, but struggled to identify victims proactively, despite substantial law enforcement training. The government did not use a victim-centered approach when investigating and prosecuting potential crimes, and longer-term shelter and assistance to victims remained insufficient.

RECOMMENDATIONS FOR KAZAKHSTAN:

Continue to improve efforts to identify trafficking victims—particularly foreign forced labor victims—among vulnerable populations and refer these victims for assistance; develop a unified trafficking law; increase efforts to vigorously investigate and prosecute suspected trafficking cases, respecting due process; provide clear instructions to all police on victim identification and referral of victims to protective services; treat persons subjected to trafficking as victims before questioning them as witnesses; refrain from deporting victims; offer temporary legal status to foreign victims and provide legal alternatives to forced

repatriation; train the Labor Inspectorate to better identify victims of forced labor and report potential trafficking cases to the police; investigate and prosecute police officers suspected of corruption, particularly those complicit in trafficking-related offenses; develop the mechanism to provide longer-term shelter and rehabilitation to victims of trafficking outside of the government-funded shelter in Astana as established by the "Special Social Services" law; assign the chair role of the Trafficking in Persons Work Group to an upper-level agency; continue to increase the number of victims who receive government-funded assistance by funding additional trafficking shelters; maintain robust trafficking investigations with foreign law enforcement agencies once a victim has been repatriated from Kazakhstan; and strengthen the capacity of police, prosecutors, and judges to investigate trafficking cases.

PROSECUTION

The Government of Kazakhstan maintained progress in anti-trafficking law enforcement efforts, but did not address the large problem of official complicity in trafficking, particularly among low-ranking police officials, and did not employ a victim-centered approach. Kazakhstan prohibits all forms of both sex and labor trafficking through Articles 128, 133, 125(3b), 126(3b), 270, and 132-1 of its penal code, which prescribe penalties of up to 15 years' imprisonment—penalties sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In December 2012, the Kazakhstan Supreme Court issued a decree to clarify and unify judicial interpretation of trafficking in persons under the law. In July 2013, the anti-trafficking legislation was extensively amended, including to clarify the definition of significant terms used in the penal code, including "exploitation of a person," which is defined to include forced labor and forced begging, and to explicitly state that a victim's consent "shall not be taken into account" if means of coercion or force are used in a trafficking case and "other transactions." The labor code was similarly amended and now prohibits previously convicted traffickers from working with minors.

Police investigated 138 trafficking cases in 2013, compared with 89 trafficking cases in 2012. Authorities prosecuted 56 cases in 2013, compared to 70 cases in 2012. Kazakhstani authorities convicted 43 trafficking offenders in 2013, an increase from 37 offenders convicted the previous year. The government convicted 34 offenders for sex trafficking offenses who received sentences that ranged from one year of probation to 13 years' imprisonment. The nine individuals convicted of forced labor offenses in 2013 received sentences ranging from one to 14 years' imprisonment. The government continued to provide a variety of specialized training courses in the recognition, investigation, and prosecution of trafficking crimes for police, prosecutors, and judges and funded police participation in international anti-trafficking events. For example, in 2013, the judicial institute conducted nine training sessions for 450 judges on the protection of trafficking victims during the criminal process. The Ministry of Internal Affairs conducted seven in-service training courses on victim identification and investigative techniques for 118 police officers from specialized anti-trafficking units, the migration police, community police, and investigation units. During the reporting period, Kazakhstan jointly investigated 10 cases related to human trafficking with other countries, including Uzbekistan, Kyrgyzstan, Russia, and Belarus. In 2013, the Ministry of Internal Affairs investigated some police officers who were allegedly complicit in human trafficking. In one case, a police officer from an anti-trafficking unit was investigated for protecting traffickers, but the case was dropped after investigation. In another case, two police officers were accused of abusing professional functions and protecting an organized criminal group that ran brothels in Almaty and Almaty Oblast. Some local police are in close contact with employers who use forced labor, particularly when the employer is a family member of a local government leader. Experts noted a steep decrease in the number of trafficking cases initiated related to pimping and brothel maintenance after July 2013, when the maximum penalty for this crime increased to 10 years' imprisonment; experts believe pimps are bribing low-ranking police officials to avoid such charges.

PROTECTION

The Government of Kazakhstan made efforts to protect Kazakhstani trafficking victims, but continued to lack sufficient standard operating procedures for foreign trafficking victims who needed assistance. In 2013, the government identified 122 victims of trafficking, an increase from 84 victims identified in the previous year. Of those 122 victims, 86 were victims of sex trafficking and 36 were victims of labor trafficking. All 11 of the foreign victims were from Uzbekistan, 15 Kazakhstanis were victims of labor trafficking in Russia, and 96 victims from rural areas were subjected to internal trafficking. NGOs noted an improvement in the victim referral process in 2013, with an anti-trafficking unit assigned to each region. Kazakhstan has four NGO-operated trafficking-specific shelters; the government continued to fully fund one NGO-run shelter for trafficking victims in Astana, which assisted 24 victims in 2013. However, the government has not yet developed a mechanism to provide long-term assistance beyond the one government-funded trafficking-specific shelter in Astana. All four of Kazakhstan's shelters are equally accessible to female and male trafficking victims, including children, regardless of citizenship. They provide a range of legal, psychological, and medical assistance. However, NGOs report that foreign victims sometimes experience difficulties in accessing local medical facilities because they lack health insurance or residency permits. Adult trafficking victims were permitted to enter and leave the shelters freely. The government encouraged victims to participate in investigations and prosecutions by providing witness protection during court proceedings and access to pre-trial shelter services, and victims were permitted to receive mandatory rehabilitation and compensation under the new amendments. Foreign victims who agreed to cooperate with law enforcement were requested to remain in Kazakhstan for the duration of the criminal investigation, but were not permitted to work. The government did not offer legal alternatives to foreign victims' removal to countries where they faced retribution or hardship; all victims were forcibly repatriated, either after a short recuperation period or after their service as a witness was completed.

The government reportedly allocated at least the equivalent of approximately $25,500 for direct victim assistance in 2013, including the equivalent of approximately $17,500 for shelter assistance and the equivalent of approximately $8,000 for victim assistance during investigations. In 2013, civil society groups and government-funded programs assisted a total of 100 victims of trafficking, a decrease from 153 the previous year. Of the total number of victims of trafficking assisted, 64 were Kazakhstani citizens and 36 were foreigners; 40 were victims of sexual exploitation and 60 of forced labor; 54 were female and 46 male.

In 2013, the Ministry of Internal Affairs allocated the equivalent of approximately $8,000 to 22 victims of trafficking, including five foreign victims, for temporary lodging, food, clothing, and miscellaneous expenses during the course of investigations. The government does not yet have a mechanism to provide longer-term shelter and rehabilitation assistance to victims of trafficking outside of the government-funded shelter in Astana, even though the "Special Social Services" law establishes this. NGOs continued to provide rehabilitation and reintegration services to victims of trafficking. In 2013, the Association of Trafficking in Persons in Central Asia, through its NGO network, provided longer-term rehabilitation assistance, including vocational training, to 20 victims of trafficking. In almost all of these cases, victims of trafficking were referred for assistance to local NGOs by anti-trafficking units who were investigating trafficking cases. The new legal amendments also introduced rules exempting trafficking victims from any administrative liability; there was no report of victims being criminally punished in 2013.

PREVENTION

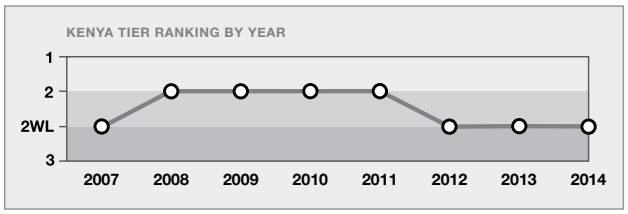
The government continued prevention efforts, including efforts to educate migrants on potential dangers of human trafficking. The interagency Trafficking in Persons Working Group held only one of its four planned meetings in 2013 and did not fulfill any of the recommendations outlined at that meeting. The government continued to fund anti-trafficking information and education campaigns that targeted potential victims of trafficking, including children. The Ministry of Culture and Information funded radio and television programs in 2013, as well as the publication of newspaper articles, designed to prevent trafficking by raising public awareness. The Ministry of Internal Affairs advertised, but did not allocate funding for, the operation of a trafficking hotline. The government allocated the equivalent of approximately $84,400 to NGOs for prevention projects. In 2013, the government continued providing in-kind contributions to an IOM program on demand reduction for commercial sexual acts.

KENYA (Tier 2 Watch List)

Kenya is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Within the country, Kenyan children are forced to labor in domestic service, agriculture, fishing, cattle herding, street vending, and begging. Children—both girls and boys—are also exploited in prostitution throughout Kenya, including in the coastal sex tourism industry; at times, their prostitution is facilitated by women in prostitution, "beach boys," and sometimes their parents. Kenyan children are exploited in prostitution by those working in sectors such as *khat* (a mild narcotic) cultivation areas, near Nyanza's gold mines, along the coast by truck drivers transporting stones from quarries, and by fishermen on Lake Victoria. Kenyans voluntarily migrate to other East African nations, South Sudan, Europe, the United States, and the Middle East—particularly Saudi Arabia, but also to Qatar, Kuwait, the United Arab Emirates (UAE), Lebanon, and Oman—in search of employment, where at times they are exploited in domestic servitude, massage parlors and brothels, or forced manual labor. Gay and bisexual Kenyan men are lured from universities with promises of overseas jobs, only to be forced into prostitution and sex trafficking in Qatar and the UAE. Nairobi-based labor recruiters maintain networks in Uganda that recruit Rwandan and Ugandan workers through fraudulent offers of employment in the Middle East and Asia. Kenyan women are subjected to forced prostitution in Thailand by Ugandan and Nigerian traffickers.

Children from Burundi, Ethiopia, Somalia, South Sudan, Tanzania, and Uganda are subjected to forced labor and sex trafficking in Kenya; Kenyan children may endure similar exploitation in these countries. The security situation in Dadaab—Kenya's largest refugee camp complex that is host to hundreds of thousands of refugees and asylum seekers—did not allow for full humanitarian access, assistance, or protective services. Somali refugees living in the Dadaab complex have reported the presence of al-Shabaab recruiters; a 2012 survey by a local NGO found that fear of recruitment into this armed group, particularly among children, was a key concern in the camps. Some children in Kenya-based refugee camps, the majority of whom are Somali, may endure sex trafficking, while others are taken outside the camps and forced to work on tobacco farms. Trucks transporting goods from Kenya to Somalia returned to Kenya with young girls and women placed into brothels in Nairobi or Mombasa. Indian women recruited to work in *mujra* dance clubs in Nairobi face debt bondage, which they are forced to pay off by dancing and performing sex acts.

The Government of Kenya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Kenya is placed on Tier 2 Watch List for a third consecutive year. Kenya was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. During the reporting period, the government identified 47 victims in four of Kenya's 47 counties, as nationwide data was unavailable. In addition, the government reported prosecution of 30 trafficking cases and conviction of seven traffickers involved in the exploitation of children in forced begging and sex trafficking schemes. To better regulate overseas labor recruitment, the government conducted inspections of 389 of an estimated 500 active recruitment agencies before and after lifting a ban, in November 2013, on Kenyans departing to the Middle East as domestic workers. Nonetheless, the government failed to provide adequate protective services to adult victims trafficked within the country or identified in situations of forced labor or prostitution overseas. Although the Counter-Trafficking in Persons Act went into effect in October 2012, the government has not yet demonstrated sufficient political will to fully implement the act. In March 2014, the government nominated members to the Counter-Trafficking in Persons Advisory Committee—whose establishment is mandated by the Act—but the body has not yet met and failed to coordinate any government efforts in 2013. The Ministry of Foreign Affairs (MFA) and Department of Children's Services (DCS) engaged in public education outreach to sensitize the public—including labor recruitment agencies, potential labor migrants, children, parents, and school teachers—to human trafficking issues and awareness of the Counter-Trafficking Act. The police force remained without sufficient resources to enforce the anti-trafficking act. Law enforcement efforts and government funding remained inadequate in light of Kenya's significant trafficking problem.



RECOMMENDATIONS FOR KENYA:

Use the anti-trafficking law to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, including government officials suspected of complicity in human trafficking; continue to use the anti-trafficking law or Section 14 of the Sexual Offenses Act to prosecute and punish child sex tourists; provide additional training to all levels of the government, particularly first-line responders, on identifying and handling trafficking crimes; allocate adequate resources to police, labor, and social services staff to ensure implementation of the prosecution and protection mandates within the Counter-Trafficking in Persons Act of 2010; establish an official process for law enforcement officials to refer trafficking victims for assistance; continue to increase oversight of and accountability for overseas recruitment agencies; increase protective services available to adult trafficking victims, particularly those identified in and returned from the Middle East; organize routine meetings of the Counter-Trafficking in Persons Advisory Committee to ensure progress in the government's efforts to fully implement the Counter-Trafficking in Persons Act of 2010 and increase effective coordination; establish the board of trustees to oversee the National Assistance Trust Fund for Victims of Trafficking and allocate money to endow this fund; institute a unified system for collecting trafficking case data for use by all stakeholders; and launch and implement the national plan of action.

PROSECUTION

The government maintained modest anti-trafficking law enforcement efforts, though corruption and lack of understanding of human trafficking issues among police and other public officials continued to prevent trafficking offenders—including those involved in fraudulent recruitment for overseas employment—from being brought to justice. Section 1 of the Counter-Trafficking in Persons Act of 2010, which came into force in September 2012, prohibits all forms of trafficking and Section 3(5) prescribes a sufficiently stringent minimum punishment of 15 years' imprisonment, which is commensurate with that of other serious crimes, such as rape. Sections 14, 15, and 17 of the Sexual Offenses Act of 2006 prohibit the facilitation of child sex tourism, child prostitution, and forced prostitution, and prescribe penalties of six to 20 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious offenses. However, prosecutors rarely pursue cases under these provisions of the act.

The Kenyan Police Service's Department of Criminal Investigations did not track its efforts to investigate trafficking crimes in 2013. However, the Department of Public Prosecutions (DPP) provided partial data for five of Kenya's 47 counties, reporting prosecution of 30 cases of trafficking during the reporting period. In addition, press reports indicate the government convicted seven offenders in 2013. For example, six Tanzanians—convicted on charges of transporting to and facilitating the forced begging of nine Tanzanian children in Mombasa—were reportedly sentenced to two years' imprisonment after pleading guilty to human smuggling in November 2013; two Kenyan offenders, also arrested for involvement in this case, were released on bail pending trial. In December 2013, the government also sentenced a mother to three years' imprisonment for neglect and benefitting from the prostitution of her 13-year-old daughter. The government did not provide information on the status of 15 child trafficking prosecutions that remained pending at the close of the previous reporting period. In addition, it did not report on its efforts to hold accountable traffickers—including recruitment agencies—responsible for facilitating the exploitation of Kenyans abroad.

Corruption among law enforcement authorities and other public officials continued to stymie efforts to bring traffickers to justice. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, including immigration and revenue authority officials who allowed Tanzanian children—later victimized in forced begging—to enter Kenya without proper identification. In 2013, Kenyan border officials cooperated with Ugandan officials to intercept potential trafficking victims attempting to leave Uganda. In July 2013, Kenyan police assisted in a UK police investigation of allegations that a UK national had engaged in child sex tourism in the town of Gilgil. The government provided anti-trafficking training to 120 police officers as part of the Kenyan Police Service's criminal investigative training on transnational organized crime in four sessions during 2013. In April 2013, the Ministry of Youth trained a limited number of labor, police, and judicial officials on the application of anti-trafficking and labor laws. In addition, in November 2013, the DPP and a local NGO co-sponsored and co-financed a training for 50 prosecutors, investigators, and immigration officials on anti-trafficking law and to principals to guide trafficking prosecutions. The MFA also continued to provide anti-trafficking training to diplomats assigned abroad as part of their pre-departure orientation. The training provided during the year remained inadequate in light of Kenya's considerable human trafficking problem. In particular, inadequate training and human and financial resources continued to hamper the effectiveness of the police's anti-trafficking efforts.

PROTECTION

The government's protection efforts appeared to weaken, though a lack of nationwide data impaired evaluation of such efforts. Based on limited information provided by the government, there were fewer child trafficking victims identified and assisted, and minimal efforts targeted towards adult victims. In the absence of guidelines for implementing the victim protection provisions of the 2010 anti-trafficking act, the government continued to use *ad hoc* mechanisms for identifying victims of trafficking among vulnerable populations and subsequent referral to care. Children's officers in four of Kenya's 47 counties provided counseling to 47 internal child trafficking victims—assisting some with reintegration into their home communities and referring others to the care of NGOs. Officials also provided counseling services and shelter to foreign victims; for example, children's officers in Mombasa partnered with the Tanzanian Embassy in Nairobi to assist in the repatriation of four Tanzanian children. Four additional Tanzanian child trafficking victims remained in an NGO shelter at the close of the reporting period. Neither DCS nor any other ministry received a specific budget allocation for protection activities. Nevertheless, DCS children's officers continued to participate in investigations, rescue child trafficking victims, and provide them with counseling and *ad hoc* referrals to service providers.

Despite a lack of funding, DCS and a local NGO continued to jointly operate a national 24-hour toll-free hotline for reporting cases of child trafficking, labor, and abuse. The hotline's main call center was located in a government-owned building in Nairobi and staffed, in part, by six children's officers who facilitated rescues and made referrals to appropriate district officials and health and legal aid organizations in other provinces. During the reporting period, the hotline received 25 reports of child trafficking and 276 reports of child labor—less than half of the numbers reported in each of these categories in the previous reporting period. DCS continued to operate four drop-in referral centers in Eldoret, Garissa, Malindi, and Mombasa that provided counseling, guidance, and referrals to other centers for an unknown number of victimized children, including trafficking victims, who could not return to their homes. Construction was completed on four additional referral centers in Siaya, Kakamega, Nairobi, and Nakuru, but they were not yet operational at the close of the reporting period. DCS also funded and operated rescue centers in Garissa, Malindi, Thika, and Machakos where child victims of violence, including trafficking victims, could stay for three months before returning home or being referred to NGO facilities; in 2013, the government completed construction on one additional rescue center in Kisumu, though it was not operational at the close of the reporting period. The government did not provide data on how many trafficking victims were assisted in these centers during the year.

While efforts to assist and care for child trafficking victims remained strong, the government provided relatively few, if any, services to trafficked adults identified within the country or abroad. Although new diplomats received anti-trafficking training from the Kenya Police Service and IOM before being posted overseas, most of Kenya's diplomatic missions failed to provide adequate assistance to Kenyan national trafficking victims. The Kenyan embassy in Riyadh assisted with the repatriation of 6,200 Kenyan migrant workers during 2013 and facilitated their repatriation by seeking exit visas and airline tickets from their employers, but lacked adequate shelter and assistance for the number of Kenyans who sought help. Kenyan media reported those waiting to be repatriated slept on the floor of the embassy or in a shipping container and were provided inadequate food. In 2013, the government concluded bilateral work agreements with the UAE and Saudi Arabia, which awaited signing at the close of the reporting period.

While the DPP reported that procedures are in place encouraging victims' cooperation in the investigation and prosecution of trafficking crimes, such procedures were not utilized during the year. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked; however, as the government did not make systematic efforts to identify victims among vulnerable populations and remained without a mechanism for screening individuals in prostitution, victims likely remained unidentified in the law enforcement system. Under the 2010 anti-trafficking law, officials may grant permission for foreign trafficking victims to remain indefinitely in Kenya if it is believed they would face hardship or retribution upon repatriation; the government did not report using this provision during the year.

PREVENTION

The government made minimal efforts to prevent human trafficking. During the majority of the reporting period, the government was without an operational anti-trafficking coordinating body. In March 2014, the government nominated members to its Counter-Trafficking in Persons Advisory Committee under the leadership of the Ministry of Labor, Social Security, and Services; at the end of the reporting period, the nominees awaited publication in the official gazette, a step required before the Advisory Committee could meet. The government did not establish the National Assistance Trust Fund for Victims of Trafficking as mandated by the 2010 anti-trafficking act. The government continued partial implementation of the five-year national plan of action on human trafficking, including through the commissioning of a base-line study of trafficking in Kenya. During the year, children's officers in Mombasa engaged in a public campaign to raise trafficking awareness on the Day of the African Child in programs aimed at parents and teachers. Children's officers in Kilifi conducted public campaigns warning about the danger of child labor trafficking.

In November 2013, the MFA lifted a ban on labor recruitment agencies sending domestic workers to the Middle East, which was initially imposed in June 2012 with the stated goal of allowing for vetting of all such agencies. Intended to prevent Kenyans from experiencing abuse in the Middle East, the ban may have increased the vulnerabilities of Kenyan domestic workers abroad, as unscrupulous agencies illegally recruited Kenyan women and girls directly from villages, sending them to Saudi Arabia and other countries in the Middle East through Tanzania or Uganda. During the reporting period, the Ministry of Labor (MOL) reported its inspection of 389 labor recruitment agencies of a total estimated 500 active agencies. The MFA conducted public outreach via media interviews to sensitize Kenyans to the issue of trafficking and to ensure recruitment agencies were aware of their obligations under Kenya's anti-trafficking law. Bribery of government officials by recruitment agencies reportedly hindered efforts to stop fraudulent recruitment. In 2013, the Ministry of Devolution and State Planning provided the equivalent of approximately $10,500 in funding for required pre-departure trainings—which included skills training and cultural lessons on the Middle East—for all workers approved to go overseas, reaching 1,215 migrant workers in twenty sessions over the year. During these sessions, officials encouraged departing workers to register with the Kenyan embassies in their destination countries.

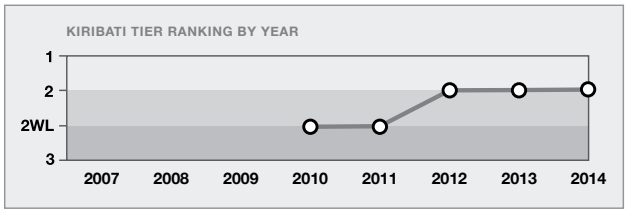
The government investigated alleged crimes perpetrated by at least three suspected foreign child sex tourists in 2013. A Court in Mombasa sentenced a Belgian national to 20 years' imprisonment for defilement of a 13-year-old girl. Out-of-court settlements were much more common, with tourists paying girls' families to avoid legal action. The government did not make efforts to reduce the demand for commercial sex acts. The MOL employed 95 labor officers to cover all labor issues—an inadequate number for the size of Kenya's working population. The Kenyan government's training for troops prior to their deployment abroad on international peacekeeping missions included a module on human rights that addressed human trafficking.

KIRIBATI (Tier 2)

Kiribati is a source country for girls subjected to sex trafficking within the country. Crew members, mainly South Korean men on foreign fishing vessels in Kiribati or in its territorial waters around Tarawa, exploit children. A local NGO has reported that as many as 50 I-Kiribati girls, some as young as 12, may be subjected to forced prostitution in local bars, hotels, and aboard vessels. Women and girls engaging in prostitution with foreign fishermen

at bars and on foreign fishing vessels are collectively referred to by the term *ainen matawa* and are stigmatized in I-Kiribati society. Some I-Kiribati—including family members of potential victims, older *ainen matawas*, hotel and bar workers, and owners of small boats—may facilitate trafficking by transporting girls to foreign vessels for the purpose of prostitution. Others fail to assist trafficking victims or alert authorities to situations of child prostitution. These girls generally received financial support, food, alcohol, or goods in exchange for sexual services.

The Government of Kiribati does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, government officials acknowledged the existence and severity of human trafficking, especially child sexual exploitation, and expressed their commitment to combating the crime. The government also passed the Children, Young People, and Family Welfare Act that would support children at risk for exploitation, and created the Ministry of Women, Youth and Social Affairs to implement the law's mandates. However, the government continued to fail to employ policies to proactively identify trafficking victims among women and girls in prostitution or adequately protect trafficking victims. The government did not prosecute cases against potential trafficking offenders or punish those who exploit or facilitate the commercial sexual exploitation of children.



RECOMMENDATIONS FOR KIRIBATI:

Investigate and prosecute potential trafficking cases and convict and punish foreign crew members for the commercial sexual exploitation of children; develop procedures for law enforcement officers and social service providers to interview those in vulnerable groups, such as *ainen matawas* intercepted *en route* or aboard international vessels or at bars and hotels, for evidence of trafficking; establish formal procedures to identify and refer trafficking victims to protective services; train front-line officers in victim identification techniques and procedures for referral to domestic violence and sexual violence officers; proactively identify and assist victims of trafficking, prioritizing establishment of a safe environment for victims and trust between victims and officers; hold parents and guardians accountable, as appropriate under I-Kiribati law—including the 2013 Children, Young People and Family Welfare Act—for the commercial sexual exploitation of children; and expand efforts to raise awareness about the dangers of human trafficking in places where trafficking victims interact with clients, with a specific focus on increasing public recognition that children in the commercial sex trade are victims rather than juvenile delinquents.

PROSECUTION

The Government of Kiribati maintained its law enforcement efforts to combat human trafficking. Kiribati's 2005 Measures to Combat Terrorism and Transnational Organised Crime Act, as amended in 2008, criminalizes certain forms of human trafficking and prescribes penalties of up to 15 years' imprisonment for the trafficking of adults, and 20 years' imprisonment for the trafficking of children. These penalties are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. The law's focus is limited to the international movement of people for exploitation, a form of trafficking not known to occur in Kiribati. Government officials claimed that internal trafficking could be prosecuted under this law, though there is no example to date to support this claim.

The government reported conducting two investigations involving foreign fishing vessels for the presence of girl *ainen matawas* onboard the vessels; one company was fined, but neither investigation resulted in prosecutions. In 2013, the Director of Public Prosecutions and the Assistant Commanding Officer of the Criminal Investigations Division of the Kiribati Police Service attended a foreign government-funded regional anti-trafficking training in Fiji; upon their return to Kiribati, they conducted an anti-trafficking training for 30 law enforcement officers. The government did not report any investigations or prosecutions of government officials for alleged complicity in trafficking-related offenses.

PROTECTION

The Government of Kiribati demonstrated no discernible progress in identifying or protecting trafficking victims. It did not actively identify or protect any victims of trafficking. The government had no procedures to proactively identify trafficking victims among vulnerable populations and did not identify any children subjected to prostitution in well-known meeting places, such as bars and hotels in Kiribati. Police may have identified women and girl trafficking victims aboard international fishing vessels; however, the government did not confirm their status as trafficking victims nor provide them with any protective services.

The government reported victims could be referred to religious organizations to access medical and psychological services on an *ad hoc* basis, but did not refer any victims to these services in 2013 or 2012. The Measures to Combat Terrorism and Transnational Organised Crime Act's victim protection provisions shield victims from prosecution for immigration crimes committed as a direct result of being trafficked; however, law enforcement efforts to combat prostitution potentially resulted in some trafficking victims being treated as law violators. Individuals detained for prostitution-related crimes were not screened to determine whether they were trafficking victims, and government officials did not verify their ages. The government did not develop or implement a referral process to transfer potential victims who are detained, arrested, or placed in protective custody by law enforcement authorities to institutions that provide short- or long-term care. The Kiribati Immigration Ordinance gives the principal immigration officer the option to make exceptions or extensions to standard immigration rules in exigent circumstances, such as trafficking; given the lack of identified foreign victims, there is no precedent for implementing this provision.

PREVENTION

The government demonstrated limited efforts to prevent human trafficking. The Ministry of Internal and Social Affairs, in partnership with an international organization, produced a radio show on child protection issues, including the commercial sexual exploitation of children. The same ministry, with support from an international organization, conducted workshops for community leaders and in schools on issues of child protection and the sexual exploitation of children. The Kiribati Police

Service's Domestic Violence and Sexual Offenses unit promoted and operated two 24-hour phone-line services for reporting exploitation and abuse, though no known allegations of human trafficking were reported to the hotlines. The Kiribati Police Force received child protection training from and worked with an international organization to develop a child-friendly community policing protocol that includes a referral and counseling program for youth. While foreign fishing license regulations hold ship captains accountable for the presence of unauthorized persons, such as girls and women, on their vessels, no prosecution of traffickers or protection of victims resulted from the enforcement of these regulations. The government failed to conduct educational or awareness campaigns in well-known meeting places of foreign crew members and children in prostitution. The government lacks a national plan of action or a coordinating government agency to combat trafficking. The Ministry of Labor reported reviewing the contracts of all I-Kiribati going overseas and conducting pre-departure briefings to ensure that workers are aware of their rights and can protect themselves from potential forced labor exploitation. The government did not take adequate measures to reduce the demand for commercial sex acts or to address child sex tourism in the country.

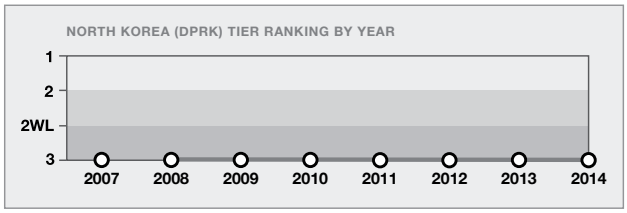
KOREA, DEMOCRATIC PEOPLE'S REPUBLIC OF (Tier 3)

The Democratic People's Republic of Korea (DPRK or North Korea) is a source country for men, women, and children who are subjected to forced labor and sex trafficking. Within North Korea, forced labor is part of an established system of political repression. The North Korean government subjects its nationals to forced labor in North Korean prison camps and through government-contracted labor in foreign countries. North Korea holds an estimated 80,000 to 120,000 prisoners in political prison camps in remote areas of the country; these prisoners have not been charged with a crime or prosecuted, convicted, or sentenced by a fair hearing. In prison camps, all prisoners, including children, are subject to forced labor, including logging, mining, or farming for long hours under harsh conditions. Political prisoners are subjected to unhygienic living conditions, beatings, a lack of medical care, and insufficient food; many do not survive. Furnaces and mass graves are used to dispose the bodies of those who die in these prison camps.

The North Korean government sends laborers to work abroad under bilateral contracts with foreign governments, including a significant number of laborers sent to Russia and China. DPRK contract workers also labor in Africa, Central Europe, the Middle East, Central Asia, and Mongolia. Credible reports show many North Korean workers under these contracts are subjected to forced labor. Their movement and communications are conducted under surveillance and restricted by North Korean government "minders." North Koreans sent overseas do not have a choice in the work the government assigns them and are not free to change jobs. These workers face threats of government reprisals against them or their relatives in North Korea if they attempt to escape or complain to outside parties. Workers' salaries are deposited into accounts controlled by the North Korean government, which keeps most of the money, claiming various "voluntary" contributions to government endeavors. Workers receive only a fraction of the money paid to the North Korean government for their work. Thousands of North Korean workers are estimated to be employed in logging, construction, and agriculture industries in Russia's far east, where they reportedly have only two days of rest per year and face punishments if they fail to meet production targets. Wages of some North Korean workers employed in Russia reportedly are withheld until the laborers return home.

The DPRK government system of harsh punishment through forced labor camps or the death penalty can fuel trafficking in neighboring China. Many of the estimated 10,000 North Korean women and girls who have migrated illegally to China to flee from abuse and human rights violations are particularly vulnerable to trafficking, and traffickers reportedly lure, drug, detain, or kidnap some North Korean women upon their arrival. Others offer jobs, but subsequently force the women into prostitution, domestic service, or agricultural work through forced marriages. These women are subjected to sexual slavery by Chinese or Korean-Chinese men, forced prostitution in brothels or through Internet sex sites, or compelled service as hostesses in nightclubs or karaoke bars. If found by Chinese authorities, victims are forcibly repatriated to North Korea where they are subject to harsh punishment, including forced labor in DPRK labor camps or the death penalty.

The North Korean government does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not demonstrate any efforts to address human trafficking through prosecution, protection, or prevention measures. The government participated in human trafficking through its use of domestic forced labor camps and its provision of forced labor to foreign governments through bilateral contracts. It failed to protect victims of trafficking when they were forcibly repatriated from China or other countries.



RECOMMENDATIONS FOR THE DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA:

End the use of forced labor in prison camps and among North Korean workers abroad; end the use of the death penalty for victims who are forcibly repatriated from destination countries; improve the social, political, economic, and human rights conditions that render North Koreans vulnerable to trafficking in North Korea and in neighboring countries; provide protective services to victims of forced labor currently in prison camps; criminalize human trafficking and recognize it as a distinct crime from human smuggling; investigate and prosecute trafficking cases, and convict trafficking offenders; provide assistance to trafficking victims in North Korea and to North Koreans repatriated from abroad; forge partnerships with international organizations and NGOs to combat human trafficking; work with the international community to allow North Koreans to receive fair wages and choose their form of work and leave their employment at will; establish transparent bilateral work contracts used to deploy North Korean laborers to neighboring countries; eliminate coercion tactics used to monitor the movements and communications of workers in forced labor; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The North Korean government made no anti-trafficking law enforcement efforts during the reporting period. DPRK laws do not prohibit all forms of trafficking in persons. Fair trials did not occur in North Korea and the government did not provide transparent law enforcement data during the reporting period. The government did not explain what provisions of DPRK law, if any, were used to prosecute trafficking offenses or protect victims.

During the reporting period, there were no known investigations or prosecutions of trafficking offenses, or convictions of trafficking offenders. The government did not report whether it provided any anti-trafficking training to its officials. The government did not report any investigations or prosecutions of government officials for alleged complicity in trafficking-related offenses.

PROTECTION

The North Korean government made no efforts to protect trafficking victims during the reporting period; it reported no efforts to identify or assist trafficking victims. Government authorities failed to provide protective services to trafficking victims and did not permit NGOs to operate freely in North Korea to provide these services. The government did not exempt victims from being penalized for unlawful acts committed as a direct result of being trafficked, and there was no screening of forcibly repatriated North Koreans to ascertain if they were trafficking victims.

North Koreans forcibly repatriated by Chinese authorities, including women believed to be trafficking victims, were sent to prison camps, where they were subjected to forced labor, and possible torture and sexual abuse by prison guards. North Korean defectors reported instances of the government executing forcibly repatriated trafficking victims from China. Article 30 of the Criminal Code partially suspends civil rights of prison camp inmates; government officials used this provision to validate abuses of trafficking victims in prison camps. The government may have subjected repatriated victims who were pregnant with a child of possible Chinese paternity to forced abortions and infanticide, and reports indicate that infants born to repatriated victims while in prison were killed. An estimated 20,000 to 30,000 children born to women from the DPRK living in China are unable to be registered upon birth, rendering them stateless and vulnerable to possible exploitation.

PREVENTION

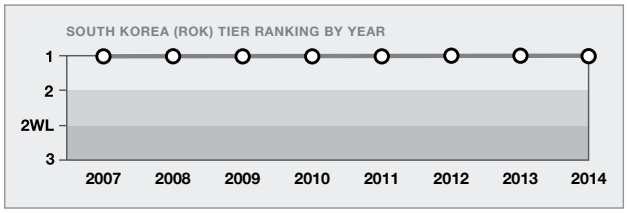
North Korean authorities made no efforts to prevent human trafficking during the reporting period. Government oppression in the DPRK prompted many North Koreans to flee the country in ways that made them vulnerable to human trafficking in destination countries. The DPRK made no efforts to raise awareness of human trafficking, train government officials, or screen migrants along the DPRK border for signs of trafficking. DPRK authorities made no discernible efforts to reduce the demand for commercial sex acts. North Korea is not a party to the 2000 UN TIP Protocol.

KOREA, REPUBLIC OF (Tier 1)

The Republic of Korea (ROK or South Korea) is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. South Korean women are subjected to forced prostitution in Korea and abroad, including in the United States, Canada, Japan, Australia, Hong Kong, Dubai, Taiwan, and Macau. Some women enter destination countries on tourist, work, or student visas, and are subsequently forced into prostitution in massage parlors, room salons, bars, restaurants, or through internet-advertised escort services. Many victims are coerced into prostitution by loan sharks, to whom the victims owe debts, and entertainment establishment owners, who work with loan sharks. Traffickers threaten victims with deportation, harm to family members, or seizure of passports. Hundreds of Korean men, some disabled, are forced to work in salt farms in South Korea, where they experience verbal and physical abuse, nonpayment of wages, long work hours, and poor working and living conditions. South Korean children are increasingly vulnerable to commercial sexual exploitation through online recruitment. Some 200,000 South Korean girls run away from home annually; in need of money for living expenses and shelter, some are subjected to prostitution. Family members or Korean criminal networks recruit children from Southeast Asian countries with false promises of employment and subsequently force them into prostitution in South Korea. South Korean men engage in child sex tourism in Vietnam, Cambodia, and the Philippines. Some Korean fishing crew members engage in commercial sex with children in Kiribati.

Some men and women from China, the Democratic People's Republic of Korea (North Korea), the Philippines, Mongolia, Japan, Vietnam, Cambodia, India, Indonesia, Nepal, Sri Lanka, Thailand, Colombia, Kazakhstan, Kyrgyzstan, Morocco, Pakistan, Russia, Timor-Leste, and Uzbekistan are subjected to forced labor in South Korea; some women from these countries are subjected to forced prostitution. Migrant workers who travel to the ROK, especially those from Vietnam, China, and Indonesia, can incur thousands of dollars in debts, contributing to their vulnerability to debt bondage. Approximately 700,000 low-skilled migrant workers, many employed under the ROK government's Employment Permit System (EPS), work in the fishing, agriculture, livestock, and manufacturing sectors. Some workers face conditions indicative of forced labor, including nonpayment of wages, withholding of passports, debt bondage, sexual abuse, dangerous living conditions, and work that differs from the job description offered to them in their country of origin. More than 2,500 foreign women face debt bondage in "juicy bars" near U.S. military bases. Some women from Mongolia, Laos, and Nepal are recruited for marriage to South Korean men through international marriage brokers and are subjected to forced prostitution or forced labor subsequent to their arrival. The ROK is a transit point for Southeast Asian fishermen subjected to forced labor on fishing ships bound for Fiji and other ports in the Pacific.

The Government of the Republic of Korea fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the ROK prosecuted and convicted its first trafficking case under the revised criminal code, which was amended in 2013. The government also revised criminal procedures and sentencing guidelines for human trafficking crimes. The government released its first formal sex trafficking victim identification guidelines. The number of labor trafficking convictions decreased in 2013.



RECOMMENDATIONS FOR THE REPUBLIC OF KOREA:

Enhance efforts to investigate, prosecute, and convict trafficking offenders under the revised criminal code; formalize the government's legal definition of "trafficking" in the criminal code so that it comprehensively prohibits all forms of trafficking and protects victims; proactively investigate and prosecute South Koreans engaging in prostitution with children in Korea and in child sex tourism abroad; proactively identify trafficking victims among vulnerable populations, including individuals arrested for prostitution, disabled Korean men, and migrant workers, using the new formal victim identification guidelines; proactively investigate allegations of government complicity in trafficking and prosecute offenders who are complicit; standardize immigration officers' application of immigration regulations to potential trafficking victims; enhance consistency in judges' sentencing of trafficking offenders; continue to investigate and prosecute those who utilize forced labor on South Korean-flagged fishing vessels; decrease the rate of suspended sentences and out-of-court financial settlements in sex and labor trafficking cases; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The ROK government sustained its anti-trafficking law enforcement efforts. Chapter 31 of the criminal code, revised in 2013, prohibits all forms of trafficking, and prescribes up to 15 years' imprisonment for trafficking crimes; these penalties are sufficiently stringent and commensurate with those prescribed penalties for other serious crimes, such as rape. However, the government continued to use the less stringent 2004 Act on the Punishment of Acts of Arranging Sexual Traffic, the Labor Standards Act, and the Child and Youth Protect Act to prosecute and punish most trafficking offenses. In 2013, the government obtained its first trafficking conviction under the revised criminal code's trafficking provisions, in a case involving a Korean victim forced into prostitution in Ulsan. Six offenders were convicted; one was sentenced to 10 to 18 months' imprisonment and the others to two years of probation. Under other statutes, the government prosecuted 110 trafficking cases and obtained 61 sex trafficking convictions, compared with 30 during the prior reporting period, and 11 labor trafficking convictions, compared with 19 during the prior reporting period. There was an increase in prosecutions involving runaway teenagers forced into prostitution. The government continued to use the Child and Youth Protection Act to prosecute these cases, sentencing convicted traffickers to two to four years' imprisonment or two years of probation. In general, convicted sex trafficking offenders received sentences ranging from two to three years' imprisonment, with fines and community service, but many offenders received suspended sentences in practice. Prosecutors and police officers complained of inconsistent application of immigration regulations and actual time served by those convicted. In March 2014, the government began investigating allegations of forced labor on salt farms involving hundreds of Korean men, including some with disabilities; and the national police rescued these victims from forced labor in South Jeolla. Police actions led to the arrest of more than 26 people for labor violations, but the media alleged provincial police officers alerted salt mine owners to hide labor trafficking victims or destroy evidence in advance of police raids. A 2012 case of labor abuses on ROK-flagged fishing vessels remained pending at the end of the reporting period. The Ministry of Justice (MOJ) held a series of training courses and seminars for prosecutors, judges, and law enforcement officers on the revised criminal code. In 2013, the ROK government, NGOs, and media reported several trafficking cases involving alleged government complicity. In February 2014, workers from Zimbabwe and Burkina Faso, hired by the government-subsidized African Museum in Pocheon, reported debt bondage, underpayment of wages, confiscated passports, and dangerous living conditions; the museum owner and chairman, a leader in the National Assembly, paid the workers back wages and resigned from the museum, but the government did not pursue any charges. NGOs and media alleged officials from the Korean Media Rating Board (KMRB), part of the Ministry of Culture, Sports, and Tourism, granted women E-6 entertainment visas, knowing the women were at risk of being sexually exploited, forced into prostitution, and held under debt bondage. An NGO reported that the national government maintains a list of massage parlors that subject blind masseuses to forced prostitution, and allegedly enjoy official sanction or protection. Another NGO reported the municipal, provincial, and national governments owned land in the red light district of Yongjugol, Gyeonggi Province. Women in the red light districts are forced into prostitution through debt bondage and confinement, and they reported that police officers do not enforce anti-trafficking laws, but instead frequent brothels themselves.

PROTECTION

The ROK government sustained its efforts to protect and assist trafficking victims. Ministry of Gender Equality and Family (MOGEF), in partnership with an NGO, established formal sex trafficking victim identification guidelines in November 2013 and provided training to law enforcement officers, NGOs, and government officials. In 2013, the government identified and assisted 36 foreign national sex trafficking victims; statistics for Korean or foreign victims of labor trafficking were unavailable. MOGEF continued to operate 18 shelters for victims of sex trafficking, sexual assault, and domestic violence. In the specialized shelter for foreign victims of sex trafficking, MOGEF assisted 36 victims in 2013 compared to 35 in 2012. Ministry of Employment and Labor (MOEL) operated 34 Foreign Workforce Centers for Migrant Workers and one counseling center. At these centers, hundreds of labor trafficking victims received counseling, education, job training, and lodging. The government also continued to fund NGOs that offer shelter, counseling, training, and medical and legal assistance to trafficking victims. The National Police Agency (NPA) continued to work with social workers when screening women involved in prostitution to identify and assist potential victims of trafficking. However, women in prostitution caught during police raids were detained, fined, and required to attend training, without being screened for indicators of trafficking. The government maintained an extensive network of support centers for foreign-born spouses and runaway teenagers, two groups vulnerable to trafficking. The government offered foreign victims legal alternatives to their removal to countries in which they may face hardship or retribution. As an incentive to encourage victims to participate in investigations and prosecutions, the government issued G-1 visas to two foreign victims of sex trafficking, with permission to work in South Korea for up to one year.

PREVENTION

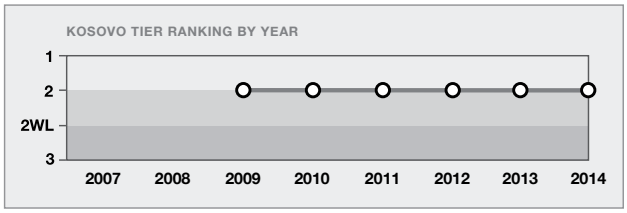
The government increased efforts to prevent human trafficking and conducted campaigns to raise awareness of sex trafficking in South Korea. MOGEF distributed leaflets on the prevention of child sex trafficking through NGOs, shelters, and online. The Women's Human Rights Commission of Korea conducted awareness campaigns on overseas sex trafficking and advertised a hotline for Korean sex trafficking victims in the United States. MOGEF continued to operate hotlines in 14 different languages for trafficking victims. The Ministry of Oceans and Fisheries continued to operate a hotline for foreign crew members; many calls dealt with nonpayment of wages, contract questions, and accident compensation. Hotline operators are conversant in Bahasa Indonesia, Chinese, and Vietnamese. The government provided sex trafficking preventive education programs to schools, government agencies, local governments, and state-run corporations. The government lacked a trafficking-specific national plan of action, but included plans to strengthen anti-trafficking efforts in the National Action Plan for the Promotion and Protection of Human Rights. In September 2013, MOEL surveyed foreign workers about issues related to labor trafficking; over five percent of respondents reported passport confiscation, threats, or physical assault. MOEL also conducted routine inspections for violations of labor trafficking throughout the year. In an effort to curb the demand for commercial sex acts, the government implemented laws to deny suspension of indictment for all offenders who were convicted of sex trafficking involving children (enacted in June 2013) or disabled persons (enacted in September 2013). In September 2013, the National Human Rights Commission of Korea and media reported that the state-run Korean Minting and Security Printing Corporation used Uzbekistan cotton yarn and pulp, products of forced child labor, in South Korean banknotes.

South Korean men remain a source of demand for child sex tourism in Southeast Asia and the Pacific Islands, traveling primarily on travel-agency-organized golf group tours or business trips. In 2013, the government revised its policies to further restrict issuance of passports to those prosecuted for engaging in sex tourism abroad. MOGEF held a symposium for Southeast Asian countries in July 2013 on the eradication of sex trafficking and child sex tourism involving Koreans. Between July and August 2013, the NPA conducted a crackdown on brokers and businesses that recruit Korean women for forced prostitution abroad or organize sex tourism trips for Korean men. The government continued to post child sex tourism warnings at airport and railroad stations and on the websites of South Korean embassies. However, the government has not prosecuted or convicted any Korean sex tourists during the past seven years. The government continued to provide anti-trafficking training to diplomats and troops prior to their deployment abroad on international peacekeeping missions. In December 2013, the Ministry of Foreign Affairs conducted a training seminar for all its employees on the definition of sex trafficking, the victim rescue process, and preventive measures. The ROK is not a party to the 2000 UN TIP Protocol.

KOSOVO (Tier 2)

Kosovo is a source and destination country for women, children, and some men subjected to sex trafficking and forced labor. Most sex trafficking victims in Kosovo are female citizens, though in previous years women from Moldova, Slovakia, Albania, Serbia, Turkey, and Poland also face forced prostitution by criminal groups in Kosovo. Children from Kosovo and neighboring countries, including Albania, were subjected to forced begging within the country. An increasing number of girls aged 14-17 were victims of sex trafficking. Women and girls are subjected to sex trafficking in private homes and apartments, night clubs, and massage parlors. Traffickers deceived victims by promising employment as dancers and singers in restaurants, and instead forcing them into sex trafficking in private apartments. Traffickers subject Kosovo citizens to forced prostitution and forced labor throughout Europe. Traffickers reportedly exploit the visa-free regime to bring victims into Europe.

The Government of Kosovo does not fully comply with the minimum standards for the elimination trafficking; however, it is making significant efforts to do so. The government opened a new shelter for victims, accommodating male trafficking victims for the first time, and increased funding for victim protection. A new law on victim protection established, among other innovations, a residency permit for foreign trafficking victims. Courts made progress in reducing the backlog of cases. However, the government struggled to hold trafficking offenders accountable. The government convicted fewer offenders and imposed lenient sentences on convicted traffickers. Several provisions of the new protection law were not yet implemented during the reporting period, including a victims' compensation fund and the new residency permit.



RECOMMENDATIONS FOR KOSOVO:

Prosecute trafficking offenses and convict and punish trafficking offenders; investigate and strengthen efforts to prosecute, convict, and sentence officials complicit in trafficking; provide advanced anti-trafficking training to judges, prosecutors, and law enforcement; enhance efforts to identify and assist child victims of trafficking in begging; ensure the new protection provisions established in the September 2013 law are fully implemented; implement screening for trafficking among migrants at risk; offer the new temporary residence permit to foreign victims of trafficking and witnesses in trafficking cases; ensure victims of trafficking have the freedom to come and go in all shelters; establish and fund a victim compensation fund, as provided by Kosovo law; and continue to enhance transparency through regular reporting.

PROSECUTION

The Government of Kosovo sustained anti-trafficking law enforcement efforts during the reporting period; prosecutions increased, but fewer offenders were convicted and sentences were inappropriately lenient. Article 171 of Kosovo's criminal code prohibits all forms of both sex and labor trafficking and prescribes punishments of five to 12 years' imprisonment and a fine. These punishments are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. The police had a designated anti-trafficking force of 55 officers that investigated trafficking cases and other related offenses. Authorities initiated 91 new trafficking investigations during the reporting period compared with 104 in 2012.

There were no investigations for forced labor. Courts initiated prosecutions of 60 new cases in 2013, an increase from 31 cases in 2012. Courts convicted 25 trafficking offenders, including one public official in 2013, compared with 41 offenders in 2012. Courts acquitted three defendants, compared with nine in 2012, and 90 prosecutions remained ongoing at the end of the reporting period. Sentences ranged from four months' to six years' imprisonment and fines. One offender received a suspended sentence and fine. Prosecutors sometimes dropped trafficking charges or reduced trafficking charges to lesser, non-trafficking charges, and sentences of those convicted were frequently even lower than the limits set in the applicable law. There were no prosecutions or convictions for labor trafficking during the reporting period. Courts continued to reduce the backlog of cases. Corruption remained a problem within the police force. Kosovo authorities reportedly arrested and suspended one officer for alleged involvement of trafficking in persons; the investigation is ongoing. Prosecutors continued cases against two Ministry of Labor officials and two police officers arrested for trafficking in 2012. A police officer who subjected a female associate to sex trafficking was acquitted. The government trained law enforcement officers on trafficking victim identification, the criminal code and procedures, investigation of trafficking cases, and victim support and assistance during investigations. The police academy conducted 44 trainings for the anti-trafficking special police force. The government exchanged trafficking information with foreign countries on 18 trafficking cases, but did not engage in any joint investigations.

PROTECTION

The government improved efforts to protect victims of trafficking, opening a new facility for all trafficking victims, including males; increasing funding for victim assistance; and establishing a residency permit for trafficking victims. In September 2013, the Kosovo government passed a new law, "Preventing and Combating Trafficking in Human Beings and Protecting Victims of Trafficking," which established new protection measures. Police identified 51 victims of trafficking in 2013, compared with 54 in 2012; four were adult male victims and 12 were children, compared with 23 children and no adult male victims in 2013. Authorities formally identified no labor trafficking victims, despite the police identifying 66 children in begging. The government opened a new 24-hour high security shelter, replacing the older shelter. The shelter provided separate spaces for medium- and high-risk victims based on gender. The shelter provided support to 40 identified victims; the other 11 declined assistance. Adult victims were not allowed to leave the shelter unchaperoned. Victims were placed in the high security shelter until police conducted a risk assessment to determine if there was any direct threat towards the victim. If victims were determined to be at low risk, they were moved to NGO shelters. In 2013, the government began monitoring and issuing licenses for social workers and shelters. The government allocated a budget of the equivalent of approximately $110,000 for the government-run high security shelter, compared with the equivalent of approximately $84,600 in 2012. Six NGO shelters, including those serving domestic violence victims, and one victim assistance center, received the equivalent of approximately $239,000, compared with the equivalent of approximately $198,000 in 2012.

The new trafficking law regulates victim treatment during the investigation and prosecution of cases; for example, by limiting the number of times child victims are allowed to be interviewed, protecting the confidentiality of those victims, and ensuring social and psychological services are provided to them. Victim advocates or social workers were present when police interviewed potential victims of trafficking. Victim advocates assisted victims of trafficking with legal advice, and reintegration support. Social workers were present when interviewing potential child victims of trafficking. Child victims of trafficking were placed in child-only shelters or long-term foster care. During the reporting period, although the law was amended to provide residency status for foreign victims and witnesses in trafficking cases, no requests for residency status were received by the government. The new law also requires that victims be accorded a reflection period—time in which they can recover before deciding whether to cooperate with law enforcement. Although the new protection law required the government to pass legislation to establish and finance a victims' compensation fund, the government had not passed the law necessary to establish the victims' compensation fund by the end of the reporting period. There were no reports of the government punishing victims of trafficking for unlawful acts committed as a direct result of being trafficked. The September 2013 law introduced a new provision exempting trafficking victims from liability for crimes committed as a direct result of being trafficked.

PREVENTION

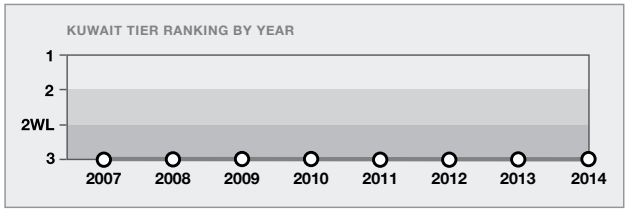
The government continued its diverse efforts to prevent human trafficking. In 2013, the government funded the anti-trafficking secretariat without the assistance of international donors. The government also conducted a campaign aimed at potential victims of trafficking, including students, children, and women, to raise awareness of human trafficking and victim identification. The campaign produced radio, television, and print messages in Albanian, Serbian, and the Roma language, and had a social media component as well. The anti-trafficking police participated in anti-trafficking debates, roundtables throughout municipalities, youth centers and universities, and in lectures in elementary and high schools. The national coordination group met monthly to monitor anti-trafficking activities and the protection and assistance of trafficking victims. The group comprises government officials, international organizations, and NGOs. In an effort to enhance transparency, the Kosovo police issued a thorough annual report on anti-trafficking law enforcement efforts. The government did not demonstrate efforts to reduce demand for commercial sex acts or forced labor.

KUWAIT (Tier 3)

Kuwait is a destination country for men and women who are subjected to forced labor and, to a lesser degree, forced prostitution. Men and women migrate from India, Egypt, Bangladesh, Syria, Pakistan, the Philippines, Sri Lanka, Indonesia, Nepal, Iran, Jordan, Ethiopia, Ghana, Iraq, Lebanon, and Kenya to work in Kuwait, mainly in the domestic service, construction, and sanitation sectors. In the last year, there was a reported increase in migrants from Ethiopia, Uganda, and Madagascar, while Filipino and Sri Lankan women represent a significant percentage of Kuwait's domestic worker population. Though most migrants enter Kuwait voluntarily, upon arrival some sponsors and labor recruitment firms subject some migrants to forced labor, including through nonpayment of wages, long working hours without rest, deprivation of food, threats, physical or sexual abuse, and restrictions on movement, such as confinement to the workplace and the withholding of passports. Many of the migrant workers arriving in Kuwait

have paid exorbitant fees to recruiters in their home countries or are coerced into paying labor broker fees in Kuwait that, by Kuwaiti law, should be paid by the employer—a practice that makes workers highly vulnerable to forced labor, including debt bondage, once in Kuwait. Kuwait's sponsorship law, which ties a migrant worker's legal residence and valid immigration status to an employer, restricts workers' movements and penalizes them for "running away" from abusive workplaces; as a result, domestic workers are particularly vulnerable to forced labor inside private homes. While Kuwait requires employers to use a standard contract for domestic workers delineating some basic rights, Kuwait lacks a domestic labor law to govern the relationship between domestic workers and sponsors; thus, many workers report work conditions that are substantially different from those described in the contract. Some workers never see the contract at all. In addition, sources report that runaway domestic workers fall prey to forced prostitution by agents or criminals who exploit their illegal status.

The Government of Kuwait does not fully comply with the minimum standards for the elimination of trafficking and is not making sufficient efforts to do so. The government did not demonstrate efforts to prosecute nor convict trafficking offenders using the 2013 anti-trafficking law or other laws that address trafficking crimes. Nascent efforts to help abused workers, such as by issuing exit and travel documents to those whose passports had been confiscated by their employers, were not accompanied by any enforcement activities against the employers from whom the workers had fled. The government's victim protection measures remained weak. The government did not proactively identify victims of trafficking among vulnerable populations, nor did it refer suspected victims to protection services; victims of trafficking continued to be arrested, detained, and deported. Though the government partially opened its high-capacity shelter for victims of trafficking, the shelter's referral procedures prevented some women from receiving assistance. The government increased efforts to prevent trafficking during the reporting period by investigating numerous recruitment firms and companies for fraudulent labor practices, as well as multiple government officials complicit in visa fraud; however, there was no lead national anti-trafficking coordinating body and the government did not systematically monitor its anti-trafficking efforts.



RECOMMENDATIONS FOR KUWAIT:

Enforce laws against sponsors and employers who illegally hold migrant workers' passports; implement the 2013 anti-trafficking law by investigating and prosecuting trafficking offenses, and convicting and punishing offenders, particularly sponsors who subject domestic workers to involuntary servitude; greatly increase law enforcement efforts, including investigations of trafficking offenses perpetrated by Kuwaiti citizens, and establish standard operating procedures for investigations and prosecutions of trafficking crimes; establish procedures to proactively identify and refer to protection services all victims of human trafficking, especially among the female domestic worker population; establish linkages between nascent victim care efforts and law enforcement activities; fully open and make operational the large-capacity shelter for all trafficking victims, to include providing health, psychosocial, and legal services, allow victims to leave the shelter at will, train shelter staff, and allow all suspected trafficking victims access to the shelter regardless of a referral from a foreign embassy; ensure the availability of shelter and services to male victims, victims of sex trafficking, and victims of labor trafficking outside of the domestic worker context; amend the sponsorship law to protect foreign workers, including domestic workers, from abuse; provide more anti-trafficking training to law enforcement and judicial officials; establish an inter-ministerial anti-trafficking committee; and continue to increase efforts to prevent trafficking.

PROSECUTION

The government made limited anti-trafficking law enforcement efforts. The government enacted anti-trafficking legislation in March 2013, which prohibits all forms of trafficking. The law prescribes penalties ranging from 15 years' to life imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the government did not report any prosecutions, convictions, or sentences of trafficking offenders for either forced labor or sex trafficking. Although the withholding of workers' passports is prohibited under Kuwaiti law, this practice remains common among sponsors and employers of foreign workers, and the government demonstrated no efforts to enforce this prohibition. Almost none of the domestic workers who took refuge in their home-country embassy shelters had their passports in their possession. The government remained reluctant to prosecute Kuwaiti citizens for trafficking offenses. Kuwaiti law enforcement generally treated cases of forced labor as administrative labor infractions, for which punishment was limited to assessing fines, shutting down employment firms, issuing orders for employers to return withheld passports, or requiring employers to pay back-wages. In 2013, the Judicial Institute instituted a mandatory course on human trafficking for judicial officials. Additionally, the Ministry of Interior (MOI) began a training-of-trainers program to raise awareness of trafficking within the police ranks in this reporting period.

PROTECTION

The government made some progress to protect victims of trafficking by partially opening its large-capacity shelter for runaway domestic workers. However, the government failed to develop and implement formal procedures for the proactive identification of trafficking victims among vulnerable populations, such as foreign migrants, domestic workers, and women in prostitution, and the government did not develop or implement a referral mechanism to provide adequate protection services to victims. While Article 12 of the anti-trafficking law stipulates that the public prosecutors may refer a trafficking victim to an appropriate care facility during an ongoing trial until the time of repatriation, there was no indication that this occurred in practice during the reporting period. The 2013 anti-trafficking legislation did not stipulate providing protection from prosecution for victims who fled abusive employers, but none were reportedly prosecuted in practice. Furthermore, Kuwait's migrant sponsorship law effectively dissuades foreign workers from reporting abuses committed by their employers to government authorities. Workers who left their employer's residences without permission risked criminal penalties and arrest, detention, and deportation, even

if they were fleeing from an abusive sponsor. The threat of these consequences discouraged workers from appealing to police or other government authorities for protection and from obtaining adequate legal redress for their exploitation. Trafficking victims rarely filed cases against their employers, yet some victims who alleged nonpayment of wages reportedly received monetary compensation for wages owed from their employers. Moreover, the government did not systematically provide victims with access to legal aid or representation. Some foreign embassies reported that some personally motivated police officials helped to ensure that victims of trafficking were not subjected to unwarranted incarceration. Beginning in mid-April 2013, large-scale immigration sweeps resulted in the arrest and deportation of tens of thousands of the estimated 90,000 foreign workers illegally residing in Kuwait. There was no indication that the government took measures to identify trafficking victims among this population or provide protective services to migrants who may have experienced human trafficking.

In April 2013, the government partially opened its high-capacity shelter for runaway domestic workers and accepted a limited number of women, some of whom were trafficking victims though it was unclear whether sex trafficking victims could also access this shelter. The lack of adequate staffing prevented the shelter from being fully operational and providing in-house services. While the facility can hold up to 700 people, there were only 140 women residing in the shelter at the end of the reporting period. Victims were not able to leave the facility unescorted. The shelter assisted women to file grievances against employers and resolve labor disputes. Since the shelter opened, it assisted and provided shelter to 1,970 women, the majority of whom were repatriated, while others resolved labor disputes with current employers or found new employment. Victims must be referred to the shelter by a foreign embassy or international organization before being accepted, which prevented some women from countries with no diplomatic representation in Kuwait from receiving services. There continued to be no shelter or other protective services afforded for male victims of trafficking. Many domestic workers continued to seek assistance at their embassies; some source-country embassies reported providing shelter to at least 200 domestic workers who ran away from their employers. In 2013, the MOI issued approximately 1,000 emergency travel documents for the repatriation of laborers whose passports were confiscated by their employers; similarly, the MOI provided some source country embassies with funds to pay for the repatriation of trafficking victims. The government did not provide funding to domestic NGOs or international organizations that provide direct services to trafficking victims. The government did not encourage victims of trafficking to assist in the investigation and prosecution of trafficking cases, and it did not offer foreign trafficking victims legal alternatives to their removal to countries in which they may face hardship or retribution.

PREVENTION

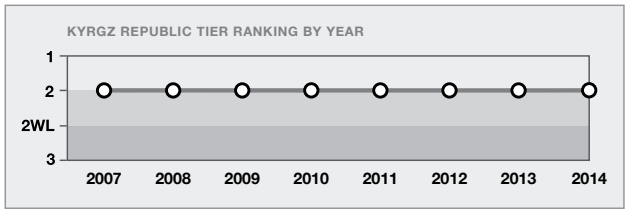
The government made some progress in preventing trafficking in persons. The government did not have a national coordinating body responsible solely for anti-trafficking efforts and the government did not conduct anti-trafficking public awareness campaigns. The National Assembly, however, prepared a report on visa trading and human trafficking, which was highly critical of the government, parliament, and employers for contributing to the country's trafficking problems; the report concluded with various recommendations for the Kuwaiti government, including elimination of the sponsorship system, enforcement of anti-trafficking laws, stiffening penalties for companies and employers that hire an excessive amount of foreign laborers, and implementing awareness campaigns for foreign workers on their legal rights. The Ministry of Information sponsored an event on the role of media in combatting human trafficking during which more than 50 participants discussed ways to portray trafficking in the media. The draft legislation to create a General Authority for Manpower, as required by the 2010 Private Sector Labor Law, was not enacted at the end of the reporting period. The government took actions to reduce the demand for commercial sex acts and forced labor. In 2013, the government initiated investigations of companies that allegedly brought large numbers of unskilled foreign workers into Kuwait under false promises of work and illegally selling work visas. As a result of these investigations, the government reportedly closed numerous labor recruitment firms, charged 700 companies with labor violations, and blocked approximately 1,000 employers from issuing new work visas. In December 2013, the media reported that the government was conducting ongoing visa fraud investigations of officials from the Ministry of Commerce, MOI, and including members of the ruling Al-Sabah family. These investigations were ongoing at the end of the reporting period, and an MOI official was reportedly referred for prosecution for illegally selling visas. The government did not report efforts to reduce the demand for international and domestic child sex tourism.

KYRGYZ REPUBLIC (Tier 2)

The Kyrgyz Republic (or Kyrgyzstan) is a source, transit, and destination country for men, women, and children subjected to forced labor, and for women and children subjected to sex trafficking. Kyrgyzstani men, women, and children are subjected to forced labor primarily in Russia and Kazakhstan, and to a lesser extent in Turkey and other Eastern European countries. They are also subjected to forced labor primarily within the country's agricultural, forestry, construction, and textile industries, as well as in domestic service and child care. In 2012, 26 Kyrgyzstani forced laborers were identified in Finland. Kyrgyzstani women are subjected to forced prostitution abroad, reportedly in Turkey, the United Arab Emirates (UAE), Russia, Kazakhstan, and within the country. Small numbers of women and children from Uzbekistan are subjected to sex trafficking in Kyrgyzstan. Some men and women from Uzbekistan, Tajikistan, and Turkmenistan transit the Kyrgyz Republic as they migrate to Russia, the UAE, and Turkey, where they subsequently become victims of sex and labor trafficking. Kyrgyzstani boys and girls are subjected to sex trafficking and forced labor, including the forced selling and distribution of drugs, within the country. NGOs continue to report that some schools in the south of the country cancel classes in the fall to send children to pick cotton, and other schools require children to harvest tobacco on school grounds. Street children who engage in begging and children engaged in domestic work (often in the homes of extended family members) are vulnerable to human trafficking.

The Government of the Kyrgyz Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government provided in-kind contributions to assist NGOs and international organizations in training law enforcement officials, provided the premises used for protection of identified trafficking victims, and worked to raise awareness of the crime. However, the government's investigation of trafficking crimes decreased

and it did not report convicting any traffickers for the second consecutive year. The U.N. Special Rapporteur on the Sale of Children, Child Prostitution, and Child Pornography alleged the serious and endemic corruption of police officers, who allegedly participated themselves in the detention and rape of child sex trafficking victims. The Kyrgyzstani government took no action to investigate allegations of officials' complicity in trafficking crimes. It identified few victims and did not adequately protect child victims during the investigation and prosecution of their traffickers.



RECOMMENDATIONS FOR THE KYRGYZ REPUBLIC:
Increase efforts to investigate and prosecute suspected trafficking offenses, respecting due process, and convict and punish trafficking offenders, ensuring that the majority of those convicted of trafficking serve time in prison; vigorously investigate and prosecute government officials suspected of being complicit in trafficking or who engage in abuse and exploitation of trafficking victims, and convict and punish complicit government officials; increase efforts to proactively identify trafficking victims among vulnerable groups, such as street children, adult and child agricultural laborers, and Kyrgyzstani migrant workers, and refer those victims to protective services; enact legislation that is consistent with international law and ensure that sex trafficking of minors does not require force, fraud, or coercion and that the penalties for this crime are sufficiently stringent and commensurate with prescribed penalties for other serious crimes such as rape; develop and implement child-sensitive investigation and prosecution procedures for cases in which children may be victims of human trafficking; continue to provide the physical premises for NGO-run shelters; continue to contribute to efforts by international organizations to train police, prosecutors, and judges; ensure that identified victims of trafficking are not punished for unlawful acts committed as a direct result of being trafficked; and consider disaggregating anti-trafficking law enforcement data.

PROSECUTION

The Kyrgyzstani government made limited anti-trafficking law enforcement efforts. The 2005 Law on Prevention and Combating Trafficking in Persons, amended in 2011, criminalizes both sex and labor trafficking for adults, and covers a non-trafficking offense—"child adoption for commercial purposes." In addition, contrary to international law, in its definition of the crime of sex trafficking of children, Kyrgyz law requires the prosecutor to prove that the offender used force, blackmail, fraud, deception, or abduction. The law prescribes penalties of five to 20 years' imprisonment; these penalties are sufficiently stringent and commensurate with prescribed penalties for other serious crimes, such as rape. Article 157 of the criminal code makes it a crime to involve a minor in prostitution or begging and prescribes penalties of one to three years' imprisonment, with an aggravated sentence of up to eight years' imprisonment if the act is committed with the use or threat of physical violence. The non-aggravated penalty for child prostitution is neither sufficiently stringent nor commensurate with the penalties for other serious crimes, such as rape. Article 15 of the Code on Children prohibits forced child labor. The number of suspected trafficking investigations in 2013 was not reported; six cases were reported investigated in 2012. The government reported prosecuting three defendants for trafficking under the anti-trafficking law, but convicted none in 2013. The government reported that these ongoing cases included one labor trafficking case and two sex trafficking cases; the government also used the trafficking law to investigate seven non-trafficking cases involving adoption for commercial purposes. Some potential trafficking offenses were not investigated or prosecuted due to the lack of awareness of trafficking by law enforcement officials. In addition, corruption is a systemic issue in Kyrgyzstan; the Special Rapporteur on the Sale of Children, Child Prostitution, and Child Pornography documented allegations of law enforcement officials' complicity in human trafficking. According to the report, police officers allegedly threatened, extorted, and raped child sex trafficking victims. The Government of the Kyrgyz Republic did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period. The government provided in-kind contributions, including building space and access to equipment, for a training program for 16 prosecutors from Bishkek and seven provinces. The training focused on identification of victims and investigation, prosecution, and adjudication of trafficking crimes and was organized by an international organization; subsequently, participants were required to conduct a training session for prosecutors in the field.

PROTECTION

The Kyrgyzstani government continued to ensure victims' access to protection services by continuing to provide the premises in which international organizations and NGOs protect and assist victims of trafficking; however, there were allegations that some police did not identify and protect victims of sex trafficking, but rather abused, sexually exploited, and extorted money from victimized children, including child sex trafficking victims. The government did not have formal written procedures to guide officials in proactive identification of trafficking victims among high-risk populations with whom they came into contact. In 2013, the government identified 11 victims, including 10 adults and one child—the same number of victims identified and referred in 2012—and referred all of them to protection services. Kyrgyzstani consular officials assisted a male labor trafficking victim in Russia by providing identity documents and funding for travel to Bishkek. IOM and NGOs assisted 52 victims, 44 of whom were subjected to forced labor in 2013; this is a decrease from 278 victims they identified and assisted in 2012. This decrease was primarily due to reduced donor funding. Although the government did not provide funding to any organization that provided victim assistance in 2013, it continued to provide in-kind assistance to anti-trafficking NGOs, including facilities for three NGO-run shelters that provided services for trafficking victims; 15 victims were supported in these shelters during the reporting period, a significant reduction from 95 assisted the preceding year. Adult victims were able to leave the shelters freely. The government operated, with funding from IOM, a shelter for child victims of trafficking. The shelter provided rehabilitative and social assistance services. The government did not encourage victims to participate in trafficking investigations and prosecutions and the Special Rapporteur reported that child trafficking victims are often not adequately protected; police do not use child-sensitive procedures when dealing with child victims during the investigation and courts do not use any safeguards to ensure their privacy and protection. Trafficking

victims were reportedly punished for crimes they were forced to commit as a direct result of being trafficked. According to the Special Rapporteur, police officers allegedly detained child sex trafficking victims, releasing them only after they performed sexual acts. Kyrgyzstani police extorted bribes from child sex trafficking victims through threats of arrest for prostitution, even though prostitution was neither illegal nor an administrative offense. Unidentified adult victims may have also been penalized when they were arrested following raids on brothels.

PREVENTION

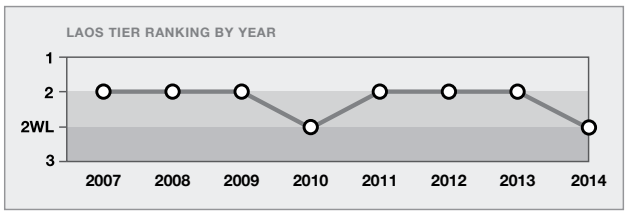
The Kyrgyzstani government sustained some progress in trafficking prevention efforts. In November 2013, the government established the Department for Combating Crimes against Public Morality and Human Trafficking. Despite its title, this entity focused on closing brothels rather than proactive anti-trafficking investigations and did so without having procedures in place for identification and protection of potential victims of sex trafficking. During the reporting period, the government transferred responsibility for the human trafficking portfolio from the Ministry of Foreign Affairs to the newly organized Ministry of Labor, Migration, and Youth. This new ministry monitored the government's implementation of programs under its 2013-2016 anti-trafficking action plan, provided information prepared by IOM to Kyrgyzstani consular officials and migrants abroad, and operated a center to inform Kyrgyzstani migrants of their labor rights in other countries. The Ministry of Education distributed information on human trafficking in public schools and at higher education institutions to raise awareness of human trafficking among students. The Border Service provided anti-trafficking information at border crossings. The government continued to provide a national toll-free telephone line to an NGO-run labor migration hotline that provided legal advice and assistance to potential victims of trafficking. The government continued its plan to digitize passport records and birth records, with the goal of fully computerizing the national citizen registration system; providing citizens with greater personal identification documentation contributes to the prevention of human trafficking. The government did not undertake efforts to reduce the demand for commercial sex acts or forced labor.

LAOS (Tier 2 Watch List)

Laos is a source, and to a lesser extent, a transit and destination country for women, children, and men who are subjected to sex trafficking and forced labor. Lao trafficking victims often are migrants seeking work outside the country—sometimes with the assistance of brokers who charge high fees—who encounter conditions of labor or sexual exploitation after arriving in destination countries, most often Thailand. Many victims, particularly women and girls, are exploited in Thailand's commercial sex trade and in forced labor in domestic service, factories, or agricultural industries. A small number of these girls are as young as 11 or 12-years-old. Lao men and boys are victims of forced labor in Thailand in the fishing, construction, and agricultural industries such as duck farms. NGOs report that individuals offering transportation services near the Thai border facilitate the placement of economic migrants into forced labor or sex trafficking in Thailand. Many trafficking victims may be among the more than 17,000 migrants deported or "pushed back" from Thailand without official notification, often sent back to Laos in boats across the Mekong River. Mini-van drivers sometimes intercept these migrants when they arrive back in Laos and facilitate their re-trafficking. A small number of women and girls from Laos are sold as brides in China and South Korea and subsequently subjected to sex trafficking. Lao women have been subjected to sex trafficking in Malaysia and possibly Indonesia. A small number of Lao have been subjected to trafficking in Vietnam.

Laos is reportedly a transit country for some Vietnamese and Chinese women and girls who are subjected to sex trafficking and forced labor in neighboring countries, particularly Thailand. Local organizations reported concerns that some of the Vietnamese men and women working in or near large-scale—and often illegal—logging and construction areas along the Lao-Vietnam border may be victims of trafficking. There is little data on the scope of trafficking within Laos, but some Vietnamese and Chinese women and girls, as well as girls and boys from Laos, are subjected to sex trafficking in the country, usually in close proximity to borders, casinos, or Special Economic Zones, or in the country's larger cities, reportedly to meet the demand of Asian tourists and migrant workers. Some Lao adults and children are subjected to forced labor within Laos in the agricultural sector.

The Government of Laos does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to prosecute trafficking offenses and convict traffickers, and to provide short-term assistance to some victims with a heavy reliance on support from foreign donors. Despite these measures, the Government of Laos did not demonstrate evidence of overall increasing efforts to combat trafficking since the previous reporting period; therefore, Laos is placed on Tier 2 Watch List. It did not provide case details to establish that all reported cases involved trafficking. The government relied almost entirely on local and international organizations to implement anti-trafficking programs in Laos. It did not report identifying any victims of trafficking; its official statistics include only those victims identified by authorities or organizations in Thailand. The government's continued failure to expeditiously approve Memoranda of Understanding (MOUs) with anti-trafficking organizations hampered the overall effectiveness of anti-trafficking activities in the country.



RECOMMENDATIONS FOR LAOS:

Include organizations with expertise in drafting anti-trafficking legislation in all stages of the drafting process for the new law; implement formal victim identification procedures and train police and border officials to systematically identify trafficking victims, and refer them to care, particularly among migrants "pushed back" from Thailand and domestic victims; with assistance from international partners, develop a database to collect information on the government's anti-trafficking activities and share the information with interested stakeholders; increase efforts to address internal trafficking—including children subjected to sex trafficking to meet local and foreign demand, and adults and children subjected to forced labor in the commercial agricultural sector—by identifying and assisting

Lao citizens trafficked within the country and prosecuting perpetrators of these offenses; approve MOUs with NGOs and international organizations more quickly to allow them to implement activities to assist victims; increase overall government expenditures on service provision to victims and awareness campaigns to warn of the dangers of human trafficking; in partnership with local and international organizations, increase resources and vocational trainings to support victims, including male victims, in reintegrating into their home communities; reduce the demand for sex tourism by promulgating awareness in targeted locations and enforcing criminal penalties; and demonstrate greater efforts to combat the trafficking complicity of public officials, especially at the local level, through the criminal prosecution of officials involved in trafficking crimes.

PROSECUTION

The Lao government sustained moderate efforts to prosecute and convict trafficking offenders. The government prohibits all forms of human trafficking through its 2006 revision of penal code Article 134, which prescribes penalties ranging from five years' to life imprisonment, fines ranging from the equivalent of approximately $1,250 to $12,500, and confiscation of assets; these penalties are sufficiently stringent punishments and commensurate with those prescribed for other serious crimes, such as rape. The government reported it began drafting the framework for comprehensive-trafficking-specific legislation, but organizations with anti-trafficking expertise reported concerns that the government did not include them in this process. Within the current reporting period, authorities reported investigating 56 cases of suspected trafficking and submitting 24 of these cases for prosecution. Court cases reportedly resulted in 35 convictions, an increase from 18 convictions in the previous reporting period, but similar to conviction rates in past years. The government did not specify the nature of these cases or provide details on punishments for individual offenders. Media reports and information from international organizations indicate that at least five cases involved Lao victims being exploited in Thailand, and convicted offenders received sentences of 15 or more years' imprisonment. The government failed to collect data on its anti-trafficking law enforcement efforts. Court proceedings lacked transparency and adequately detailed record-keeping, and the Lao judicial sector remained weak and inefficient. The government led donor-funded anti-trafficking trainings that reached at least 244 local officials. The government reported conducting cooperative investigations with the governments of Malaysia, China, and Thailand. In addition, the general public's continued reluctance to work with law enforcement and reliance on out-of-court mediation hampered the government's ability to effectively investigate internal or cross-border trafficking cases. Corruption remained an endemic problem in Laos. Anti-trafficking organizations have reported that some local officials received payment to facilitate the immigration or transportation of girls to Thailand. The government did not report any investigations, prosecutions, or convictions of officials for complicity in human trafficking or trafficking-related activities during the year.

PROTECTION

While the Government of Laos continued to provide modest support to victims identified by the Thai government and repatriated to Laos, it failed to proactively identify victims exploited within the country or among those deported from other countries, and its overall victim protection efforts remained inadequate. During the year, 103 victims identified by Thai authorities were returned to Laos under the official repatriation system between the two countries. These are the only victims officially recognized by the Lao government; the government's official statistics do not include victims identified through other methods, though an NGO reported providing services to 43 additional victims. Lao authorities did not follow systematic procedures for the identification of victims, and the government did not complete revisions to a previously developed checklist for the identification of victims among vulnerable groups. Deportees from Thailand were not systematically screened, and front-line officers' lack of awareness often led to a conflation between trafficking and involuntary migration. The Lao embassy in Bangkok worked with an international organization to repatriate victims identified in Thailand, but Lao diplomatic missions did not provide additional support for victims of trafficking abroad.

The government continued to rely almost entirely on NGOs and international organizations to provide or fund victim services, though it cooperated with an NGO to run a transit center in Vientiane. Upon their return from Thailand, victims stayed in the transit center for approximately one week while assessments for longer-term arrangements were conducted by the authorities, or were referred directly to shelters or other providers of medical care, counseling services, and vocational training. Government and non-governmental stakeholders reported that a project implemented by an international organization to improve coordination among public and private shelter facilities strengthened the effectiveness of the referral network during the year. The quasi-governmental Lao Women's Union operated a shelter (for victims of a number of forms of abuse) that cared for 20 female and 12 male victims, the majority of whom were subsequently returned to their home communities after a short stay.

NGOs provided all of the limited long-term support and vocational training that was available to victims during the reporting period. The lack of adequate long-term support available in the country made victims vulnerable to re-trafficking. The government's internal inefficiencies led to lengthy delays in granting approvals to NGOs and international organizations to implement anti-trafficking efforts in Laos. Some organizations remained waiting for almost two years for MOU approval to conduct certain anti-trafficking activities. During the year, due in part to insufficient cooperation from local police, operations to rescue child sex trafficking victims and women in prostitution—a population vulnerable to trafficking—were suspended.

Anti-trafficking organizations identified northern Laos as a region that lacks much-needed victim assistance services. Although Lao men and boys were subjected to trafficking, the vast majority of services in the country were only available to women. There were no reports of identified victims being subjected to penalties for acts committed as a result of being trafficked, and central government officials instructed provincial authorities that they could not fine repatriated victims for immigration violations. A lack of proactive victim identification may have led to some victims being treated as law violators. Lawyers did not always have formal training and victims were not always made sufficiently aware of their legal rights. The government reported encouraging victims to cooperate with prosecutions, and the Lao Women's Union made efforts to familiarize individual victims with the court process, but cultural preferences and an overall lack of incentives for participation in formal legal proceedings, which can be lengthy and costly, led many victims to choose traditional out-of-court mediation for redress. Reports from international

organizations and media outlets indicated that in at least two court cases, convicted offenders were ordered to pay restitution to victims as part of their sentences. The government did not provide legal alternatives to the removal of foreign victims to countries where they may face retribution or hardship.

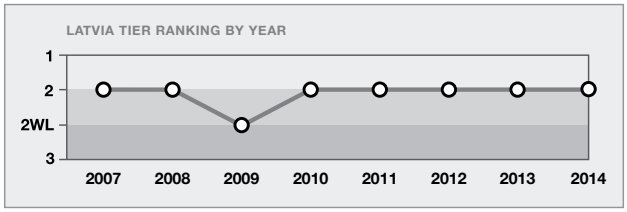
PREVENTION

With assistance from international organizations and NGOs, the Lao government continued modest prevention efforts. Implementation of the government's national action plan began during the year; however, international organizations implemented the vast majority of the activities. The 2013 work plan was deferred, and became part of the 2014 work plan. In December 2013, the government and partner organizations conducted a 10-day public awareness campaign in three provinces that included public talks, a media campaign, and a walk with more than 700 participants. Government-controlled print media published a variety of articles on human trafficking in 2013, covering topics such as safe migration and anti-trafficking training events. The Ministry of Foreign Affairs distributed materials about safe migration and the risks of human trafficking to Lao citizens applying for passports. The government continued to lead or co-lead training for officials funded by civil society organizations; such trainings reached at least 445 officials covering topics such as victim protection and safe migration. During the year, the government deported a group of nine young asylum seekers to North Korea and publicly characterized this action as anti-trafficking. By failing to make efforts to protect this vulnerable group of children and young adults, it directly increased their vulnerability to trafficking by the North Korean government, which is known to imprison returning defectors and subject them to various forms of abuse, including forced labor. Furthermore, these actions demonstrated the government's willingness to exploit the issue of human trafficking for political reasons and called into question government officials' understanding of human trafficking. The Department of Tourism continued to distribute materials produced by an international organization on the protection of children during travel and the illegality of sex tourism. The government reportedly fined an unknown number of owners and operators of venues and shut down some venues where commercial sex acts occurred. At times, it conducted raids on these establishments; inadequate efforts to identify sex trafficking victims may have made some victims vulnerable to arrest. The government took no discernible measures to reduce the demand for forced labor or commercial sex acts. The government continued to block the release of a study by an international organization on the commercial sexual exploitation of children.

LATVIA (Tier 2)

Latvia is a source and destination country for women and children subjected to sex trafficking and a source country for women, men, and children subjected to forced labor. Latvian women and girls are forced into prostitution overseas, in Austria, Belgium, Cyprus, Germany, Ireland, the Netherlands, Russia, Sweden, and the United Kingdom (UK), as well as within Latvia. Latvian men and women are subjected to forced labor abroad, including in Denmark, Germany, Russia, and the UK. Latvian women in brokered marriages in Western Europe, particularly Ireland, were vulnerable to domestic servitude and sex trafficking. Unemployed adults, single mothers, people raised in state-run institutions, and individuals with mental disabilities are particularly vulnerable to trafficking in persons.

The Government of Latvia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Latvian government continued to identify and provide care for victims exploited in labor and sex trafficking abroad. Latvian authorities provided some victims with compensation and witness protection; however, it did not identify any trafficking victims within Latvia for enrollment into the state assistance program. The government demonstrated strong prevention efforts through sponsoring awareness-raising activities, developing a comprehensive seven-year national action plan to combat trafficking, and applying new legal provisions targeting unscrupulous recruiters who arranged fraudulent marriages. Regardless of the improved anti-trafficking response by Latvia's State Police, other law enforcement and judiciary efforts remained the Government of Latvia's weakest area, as officials prosecuted and convicted very few cases under the anti-trafficking statute.



RECOMMENDATIONS FOR LATVIA:

Increase investigations, prosecutions, and convictions in human trafficking cases; use the trafficking statute (Section 154-1 of the Latvian Criminal law) to prosecute cases involving Latvian victims exploited abroad and domestically; impose criminal penalties on convicted traffickers, including public officials, that are commensurate with the severity of the crime committed; review and improve the efficiency of trial procedures to ensure a victim-centered approach and to expedite prosecutions; ensure public officials convicted of being complicit in trafficking crimes receive prison sentences commensurate with the crimes committed; ensure police investigators have sufficient resources to conduct investigations; continue to educate prosecutors and judges about human trafficking and victims' rights to reduce prejudice in trial; increase efforts to identify victims proactively, particularly Latvian victims exploited within the country; explore options for long-term victim reintegration; continue to make state-funded repatriation of victims more accessible; encourage more victims to assist law enforcement officials by ensuring that all victims are provided appropriate protections throughout the investigation and prosecution; continue to provide victims with avenues for compensation from their traffickers and the government fund for victims of severe crime; implement the 2014-2020 national anti-trafficking strategy; consider providing government funding for a centralized anti-trafficking hotline to enhance existing prevention efforts and the identification of victims; continue efforts to systematically monitor trends; continue promoting trafficking education at schools and increase the involvement of NGOs in that training; and continue to raise awareness about both sex and labor trafficking.

PROSECUTION

The Government of Latvia maintained weak law enforcement efforts, despite an improved anti-trafficking response by Latvia's State Police, as authorities prosecuted one case under its anti-

trafficking statute during the reporting period. Latvia prohibits all forms of trafficking through Sections 154-1 and 154-2 of its criminal law, which prescribe penalties ranging from a fine to 15 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, the government investigated six new sex trafficking cases under Section 154-1, an increase from three cases in 2012. Latvian authorities did not initiate any new labor trafficking investigations; the last labor trafficking investigation was initiated in 2009. The government initiated one new Section 154-1 sex trafficking prosecution against one defendant in 2013, which is the same number of prosecutions in 2012. Authorities did not secure any convictions under Section 154-1 in 2013, compared to two convictions in 2012. This statistical information includes lower-level court sentences that were not appealed. In addition, Latvian authorities collaborated with other foreign governments, including Belgium, Cyprus, Germany, Ireland, and the UK, on trafficking investigations. Observers reported that the police lacked the resources necessary for extensive and sophisticated investigations into trafficking cases. Reports also concluded that Latvian court procedures were lengthy and stalled anti-trafficking efforts. The Latvian government trained officials on human trafficking in a variety of formats. For example, the State Police College offered an investigation course to 63 law enforcement staff members and the Ministry of Justice sponsored a regional training conference attended by 25 prosecutors and other judiciary representatives.

In 2013, Latvian authorities convicted a former anti-trafficking police officer for extortion and other crimes and sentenced him to five years in prison; the decision was pending appeal at the close of the reporting period. Another anti-trafficking police officer, convicted of pimping in the previous reporting period, received a suspended sentence and probation. In a third case, authorities continued to prosecute a sworn attorney for allegedly facilitating trafficking in persons; the prosecution was ongoing at the close of the reporting period.

PROTECTION

The Latvian government sustained its victim protection efforts during the year by increasing the number of victims receiving compensation and witness protection services, although identification of victims trafficked within the country remained weak. The government greatly increased its victim assistance program funds from the equivalent of approximately $126,000 in 2012, to the equivalent of approximately $132,000 in 2013, and to the equivalent of approximately $213,000 in 2014. The government-funded NGO offered every trafficking victim psychological assistance, medical aid, legal representation, housing, and reintegration services. The Latvian government enrolled 22 new trafficking victims in its 2013 assistance program, compared to 25 victims in 2012, and 11 in 2011; the government funded care for 33 victims in total, including some of those identified in 2012. All of the victims receiving state care had been exploited abroad; one victim was male. Observers reported that proactive identification by Latvian police within the country remained weak. Five trafficking witnesses cooperated with law enforcement in 2013, a continued decline from seven in 2012 and 29 in 2011, amid reports that officials did not gain victims' trust. The government-funded NGO did not operate its own shelter, but collaborated with shelters throughout Latvia to provide services. The Ministry of Foreign Affairs developed a new manual on Latvia's assistance program for trafficking victims and distributed it to its embassies. According to the government, it is able to protect victims assisting law enforcement by providing witness protection, digital video-enabled courtrooms, and by exempting victims from attending court hearings. The government enrolled one trafficking victim in its witness protection program in 2013, compared to zero victims in 2012. In 2013, Latvian courts ordered restitution payments for three trafficking victims, although none of the victims had yet received compensation because their cases were still on appeal. Also in 2013, one victim received compensation from a government fund for victims of severe crime. The Latvian government had a residence permit provision available for foreign trafficking victims during reflection periods and for the duration of a criminal trial; however, none of the identified victims during the reporting period were foreign. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

PREVENTION

The Latvian government demonstrated strong prevention activities by developing a seven-year national action plan and prosecuting unscrupulous recruiters who sent Latvian women abroad for fraudulent marriages. The government developed and finalized its national action plan to combat trafficking for 2014 to 2020, which was developed in coordination with NGOs and prioritizes state-funded rehabilitation services for victims, public awareness campaigns, and training for public officials who may encounter trafficking victims. Latvian authorities continued to use Section 165-1, which prohibits the transfer of individuals for the purpose of sexual exploitation, to prevent potential cases of trafficking. In 2013, the government prosecuted four defendants under Section 165-1 and convicted 11 suspects, compared to 11 prosecutions and 17 convictions in 2012. The State Employment Agency continued to monitor employment agencies and voided the licenses of 26 placement agencies. In 20 cases, licenses were voided because the agencies had not been offering placement services for a year or longer. In six cases, the licenses were voided for lack of service quality and non-compliance with binding regulations. The government participated in a range of awareness-raising activities, including working on school curricula to educate children about trafficking threats and educating local authorities around Latvia about the risk of labor exploitation and safe travel practices. The inter-ministerial anti-trafficking working group continued to meet to coordinate the government's anti-trafficking activities, alongside civil society members. The Ministry of Interior continued to publicly publish its annual report on the government's anti-trafficking activities. The Ministry of Welfare provided training to 75 representatives of social services. Other state agencies, in partnership with an NGO, completed an awareness campaign for nine different city administrations. The government continued to maintain various information and emergency hotlines that received calls on potential trafficking situations. The government did not report any specific measures to reduce the demand for commercial sex acts or forced labor.

LEBANON (Tier 2 Watch List)

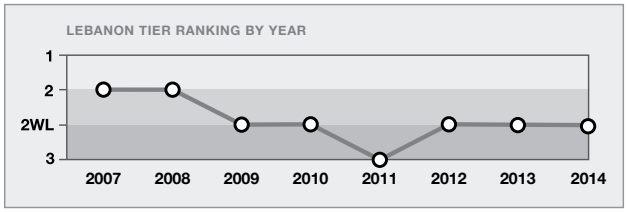
Lebanon is a source and destination country for women and children who are subjected to forced labor and sex trafficking. The country is also a transit point for Eastern European women and children subjected to sex trafficking in other Middle Eastern countries. Women from Sri Lanka, the Philippines, Ethiopia, Kenya, Bangladesh, Nepal, Madagascar, Democratic Republic of

the Congo (DRC), Togo, Cameroon, and Nigeria who travel to Lebanon with the assistance of recruitment agencies to work in domestic service, are often subjected to forced labor, experiencing withholding of passports, nonpayment of wages, threat of arrest and deportation, restrictions on movement, verbal abuse, and physical assault. Workers who leave their employers' houses without permission or a "release paper" automatically forfeit their legal status; to retain legal status, a change in their sponsorship must be pre-arranged and approved by the General Directorate for General Security (DGS), the government agency responsible for the entry, residency, and departure of foreign workers. Some employers in Lebanon threaten workers with the loss of legal immigration status in order to keep them in forced labor and, in some cases, keep foreign domestic workers confined in residences for years. Some victims are recruited to work in Lebanon by employment agencies using false lucrative job offers. A highly publicized case of an Ethiopian domestic worker who was publicly beaten by a Lebanese recruitment agent in March 2012 exemplifies the abuse suffered by domestic workers in Lebanon. The worker committed suicide shortly after the incident was reported in the media.

Women from Eastern Europe, including Russia, Ukraine, Belarus, and Moldova, as well as the Dominican Republic, Morocco, and Tunisia enter Lebanon through the government's artiste visa program to work as dancers in Lebanon's adult entertainment industry; the visas are valid for three months and may be renewed once for an additional three months. In 2013, 11,465 women entered Lebanon under this visa program—almost double the amount of artiste visas issued in 2012—which sustains a significant sex trade and enables forced prostitution through such practices as withholding of passports and wages, restrictions on movement, and physical and sexual abuse. Some women from the DRC and Burundi are forced into prostitution in Lebanon; it is unclear if they work in Lebanon under the artiste visa program. Some Syrian women may be forced to engage in street prostitution, and underage Syrian girls are reportedly brought to Lebanon for the purpose of prostitution, including through the guise of early marriage. Syrian refugees, in particular women and children, who fled the conflict to Lebanon are at an increased risk of sex trafficking and forced labor due to their vulnerable economic and financial situation. NGOs and international organizations continue to report an increase in Syrian children engaged in street begging, some of which are forced; Syrian girls are forced into marriages, which can place them at risk of forced labor and sex trafficking. An international organization reported Syrian gangs force Syrian refugees, including men, women, and children, to work in the agricultural sector in Beqaa Valley harvesting potatoes, olives, and bananas while living in informal tented settlements. Victims are forced to work under harsh conditions with little to no pay; some are forced to work to pay off debts incurred to facilitate their entry into Lebanon or to pay for their lodging. Anecdotal information indicates that Lebanese children are victims of forced labor within the country, particularly in street begging, as well as commercial sexual exploitation facilitated by male pimps, husbands, and "boyfriends," and at times through early marriage. Small numbers of Lebanese girls may be taken to other Arab countries for exploitation in prostitution.

The Government of Lebanon does not fully comply with the minimum standards for the elimination of trafficking, but is making significant efforts to do so. The government conducted an increased number of investigations of human trafficking and prosecuted and convicted some trafficking offenders. Despite these measures, the government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Lebanon is placed on Tier 2 Watch List for a third consecutive year. Lebanon was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan.

The government did not investigate officials complicit in human trafficking. Although the government continued to identify and refer some victims to NGO-run protection services, the government did not provide or fund any protection services for victims and did not have victim identification and protection procedures in place. Officials failed to proactively identify victims of trafficking among vulnerable groups, including domestic workers who ran away from abusive employers, illegal migrants, and women holding artiste visas. As a result, authorities continued to arrest, detain, and deport both potential and identified trafficking victims for crimes committed as a direct result of being subjected to trafficking. Finally, Lebanon's sponsorship system, coupled with the widespread withholding of passports, continued to be a structural impediment that contributed to the domestic servitude of domestic workers.



RECOMMENDATIONS FOR LEBANON:

Continue to implement the anti-trafficking law by investigating, prosecuting, and convicting trafficking offenders, including officials complicit in human trafficking; enforce the law prohibiting the confiscation of passports belonging to foreign migrants in Lebanon; develop and institute formal procedures to identify victims of trafficking among vulnerable populations, such as women holding artiste visas, domestic workers who have escaped abusive employers, and Syrian refugees; ensure that identified victims of trafficking are promptly referred to protection services rather than detained for unlawful acts committed as a direct result of being trafficked, such as immigration or prostitution violations; provide protection services to all victims of trafficking, such as shelter, access to legal aid and interpretation, and counseling; continue to work in partnership with NGOs to identify and protect victims, and implement the decree which enables the Ministry of Justice to subcontract NGOs to provide victim assistance and protection; enact the labor law amendment extending legal protections to foreign workers and the draft law providing increased labor protections to domestic workers, including foreign domestic workers; train police, judges, prosecutors, and other government officials about the anti-trafficking law and how to enforce it; continue to conduct anti-trafficking public awareness campaigns; and amend the unified employment contract for domestic workers to recognize the worker's right to leave his or her employer's house during time off and to retain his or her passport.

PROSECUTION

The government demonstrated some anti-trafficking law enforcement efforts, but over a hundred investigations resulted in

only two convictions. Lebanon's 2011 anti-trafficking law, Number 164, prohibits all forms of trafficking in persons. Prescribed penalties for sex trafficking and forced labor range from five to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. NGOs report that anti-trafficking law enforcement efforts were hampered by cultural biases, the difficulty of proving reported abuses, the slow pace of the judicial system, lack of protective services, and the fact that victims were not informed of their legal rights. Several government officials reported that security forces were often reluctant to arrest parents for subjecting their children to trafficking due to a lack of social services available should the child be removed from the family.

The Internal Security Forces (ISF) investigated seven cases of trafficking involving 27 victims of sexual exploitation and child trafficking, while the DGS investigated 114 suspected cases of trafficking involving non-payment of wages, physical abuse, and rape or sexual abuse. The Ministry of Justice reported prosecuting 14 trafficking offenders under the anti-trafficking law; one case involved forced prostitution and the others involved forced child begging. The government also convicted two offenders, but did not report the sentences. These law enforcement efforts were an increase from the previous reporting period's 125 investigations, eight sex trafficking prosecutions under Law 164, and zero convictions. In addition, the media reported in March 2014 that police arrested three people on charges of human trafficking and prostitution for recruiting two Syrian women to Lebanon under false promises to work as domestic workers; the victims were subsequently forced into prostitution once in Lebanon. While one of the victims was identified as a trafficking victim, the other was detained on prostitution charges. According to the media in February 2014, the ISF arrested members of a child begging ring, which forced four Syrian children to sell goods in the street; it was unclear if the alleged offenders were prosecuted. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. Despite this, NGOs reported that some DGS officers accepted bribes to protect adult nightclubs or to issue artiste visas. The government did not provide or fund anti-trafficking trainings for officials, but it allowed officials from various ministries to participate in trainings conducted by NGOs.

PROTECTION

The government did not provide protection, including shelter, to trafficking victims and authorities continued to arrest, detain, and deport victims for crimes committed as a direct result of being trafficked. Law enforcement, immigration, and social service officials lacked a formal system to proactively identify trafficking victims among vulnerable populations. The DGS reported that it identified 114 cases of potential victims of trafficking; the ISF reported seven cases of sexual exploitation and child trafficking involving 27 victims. In 2012, the DGS reported identifying 118 cases of potential victims of trafficking, and the ISF reported seven cases of child trafficking and sexual exploitation. The government did not have a policy to protect victims from punishment for crimes committed as a direct result of being subjected to human trafficking or providing relief from deportation to foreign victims. For example, domestic workers who fled abusive employers and out-of-status migrant workers were typically arrested, detained, and deported without being screened for indicators of trafficking. Detention typically lasted for one to two months, but NGOs reported some cases of detention that lasted longer. In addition, women holding artiste visas—some of whom were trafficking victims—were subject to immediate deportation following arrest; authorities rarely, if ever, referred these cases to NGOs for protection services and assistance. Investigative judges sometimes ordered that sex trafficking victims be incarcerated for prostitution violations, despite ISF officers having identified them as trafficking victims. For example, according to the media in March 2014, a Syrian victim of sex trafficking was arrested on prostitution charges alongside her traffickers. The DGS maintained a 500-person prison-style detention center in Beirut for illegal foreign migrants, a number of whom were unidentified trafficking victims. The DGS continued to permit an NGO to interview migrants to identify trafficking victims among the broader migrant center population; the NGO continued to report an increased level of professionalism among DGS officials and noted that investigators referred cases to relevant authorities for further action at an increased rate. While the DGS used a registration and identification system in the detention center to notify embassies from source countries of the presence of their nationals in detention, this system failed to provide specific guidance for identifying which detainees were victims of trafficking.

The government did not directly provide protection services to victims of trafficking through government funding or through NGO services, nor did it provide or fund shelters for trafficking victims, including men. The government also did not provide direct financial assistance to foreign trafficking victims. The government failed to utilize the implementation decree of the anti-trafficking law, which enabled the Ministry of Justice to subcontract NGOs to provide victim assistance and protection. The government, however, continued to rely on an NGO safe house to provide a range of victim services to female victims of trafficking. Pursuant to a 2005 memorandum of understanding between the DGS and the NGO, the DGS was required to refer trafficking victims to the safe house and to provide security for the location. The safe house assisted 111 victims of trafficking, an increase from the 66 victims assisted in the previous reporting period. The NGO reported that nine victims of trafficking were referred to the safe house by the DGS and ISF in 2013, while the majority of victim referrals came from foreign embassies. Additionally, according to the media in February 2014, four female Syrian children who were forced to beg were referred to an orphanage—due to a lack of social services available for trafficking victims—at the request of officials involved in the prosecution of the children's traffickers. Government officials did not encourage trafficking victims to bring their cases to the attention of public prosecutors. In the absence of such encouragement, NGOs reported many victims preferred quick administrative settlements followed by repatriation rather than long criminal prosecutions. The government did not provide temporary or permanent residency status or other relief from deportation for foreign trafficking victims who face retribution or hardship in the countries to which they would be deported. The government did not enact the labor law amendment extending legal protections to foreign workers nor the draft law providing increased labor protections to domestic workers, including foreign domestic workers.

PREVENTION

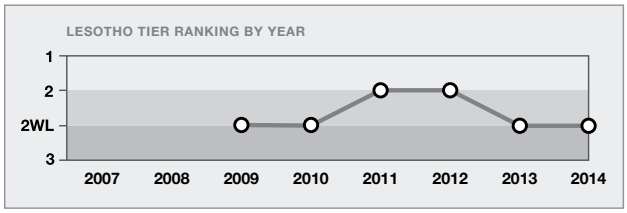
The government made minimal efforts to prevent trafficking, as deficiencies remained that put foreign migrant workers, particularly domestic workers, and women holding artiste visas, at risk of trafficking. The government conducted public human trafficking awareness campaigns in shopping centers and television advertisements. DGS officers at Beirut International Airport continued to distribute two booklets to migrant domestic workers upon their arrival in Lebanon. In 2013, DGS partnered with an

international organization to monitor the behavior of airport officials who encountered arriving migrant workers. As a result of these monitoring sessions, DGS directed that all airport officers return passports directly to migrant domestic workers upon arrival at airports; NGOs reported that officers complied with the directive. The government continued to operate a hotline to receive labor complaints from foreign workers, but it was severely understaffed and only operational during daytime working hours. The DGS also established a hotline in 2013 to receive complaints, including an unknown number of potential human trafficking claims; the government did not report how many calls these hotlines received or how many victims were referred to protection services through these hotlines. The Ministry of Labor (MOL) and the DGS have the authority to close or penalize employment agencies that exploit migrant workers; the MOL closed 31 agencies for committing employment violations, while the DGS blacklisted 48 recruitment agencies during the reporting period. The DGS continued a program that distributed brochures to an unknown number of departing Moldovan artiste visa holders containing information on NGO resources available to trafficking victims in Moldova; however, Lebanese authorities did not report having offered protective services in Lebanon to any Moldovan victims of sex trafficking. The 2009 standard unified employment contract for migrant workers was not amended to recognize a worker's right to leave his or her employer's house during off-hours, nor was it available in the 12 most common languages of migrant laborers; domestic workers must sign the contract in Arabic, a language that very few can read. The government's inter-ministerial taskforce, formed in 2012, met every two months. The National Steering Committee did not convene while the government was in caretaker status throughout the majority of the reporting period. Lebanese peacekeeping troops continued to receive mandatory training on sexual exploitation and abuse, but not specifically on human trafficking. The government took steps to reduce the demand for forced labor, but it did not take any steps to reduce the demand for commercial sex acts or address child sex tourism by Lebanese nationals abroad.

LESOTHO (Tier 2 Watch List)

Lesotho is a source, transit, and destination country for women and children subjected to conditions of forced labor and sex trafficking, and for men subjected to conditions of forced labor. Within Lesotho, women and children are subjected to domestic servitude and children—both boys and girls—increasingly endure commercial sexual exploitation. Basotho women and children endure these same forms of exploitation in South Africa. Basotho women and girls voluntarily migrate to South Africa seeking work in domestic service and are detained in prison-like conditions and/or forced to engage in prostitution. Some Basotho men who migrate voluntarily, though illegally, to South Africa for work in agriculture and mining become victims of forced labor; many work for weeks or months, only to have their employers turn them over to South African authorities to be deported for immigration violations in order to avoid paying them. In 2013, traffickers were suspected of recruiting three Basotho nationals into forced labor in South Africa. Basotho are also coerced into committing crimes, including theft, drug dealing, and drug smuggling under threats of violence or through forced drug use. Chinese and Nigerian organized crime rings reportedly acquire Basotho victims while transporting foreign victims through Lesotho to Johannesburg. The trend of foreign nationals subjecting their compatriots to trafficking in Lesotho, first observed in 2011, reportedly continued, although no specific cases were identified by government or NGO stakeholders during the reporting period.

The Government of Lesotho does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government did not demonstrate evidence of overall increasing efforts to address human trafficking over the previous reporting period; therefore, Lesotho is placed on Tier 2 Watch List for the second consecutive year. The government initiated several prosecutions of trafficking offenses in 2013. The government also appointed a new chair to its anti-trafficking committee charged with finalizing a national action plan to combat human trafficking; however, the committee was inactive for much of the reporting year and failed to develop formal referral procedures and establish victim care centers—key portions of the 2011 anti-trafficking act that remained unimplemented for the fourth consecutive year. The government has not successfully prosecuted a trafficking offender under the 2011 anti-trafficking act and failed to address systematic weaknesses—including questions of jurisdiction among courts, lack of anti-trafficking training for officials, and official complicity—during the reporting period. The government identified four trafficking victims and referred three for care; however, the government made minimal efforts to protect victims. It continued its reliance on NGOs to identify and assist victims, without providing funding or in-kind support for these services.



RECOMMENDATIONS FOR LESOTHO:

Finalize and implement the draft national anti-trafficking action plan; enact implementing regulations for the 2011 anti-trafficking act and address jurisdictional issues impeding the hearing of trafficking cases in the Basotho court system; increase efforts to investigate and prosecute trafficking offenses under the 2011 act, including both internal and transnational cases; provide care to victims of trafficking via government-run centers or in partnership with international organizations or NGOs; develop a formal mechanism, in line with the 2011 act, to refer victims to service providers; develop a formal system to proactively identify trafficking victims among vulnerable populations; differentiate the process of victim identification from the prosecution of trafficking offenders; provide adequate resources to support anti-trafficking efforts, especially provision of protection services such as victim witness support; increase oversight of labor recruitment agencies licensed in Lesotho; and establish a system to collect and analyze data on victims identified and assisted, trafficking offenses investigated and prosecuted, and trafficking offenders convicted and punished.

PROSECUTION

The government maintained its modest anti-trafficking law enforcement efforts. The Anti-Trafficking in Persons Act, which came into effect in January 2011, prohibits and punishes all forms of trafficking in persons. It prescribes penalties of up to 25 years' imprisonment or a fine of the equivalent of approximately $125,000 under Section 5(1) for the trafficking of adults, and up to life imprisonment or a fine of the equivalent of approximately $250,000 under Section 5(2) for the trafficking of children;

these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The Child Protection and Welfare Act, enacted in March 2011, prescribes penalties of life imprisonment or a fine of the equivalent of approximately $125,000 for child trafficking. Labor recruiters who knowingly recruit workers for forced labor are liable for the same penalties as those who hold them in servitude. In February 2014, the government's anti-trafficking committee partnered with UNODC to begin drafting implementing regulations necessary to enforce the anti-trafficking act.

The government has never punished a trafficking offender under the 2011 anti-trafficking act. In 2013, the government initiated prosecutions under the act involving three suspected trafficking offenders for their alleged involvement in labor or sex trafficking. One suspect was prosecuted in an internal trafficking case involving Basotho boys in cattle herding and, in a separate case, another suspect was tried for forcing a Mosotho boy to sell drugs. One Mosotho woman was charged under the act for alleged involvement in attempting to transport a Mosotho girl to South Africa for the purposes of prostitution; the woman remained in jail pending trial at the end of the reporting period. In addition to these three defendants, at least one suspect in a separate trafficking case remained free and was not arrested or charged by officials during the year.

The government failed to address systemic weaknesses in its anti-trafficking response that prevented it from holding traffickers accountable. In April 2013, the Directorate of Public Prosecutions assigned three additional prosecutors to handle a backlog of trafficking cases, which had accumulated under one previously assigned prosecutor; however, no prosecutions were completed during the year. Judicial sector officials contend that Lesotho's High Court—which has the jurisdiction to hear trafficking cases—should not be the court of first instance, and Magistrate courts—where judges have attempted to hear cases—lack jurisdiction to appropriately sentence convicted offenders or to refer trafficking cases to the High Court.

The government did not investigate or prosecute any instances of alleged complicity by government officials during the year. Despite reports of suspected traffickers exerting influence to facilitate the arrest of victims to prevent them from testifying in 2012, no investigation was conducted into these allegations. The government failed to adequately train law enforcement and judicial sector officials on trafficking issues during the year; however, the government partnered with an NGO, as part of a donor-funded project, to train 237 police, magistrates, prosecutors, paralegals, journalists, and community leaders. Although government officials cooperated with the South African Police Service to repatriate victims, Basotho officials failed to initiate any joint investigations of trafficking cases with the South African government for the second consecutive year.

PROTECTION

The government made minimal efforts to protect victims during the reporting period, and continued to lack formal victim identification procedures or a process to refer victims to appropriate services. The Child and Gender Protection Unit (CGPU) identified four potential trafficking victims in 2013—a reduction from eight identified in 2012—and referred two victims to an NGO shelter for care. NGOs identified 36 trafficking victims in 2013. The government failed to directly assist these victims or provide support to NGOs that did so during the year, despite its previous pledges to provide such NGOs financial support. During the reporting period, the government did not establish victim care centers or a fund to protect and rehabilitate victims, as required under the 2011 anti-trafficking act. Medical services were accessible to victims of crime, including trafficking, free of charge at government hospitals and clinics, and the CGPU had the capacity to provide limited counseling to such groups; it is unknown how many victims received such services during the year. Lesotho Immigration officials worked with the South African Police Service to repatriate one sex trafficking victim identified in April 2013.

The 2011 anti-trafficking law protects victims from prosecution for unlawful acts committed as a direct result of being trafficked, provides foreign victims with permanent residency as a legal alternative to their removal, and encourages victims to assist in the investigation of traffickers; however, the government unevenly applied these provisions during the reporting period. In the previous reporting period, the Ministry of Home Affairs denied immigration petition of one Ethiopian trafficking victim because the prosecution of her abuser did not result in a conviction, which NGO stakeholders report was in part a result of witness intimidation in the case.

PREVENTION

The Government of Lesotho increased its capacity to prevent trafficking and more effectively coordinate official efforts to address the crime by designating a new lead of its national coordinating body. In November 2013, the Ministry of Home Affairs appointed the Commissioner of Refugees as the new chairman of the multi-sectoral committee. Although the committee failed to meet for much of 2013, after the Commissioner's appointment, the committee met three times and made efforts to finally complete the long-pending national action plan. The committee failed to coordinate awareness activities during the year. The Ministry of Gender, Youth, Sports, and Recreation partnered with an NGO to raise awareness on human trafficking as part of its gender-based violence (GBV) outreach through television programs and community events. Multiple forums held throughout 2013 focused on educating adults and children—in separate sessions—on the causes and consequences of GBV and trafficking. Three radio and television programs allowed over 11,500 listeners to learn about the topic, interact with presenters, and share experiences during phone-in sessions. Lesotho's annual campaign, "16 Days of Activism Against GBV," targeted more than 80 officers from the armed forces. The Ministry also carried out efforts to educate boys in cattle herding on GBV issues, including human trafficking; a train-the-trainer program targeted 350 herders. The Lesotho Mounted Police Service, in partnership with an NGO, coordinated awareness-raising events with children to alert them to recruitment schemes used by traffickers.

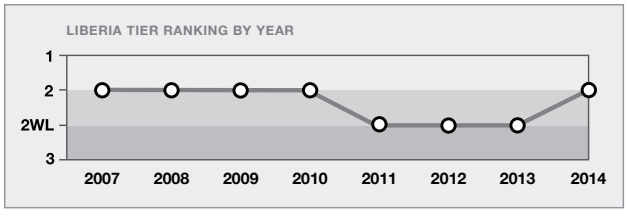
The Ministry of Employment and Labor (MOEL) conducted approximately 1,000 labor inspections during the year. The effectiveness of these inspections in identifying forced child labor was limited since they focused on the formal sector, whereas forced child labor was most prevalent in the informal sector, including in private homes. MOEL issued 40 licenses to labor agents recruiting workers from Lesotho for farms and construction companies in South Africa. MOEL required these companies to use standardized contracts; however, some companies failed to adhere to their provisions upon the workers' arrival in South Africa. Although it receives many complaints from returned laborers about their working conditions, MOEL only files complaints against and suspends the permits of these companies when the violation involves many reported victims or extreme violence. Although there were no such suspensions in 2013, in December 2013, the

government signed an agreement with the South African Ministry of Labor to cooperate on dispute resolution and information sharing on labor issues. The government did not make efforts to reduce the demand for commercial sex during the reporting period.

LIBERIA (Tier 2)

Liberia is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Most trafficking victims originate from and are exploited within the country's borders, where they are subjected to domestic servitude, forced begging, sex trafficking, or forced labor in street vending, rubber plantations, and alluvial diamond mines. Traffickers typically operate independently and are commonly family members who may promise poorer relatives a better life for their children. Children sent to work as domestic servants for their wealthier relatives are vulnerable to forced labor or, to a lesser extent, commercial sexual exploitation. Orphaned children remain susceptible to exploitation, including in street selling and prostitution. A small number of Liberian men, women, and children are subjected to human trafficking in other West African countries, including Cote d'Ivoire, Guinea, Sierra Leone, and Nigeria. Victims of transnational trafficking come to Liberia from neighboring West African countries, including Sierra Leone, Guinea, Cote d'Ivoire, and Nigeria, and are subjected to the same types of exploitation as internally trafficked victims. During the reporting period, women from Tunisia and Morocco were subjected to sex trafficking in Liberia.

The Government of Liberia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government reported increased numbers of investigations and prosecutions of alleged trafficking offenses, and convictions of foreign traffickers compared to the previous reporting period. It identified and referred a greater number of victims to protective services, formally adopted a standard operating procedure (SOP) to assist victims, and trained police and other first responders to use the SOP. It also adopted a national action plan to combat human trafficking and dedicated funds to implement the plan over a five-year period. However, it has not yet created trafficking-specific protective services for victims. Despite the country's significant internal trafficking problem, Liberia has not successfully convicted a Liberian national for trafficking in persons.



RECOMMENDATIONS FOR LIBERIA:

Continue prosecuting trafficking offenses and convicting and punishing trafficking offenders, with an increased focus on trafficking cases involving Liberian nationals; vigorously investigate, prosecute, and convict government officials complicit in trafficking offenses; provide additional training to law enforcement officials and magistrates to apply the anti-trafficking law and to distinguish trafficking crimes from cases of human smuggling or kidnapping; implement and educate NGOs, law enforcement personnel, magistrates, and other relevant government officials on the "Direct Assistance and Support to Trafficked Victims Standard Operating Procedures," so that these officials learn to proactively identify and provide protective services to trafficking victims; create and adequately fund a shelter specifically for trafficking victims; and increase efforts to educate the public about the dangers of human trafficking.

PROSECUTION

The Government of Liberia demonstrated an increase in anti-trafficking law enforcement efforts. Liberia's 2005 Act to Ban Trafficking in Persons prohibits all forms of transnational and internal trafficking. It prescribes a minimum sentence of one year's imprisonment for the trafficking of adults and six years' imprisonment for the trafficking of children, but does not include a maximum sentence for the trafficking of adults. The prescribed penalties for the sex and labor trafficking of children are sufficiently stringent, but the prescribed penalties for sex and labor trafficking of adults are not, nor are they commensurate with the prescribed penalties for other serious offenses, such as rape.

The government reported six investigations, two prosecutions, and two convictions during the reporting period, which represented a slight increase from five investigations, two prosecutions, and one conviction in the previous reporting period. The two convicted trafficking offenders were Lebanese nationals found guilty of subjecting one Tunisian and six Moroccan women to forced prostitution in Liberia; they were convicted in December 2013, but at the close of the reporting period, the defense filed and was granted a motion for a new trial, which the prosecution is now appealing at Liberia's Supreme Court. To date, no Liberian trafficking offenders have been convicted under Liberia's anti-trafficking law, despite the country's significant internal trafficking problem.

All section heads of the Liberian National Police (LNP) received basic training on how to report suspected trafficking cases to the Women and Children Protection Section (WACPS), though they did not receive specialized training in investigating human trafficking crimes. WACPS continued to provide a mandatory three-week comprehensive anti-trafficking training for all new officers. Bribery at border stations, capacity issues, and generalized corruption within the judiciary continue to hamper trafficking investigations and prosecutions. Although the Government of Liberia did not report any prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period, President Sirleaf dismissed several high-ranking government officials after investigations revealed that they were involved in inhibiting two ongoing trafficking investigations.

PROTECTION

The government increased efforts to identify and protect victims of human trafficking. It identified 41 trafficking victims; seven foreign adult women were victims of forced prostitution; and 34 Liberian children were victims of forced labor. The majority of these victims were identified by police and immigration officials. This is a significant increase compared to the previous year, during which the government identified only five victims of trafficking. All 41 victims were referred to NGOs and international organizations for services, although the Ministry of Labor (MOL) provided shelter, food, medical, and psychological services to the seven adult victims for six months. There are no government-

run shelters or safe-homes specifically for trafficking victims in Liberia and the government relied heavily on NGOs and civil society groups to provide basic assistance and financial support to victims. The government formally adopted SOPs for trafficking victim support in October 2013. Although victim identification and referrals improved slightly, immigration, social services, and law enforcement agencies continue to have limited capacity to identify victims or provide them with services. The 2005 Act to Ban Trafficking in Persons absolves victims from responsibility for unlawful acts committed as a result of being trafficked, and there were no reports that victims were punished during the year. The aforementioned seven adult victims were given a choice between repatriation and temporary residency in Liberia; they all chose to temporarily stay in Liberia and participated in the investigation and prosecution of their traffickers.

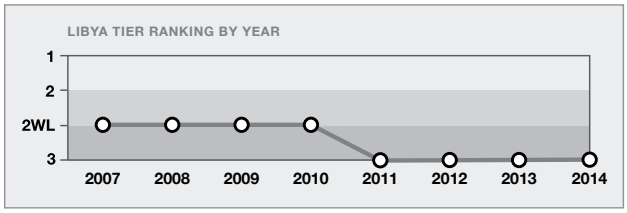
PREVENTION

The government sustained modest efforts to prevent trafficking in persons. The government's Anti-Human Trafficking Task Force held bi-monthly meetings and finalized a five-year anti-trafficking national action plan, which the president and her cabinet formally adopted and publicly launched in October 2013. In March 2014, the government formally allocated the equivalent of approximately $152,000 to fund implementation of the plan. The MOL continued to support anti-trafficking awareness campaigns through radio public service messages and billboards. The government did not make any discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period. The government instructed its diplomats serving abroad not to engage in trafficking in persons, including domestic servitude.

LIBYA (Tier 3)

Libya is a destination and transit country for men and women from sub-Saharan Africa and Asia subjected to forced labor and forced prostitution. Migrants seeking employment in Libya as laborers or domestic workers or who transit Libya *en route* to Europe are vulnerable to trafficking. While in Libya, many migrant men are forced into manual labor, and there are credible reports of prostitution rings involved in sex trafficking of sub-Saharan women in brothels, particularly in southern Libya. Some Nigerian women are reportedly forced into prostitution, while Eritreans, Sudanese, and Somalis are at risk of and subjected to labor trafficking in Libya. Trafficking networks reaching into Libya from Niger, Nigeria, Chad, Eritrea, Somalia, Sudan, and other sub-Saharan states use a variety of techniques to hold people in forced labor and forced prostitution, including fraudulent recruitment practices, confiscation of identity and travel documents, withholding or nonpayment of wages, and debt bondage. One account indicates some Sudanese migrants are recruited to Libya by criminal groups through false job offers and are subsequently forced to work in agriculture with little or no pay. Militias run numerous prisons outside the government's control; however, as of March 2014, the government gained control of many prisons and detention centers, including 20 detention centers designated for foreign migrants now under the nominal control of the Ministry of Interior's Department for Combatting Illegal Migration. Regardless, private employers continue to recruit migrants in detention centers into forced labor on farms or construction sites; when the work is completed or the employers no longer require the migrants' labor, employers return the migrants to detention. NGOs report that migrant flows are steadily returning to their pre-revolution levels. Migrants pay smuggling fees of the equivalent of approximately $800-$1,000 to reach Tripoli, often under false promises of employment or eventual transit to Europe. Once these victims cross the Libyan border, they are sometimes abandoned in southern cities or even the desert, where they are susceptible to severe forms of abuse and human trafficking. In this reporting period, there were allegations that militia groups, which the government sometimes relies upon to provide security, conscripted children under the age of 18. There were also reports that other informal military units recruited persons under the age of 18 into their ranks.

The Government of Libya does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so; therefore Libya is placed on Tier 3. During the reporting period, the Government of Libya failed to demonstrate efforts to investigate and prosecute trafficking offenders or to identify and protect trafficking victims. Moreover, Libyan authorities continued to treat trafficking victims as undocumented illegal migrants and frequently detained and punished victims for unlawful acts that were committed as a direct result of being subjected to human trafficking. There continued to be reports that detained foreign migrants were sold into forced labor with the complicity of prison and detention center guards. During the reporting period, there were allegations that militia groups, some of which provide security on behalf of the government, and other informal military units recruited and used children under 18-years-old.



RECOMMENDATIONS FOR LIBYA:

Draft, pass, and enact legislation that prohibits all forms of human trafficking; build law enforcement capacity to investigate, prosecute, and convict trafficking offenders, including officials who are complicit in human trafficking; ensure that victims are not susceptible to detention, deportation, or punishment for their unlawful presence in Libya; protect detained migrants from being sold into forced labor; ensure that trafficking victims are not punished for unlawful acts that were committed as a direct result of being subjected to human trafficking, such as immigration or prostitution violations; develop and implement standard procedures on identifying trafficking victims and providing victims with protection; continue to provide anti-trafficking training to law enforcement and judicial officials; ensure that children are not used and recruited into government or government-affiliated armed forces, and protect children from recruitment into non-government armed militias; and undertake an information campaign to raise public awareness about forced labor and sex trafficking.

PROSECUTION

The government did not demonstrate discernible anti-trafficking law enforcement efforts. Libyan law does not prohibit all forms of human trafficking. Though draft amendments to Articles 336-339 of the Libyan criminal code criminalize trafficking in persons, the government has not adopted the amendments, which were first drafted in November 2010. While articles in the penal

code prohibit sexual exploitation, slavery, child prostitution, and trafficking in women for the purpose of prostitution, the government did not report any human trafficking investigations, prosecutions, or convictions using these articles during the reporting period, which is part of a larger incapacity of the government to enforce rule of law across the country. The government did not report efforts to investigate or punish government employees complicit in trafficking-related offenses despite multiple allegations of complicity. There were unverified reports that some officials were complicit in facilitating or failed to combat human trafficking during the reporting period. For example, prison officials and detention camp guards allowed private employers to force detained migrants to work on farms or construction sites for an unspecified amount of time with no pay; there was no evidence that the government investigated or punished these officials. A Libyan official allegedly subjected one or two young Ugandan women to labor trafficking in Libya in 2013; the Libyan government, however, did not report initiating an investigation of these allegations. In March 2013, the government hosted a conference on combating human trafficking for officials from multiple ministries to discuss inter-ministerial cooperation on various anti-trafficking issues. In April 2013, the Ministry of Interior coordinated with an international organization to provide anti-trafficking training for 25 Libyan law enforcement officers at the National Police Technical Training College in Tripoli.

PROTECTION

The Libyan government did not demonstrate discernible steps to improve the protection of trafficking victims. The government did not have any policy structures, regulations, or resources dedicated to the specific provision of protective services to trafficking victims. The government did not develop or implement procedures for authorities to proactively identify trafficking victims among vulnerable groups, such as foreign migrants, street children, and women and girls in prostitution, nor did it protect trafficking victims from punishment for unlawful acts committed as a direct result of being subjected to human trafficking. Trafficking victims were frequently treated as illegal migrants and subjected to detention, punishment, and deportation for various offenses, including prostitution and illegally working and residing in Libya. The government did not refer victims detained by authorities to protective facilities, such as those run by international or local NGOs. Furthermore, authorities made no effort to protect detained foreign migrants, who continued to be sold into forced labor by private employers on farms and construction sites. The government failed to take measures to protect children who were allegedly recruited by militia groups, which may be aligned with the government, as well as children recruited by informal military units. The government did not encourage victims to participate in the investigation and prosecution of trafficking offenders. The government continued to work with international organizations to repatriate foreign migrants, but did not screen for trafficking indicators. The government also did not provide foreign trafficking victims with legal alternatives to their removal to countries where they faced hardship or retribution.

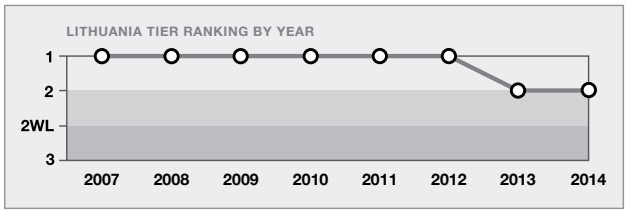
PREVENTION

The Government of Libya made no discernible efforts to prevent human trafficking. The government did not have a national coordinating body responsible for combating human trafficking, but it worked with international organizations to develop a national migration management policy, which included anti-trafficking provisions. The government did not conduct any public anti-trafficking awareness or educational campaigns, nor did it take actions to reduce demand for commercial sex acts or forced labor or to prevent child sex tourism abroad. While ministerial regulations prohibited the recruitment and use of child soldiers, these regulations were poorly enforced due to the government's inability to control militia groups and affiliated and quasi-affiliated armed groups operating throughout the country.

LITHUANIA (Tier 2)

Lithuania is a source, transit, and destination country for women and girls subjected to sex trafficking, as well as a source and destination country for men subjected to labor trafficking. Lithuanian children and adults are increasingly forced to engage in criminal activities, primarily shoplifting, in Nordic countries, France, the Netherlands, Spain, and the United Kingdom (UK). Observers estimate that 40 percent of identified Lithuanian trafficking victims are women and girls subjected to sex trafficking within the country. Lithuanian women are also trafficking victims in France, Germany, Italy, Ireland, the Netherlands, Spain, Sweden, and the UK. Lithuanian women and girls from orphanages and state-run foster homes, as well as women with mental or psychological disabilities, are especially vulnerable. A small number of women from Russia and Belarus are transported through Lithuania *en route* to Western Europe, where they are forced into prostitution. Some Lithuanian men are subjected to forced labor in the Netherlands, the UK, and the United States, including in agriculture. Men from Bulgaria may be subjected to labor trafficking in Lithuania.

The Government of Lithuania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While the government investigated and convicted more traffickers in 2013, law enforcement efforts were hampered by inadequate judicial understanding of the crime, resulting in lax punishments for trafficking offenders. The government did not provide adequate training for police; consequently, authorities did not consistently identify victims and refer them to care, and some child victims of trafficking were reportedly treated as criminals. Public funding for care providers did not sufficiently cover assistance costs for victims receiving care.



RECOMMENDATIONS FOR LITHUANIA:

Provide effective training of police officers on the identification, referral, and appropriate treatment of victims, including the integration of an anti-trafficking module into the basic training of the police; ensure effective training of investigators and prosecutors on building trafficking cases and working with victim witnesses; improve judicial understanding of trafficking and sensitivity toward child victims of sex trafficking; consider amending the criminal code to remove the inconsistencies between Articles 307(3) and 308(2) and Articles 147 and

157; vigorously investigate and prosecute trafficking offenses, including labor trafficking offenses; sustainably fund NGOs to provide victim protection; intensify efforts to identify victims proactively, particularly victims of labor trafficking and children in prostitution; ensure that all victims are offered access to shelter and trafficking-specific assistance, particularly adult male and child victims; and intensify efforts to increase the public's understanding of human trafficking.

PROSECUTION

The Government of Lithuania demonstrated some anti-trafficking law enforcement efforts, but inconsistent articles in the criminal code and inadequate judicial understanding of trafficking hindered prosecutions. Lithuania prohibits all forms of trafficking through Articles 147 and 157 of its criminal code, which prescribe penalties ranging from a fine to 12 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Observers reported concerns with articles in the criminal code that overlap with certain elements of Articles 147 and 157 relating to sex trafficking: Articles 307(3) and 308(2) criminalize "profiting from another person's prostitution," but permit offenders to receive a lesser charge compared to Articles 147 and 157. Additionally, Article 307(3) permits a judge to consider whether trafficked children consented to being prostituted, despite Article 157 forbidding the prostitution of children, without regard to "consent." A government official reported that several trafficking cases were charged under Articles 307 and 308 rather than Articles 147 and 157. Observers reported concerns with judicial understanding of human trafficking; in several cases judges applied lax punishments to convicted traffickers because of bias against child victims of sex trafficking. In one such case, a judge sentenced two men to 150 hours of community service for the sex trafficking of three 14- to 15-year-old girls. The decision was appealed and upheld by the Court of Appeals; the judge in that case made a derogatory comment about the victims' appearance.

Lithuanian authorities initiated 23 investigations in 2013, compared to 11 in 2012 and 21 in 2010. In 2013, authorities initiated prosecutions of 18 defendants, a continued decrease from 26 in 2012 and 37 in 2011. The government convicted 11 traffickers under Articles 147 and 157 in 2013, compared to seven in 2012 and 17 in 2011. All traffickers convicted in 2013 under Articles 147 and 157 were sentenced to time in prison, with terms ranging from three years and three months' to 12 years' imprisonment. The Government of Lithuania did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

The government did not include trafficking in persons in its basic police training. The government continued to offer an optional annual training for police officers on trafficking prevention and investigation; 20 police investigators attended in 2013. NGOs reported shortcomings in police recognition of trafficking victims among prostituted individuals, and investigators and prosecutors were reportedly reliant on victims' testimony to prove a trafficking case. All border security guards continued to receive training on identifying victims of trafficking. The government dismantled the anti-trafficking police unit in July 2013, transferring its responsibility to a group in the national police tasked to investigate serious crimes; the government did not provide trafficking-specific training for this unit. The government collaborated with foreign counterparts in five international trafficking investigations.

PROTECTION

The Lithuanian government demonstrated some efforts to assist victims of human trafficking, but child victims continued to receive inadequate care. Lithuanian courts officially identified 15 trafficking victims in 2013, compared to 17 in 2012 and 29 in 2011. Authorities identified 47 potential victims of trafficking in investigations started in 2013, compared to 14 potential victims in 2012 investigations. Government-funded NGOs provided support to 129 trafficking victims and at-risk individuals in 2013, compared to approximately 150 individuals in 2012. Although the government had official procedures to identify trafficking victims among vulnerable populations—such as women in prostitution, street children, and undocumented migrants—observers reported that these procedures were not effective in practice. Observers also reported that authorities did not consistently refer identified victims to care facilities for assistance. The central and municipal governments provided NGOs the equivalent of approximately $114,600 for victim assistance programs, the same amount as the previous year. However, experts reported that NGOs needed to resort to private funding to prevent a reduction in their victim care activities. In 2013, the government extended its funding cycle for NGOs from one year to three to alleviate the perennial gap in funding of NGOs. Government-funded NGOs offered female trafficking victims shelter, medical and psychological assistance, and legal aid. Most of the shelters for female victims of trafficking were mixed-use facilities that also served domestic violence victims. Victims could leave the shelters at will and without a chaperone. NGOs provided assistance to 33 male victims of trafficking in 2013. Government-funded men's crisis centers had the capacity to provide shelter, though not all police officers were aware of this service. The government did not ensure specialized care for child victims of trafficking, as authorities placed child victims in foster homes and mixed-use shelters.

The government offers foreign victims of trafficking a 30-day reflection period to decide whether to cooperate with law enforcement. Foreign victims cooperating with law enforcement can receive temporary residency, but there were no reports that victims received residency this year. In July 2013, the parliament passed legislation that allowed authorities to use video conferencing, e-mail, and statement recording, which could be used to prevent retraumatization of trafficking victims in courtrooms. The law came into effect January 1, 2014, but it has not been used. The government provided legal representation to trafficking victims; however, observers reported that the attorneys were not trained in trafficking and frequently lost victims' civil cases in court. A senior government official reported that some child victims were treated as criminals by Lithuanian authorities. In one case, a child trafficking victim reported himself to the police, who advised him to return to his traffickers and wait for a police raid; the child was later prosecuted for using illegal drugs with his traffickers while waiting for the police raid.

PREVENTION

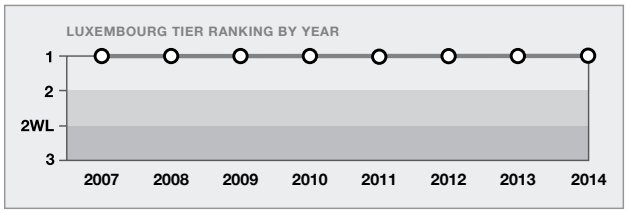
The Lithuanian government continued some prevention efforts. Although the government had no official interagency anti-trafficking working group in 2013, the General Prosecutor's office launched its own interagency working group in February 2014. The working group brought together government stakeholders and NGOs to develop standardized criteria to address human trafficking, including standards to identify victims. While the government continued to lack a well-defined and coordinated strategy for trafficking prevention, it collaborated with NGOs on trafficking prevention activities, including conferences,

seminars, and awareness campaigns. The government also provided schools with an educational video clip about reporting suspected human trafficking. The national police published information on traffickers' recruiting methods on its website and internet advertisements. The police advertised and managed an e-mail account that the public could use to report potential human trafficking situations and ask for advice; the police received approximately 50 messages during the reporting period. The Ministry of Foreign Affairs provided consular officers with training on assisting trafficking victims. The Lithuanian government made some efforts to reduce the demand for commercial sex.

LUXEMBOURG (Tier 1)

Luxembourg is a destination country for men, women, and children, who are subjected to sex trafficking and forced labor. Victims of sex trafficking from Europe, Africa, Asia, and South America are reportedly forced into prostitution in cabarets, private apartments, and on the street. Forced labor, sometimes involving Chinese or Eastern or Southern European men, women, and children, occurs in various sectors, including restaurants and construction. Additionally, traffickers reportedly transport an unknown number of Roma children from neighboring countries during the daytime to engage in forced begging in Luxembourg. Groups vulnerable to trafficking include migrant workers in domestic work, catering, construction, and begging, as well as unaccompanied foreign children, and people in Luxembourg's legal and illegal sex trade.

The Government of Luxembourg fully complies with the minimum standards for the elimination of trafficking. Longstanding concerns, including lenient punishment for trafficking offenders, the lack of a multidisciplinary approach to victim identification, and the absence of awareness campaigns continued during the reporting period. However, in March, Luxembourg issued a new Grand Ducal Decree (equivalent to an Executive Order) and Parliament passed a law transposing EU Directive 2011/36/EU into national legislation. These two legislative acts provide the basis for future improvements in Luxembourg's anti-trafficking efforts.



RECOMMENDATIONS FOR LUXEMBOURG:
Vigorously prosecute labor and sex trafficking offenses, including official complicity in human trafficking; punish offenders, including any complicit officials, with prison sentences proportionate to the gravity of human trafficking; consider ongoing anti-trafficking training on international standards and best practices targeted for the judicial branch; employ a multidisciplinary approach to the identification of victims by establishing a government-wide protocol to guide all front-line responders, including labor inspectors, immigration officials, removal center employees, health workers, child welfare officials, NGOs, and others in how to identify proactively all types of trafficking victims and refer them to available services and protection; consider revising the trafficking law, including Art. 382-1, to clarify that force, fraud, or coercion are core elements of the crime of trafficking of adults and are not required for the crime of facilitating child prostitution and to otherwise conform the provisions to international law; make efforts to train law enforcement that current law makes the procuring of a minor for prostitution a trafficking offense; implement a national campaign to raise awareness of forced labor, sex trafficking, and the demand for human trafficking, linked to a hotline with operators trained to assist; consider allowing non-EU victims access to Luxembourg's labor market; consider ways to reward and ensure adequate resources are provided for police, labor inspectors, child welfare officials, NGOs, and others for proactively assisting victims and identifying labor and sex trafficking cases; and, collect data from all relevant government ministries on the number and types of suspected trafficking victims identified and offered government assistance.

PROSECUTION
The government demonstrated minimal progress to hold sex and labor trafficking offenders accountable with serious jail time during the reporting period. Luxembourg prohibits all forms of both sex and labor trafficking through Article 382-1 and 382-2 of the criminal code, although Article 382-1 is overly broad, and could be used to prosecute cases without force, fraud, or coercion, such as pimping. During the reporting period, the government passed legislation that explicitly prohibits forced begging. The prescribed penalties for trafficking offenses range from three to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

Luxembourg City's dedicated vice squad unit consisted of skilled officers, but it was small in size, had to cover a variety of crimes in addition to human trafficking, and was reportedly underfunded. During the year, authorities initiated six new trafficking investigations and prosecuted 13 alleged trafficking offenders, compared with at least nine prosecutions the previous year. The government convicted five sex trafficking offenders and no labor trafficking offenders during the reporting period, compared with seven trafficking offenders the previous year. Three of the offenders received only suspended sentences and fines, and the other two offenders received sentences of 18 months' imprisonment and fines, compared with a slight majority of offenders receiving some jail time the previous year. The reported statistics reveal that convicted trafficking offenders continued to frequently avoid imprisonment, creating potential safety problems for victims and a weakened deterrence of trafficking offenses. According to authorities, the investigation following the 2012 arrest of three police officers for pimping remained ongoing and has not resulted in any court decisions, raising concerns about accountability for official complicity in human trafficking. The government funded an NGO-led training in 2013 for government officials and NGO participants on identifying and assisting trafficking victims and also funded four officials to participate in training sessions in other countries. Authorities suggested that the judicial branch could benefit from training to sensitize judges about human trafficking, including the challenges surrounding victim testimony.

PROTECTION
The government demonstrated some progress in the protection of trafficking victims during the reporting period. As a result of ongoing prosecutions and convictions of traffickers in 2013,

the government identified 14 trafficking victims during 2013, which continues a three-year decrease in victim identification when compared to 16 victims in 2012 and 25 victims in 2011. However, there are no reliable figures for how many victims the government identified through its own investigations or other assistance efforts, which makes it difficult to assess overall impact in victim assistance. The new legislation and executive decree passed in March mandated a national rapporteur for trafficking responsible for biannual reporting of government statistics, including data on victim identification and prosecutions. Authorities reported informally that they identified at least three suspected sex trafficking victims and no victims of forced labor during the reporting period. The government did not have a government-wide protocol to guide all front-line responders, including labor inspectors, immigration officials, removal center employees, health workers, child welfare officials, and others in how to identify proactively all types of trafficking victims and refer them to available services; however, the Luxembourg city's vice unit practiced proactive victim identification and referred suspected victims to protection and assistance in accordance with Luxembourg's trafficking victim assistance law. There is no clear statement in Luxembourg's law that facilitating child prostitution is human trafficking; although facilitating the prostitution of a child is prohibited under Article 379, trafficking victim protection is tied to Article 382 and, as a result, children may have difficulty being identified as trafficking victims and accessing assistance.

The government's new legislation codifies several previously *ad hoc* practices such as tutors for unaccompanied minor victims and six-month renewable residence permits for victims involved with trafficking investigations. The government reported it provided assistance, including shelter in facilities that offered freedom of movement, financial assistance, and medical, psychological, and therapeutic care to victims in partnership with NGOs. The government allocated the equivalent of approximately $15 million for general victim assistance, but did not provide a specific figure on assistance it gave to victims of trafficking in 2013. The government reportedly provided shelter and other services to two of the three identified victims during the reporting period, as well as to at least one suspected child forced labor victim identified by NGOs in 2012.

The government had policies in place to encourage trafficking victims to assist in the prosecution of trafficking offenders, including legal alternatives to removal to countries in which victims would face retribution or hardship. Trafficking victims were entitled to a 90-day reflection period to decide whether they wanted to testify as a witness in a trafficking case, and upon expiration of the reflection period, the Minister of Foreign Affairs had legal authority to issue a foreign victim a residence permit valid for six months. The government reported it considered multiple factors when determining the residency status of a victim, including the victim's willingness to cooperate with law enforcement and whether the victim was an EU or non-EU national. The government reportedly provided two trafficking victims with temporary residency permits in 2013 and long-term residency for one victim from a previous reporting period. According to the Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA) report published in 2014, Luxembourg has issued few residence permits to victims of trafficking since 2010. Only victims with EU citizenship were allowed access to the labor market in Luxembourg. Luxembourg law had explicit provisions to protect victims from punishment for unlawful acts committed as a direct result of being subjected to human trafficking. There were no reports during the year that victims were inappropriately punished.

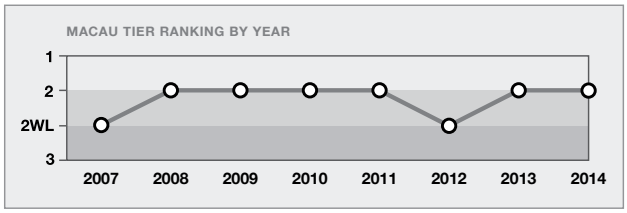
PREVENTION

The government demonstrated weak efforts in the prevention of human trafficking during the reporting period. Since 2008, Luxembourg has lacked a national anti-trafficking awareness campaign to educate the public and officials about the existence of sex trafficking and forced labor in the country. Officials and observers, including those from the Council of Europe, have noted a perceived past lack of political will to address human trafficking and minimization of the scope of the problem. The government's inter-ministerial trafficking coordinating committee met periodically during the year. The government did not have an independent national rapporteur or other mechanism to report on its anti-trafficking efforts during the reporting period, but the new legislation passed in March appointed Luxembourg's Consultative Commission for Human Rights as the national rapporteur on trafficking in persons to coordinate future efforts. The government still had not established a national action plan to combat trafficking in persons, nor did it undertake any measures to reduce demand for commercial sex acts or forced labor in 2013. The government did not report any child sex tourism prosecutions or take specific measures to reduce the participation in international sex tourism by its nationals during the reporting period.

MACAU (Tier 2)

The Macau Special Administrative Region of the People's Republic of China is primarily a destination and, to a much lesser extent, a source territory for women and children subjected to sex trafficking and forced labor. Sex trafficking victims originate primarily from mainland China; many are from inland Chinese provinces and travel to the border province of Guangdong in search of better employment. Some are from Mongolia, Vietnam, Ukraine, and Russia. Many trafficking victims fall prey to false advertisements for jobs in casinos and other legitimate employment in Macau, but upon arrival are forced into prostitution. Foreign and mainland Chinese women are sometimes passed to local organized crime groups, held captive, and forced into sexual servitude. Victims are sometimes confined in massage parlors and illegal brothels, where they are closely monitored, forced to work long hours, have their identity documents confiscated, and are threatened with violence. Chinese, Russian, and Thai criminal syndicates are believed to be involved in recruiting women for Macau's commercial sex industry. Children are reportedly subjected to sex trafficking on the premises of casinos in Macau.

Macau authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. Macau authorities investigated 34 sex trafficking cases, initiated prosecutions involving three alleged traffickers, and identified and assisted 38 victims of sex trafficking during the reporting period. While no labor trafficking cases were initiated or prosecuted, and no labor trafficking victims were identified during the reporting year, Macau authorities established a working group to improve anti-labor trafficking efforts. No alleged sex traffickers were convicted under Macau's anti-trafficking law, which is a decrease from nine in the previous reporting period.



RECOMMENDATIONS FOR MACAU:

Increase efforts to investigate and prosecute sex trafficking offenses and convict and punish sex trafficking offenders; increase efforts to investigate and prosecute perpetrators of forced labor; continue to implement proactive victim identification methods, particularly among vulnerable populations such as migrant workers and children in prostitution in casinos; continue to educate law enforcement and other officials and the public on forced labor and sex trafficking; conduct sex trafficking awareness campaigns for visitors to Macau to increase awareness that soliciting or engaging in prostitution with children minors is a crime; and conduct a survey to understand the vulnerabilities of the migrant labor population in Macau to trafficking.

PROSECUTION

Macau authorities sustained moderate anti-trafficking law enforcement efforts during the reporting period. Macau's anti-trafficking law, Law Number 6/2008, prohibits all forms of trafficking in persons and prescribes penalties of three to 15 years' imprisonment, which are sufficiently stringent punishments and commensurate with those prescribed for other serious crimes, such as rape. Law enforcement and judicial capacity constraints remain major challenges and constraints in addressing trafficking crimes.

In 2013, the authorities conducted 34 sex trafficking investigations, compared to 15 investigations in 2012. Authorities also reported investigating four cases of suspected fraudulent recruitment by employers, but these cases were closed due to a lack of evidence. Three cases of sex trafficking resulted in prosecutions, compared to two cases in 2012. No trafficking offenders were convicted as compared to nine convictions reported in the previous year. Macau authorities have not reported any labor trafficking investigations, prosecutions, or convictions for nine consecutive years. Authorities reported increasing judicial capacity with the hiring of six additional prosecutors, but none were assigned specifically to handle anti-trafficking cases.

In addition to standard trafficking awareness training that all judiciary police and public security police officers receive, Macau authorities organized and attended numerous anti-trafficking trainings throughout the year. In July, Macau's anti-trafficking committee ("Human Trafficking Deterrent Measures Concern Committee") organized a seminar on forced labor and victim identification for 303 labor inspectors and law enforcement personnel. In October, the anti-trafficking committee, in conjunction with IOM, held a seminar to share best practices on victim identification and combat labor trafficking for 187 law enforcement officials. Macau authorities reported cooperating with mainland Chinese and Hong Kong authorities on anti-trafficking efforts. The authorities did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses.

PROTECTION

Macau authorities demonstrated increased efforts to protect trafficking victims. In 2013, authorities identified 38 victims of forced prostitution, 36 from mainland China and two from Ukraine, and 24 of whom were between the ages of 14 and 17, compared with 25 victims in 2012. The authorities identified no victims of forced labor. Macau's Social Welfare Bureau (SWB) reported assisting and offering shelter to all identified victims in cooperation with local NGOs. Macau authorities designated 21 beds for female trafficking victims of any nationality at a shelter managed by SWB and allocated the equivalent of approximately $375,480 to fund and support trafficking victim protection measures, an increase from $250,000 in the previous year. SWB continued to operate a shelter for male victims, though the authorities did not assist any male victims during the reporting period. Macau authorities have a formal victim identification process, operational referral process, and standardized screening questionnaire that guide law enforcement, immigration, and social services personnel. Authorities sustained an existing partnership with a local NGO to identify interpreters to assist in interviewing foreign trafficking victims. Authorities encouraged victims to assist in the investigation and prosecution of trafficking crimes by providing temporary shelter and assistance. Authorities had a policy offering foreign crime victims legal alternatives, such as immigration relief, to removal to countries in which they would face retribution or hardship; however, no trafficking victims were known to have benefited from such immigration relief.

PREVENTION

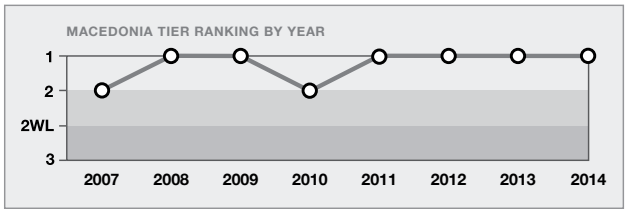
Macau authorities sustained efforts to prevent forced labor and commercial sex. Authorities funded an NGO to operate a 24-hour hotline that could be used by trafficking victims. The Labor Affairs Bureau (LAB) and law enforcement agencies continued to disseminate thousands of leaflets and pamphlets to raise awareness of labor trafficking. Macau's anti-trafficking committee established a "TIP and Labor Exploitation Working Group" to improve its anti-labor trafficking efforts. In March, LAB, Public Security Police, and an NGO organized a seminar for 70 Filipino resident workers to raise awareness of Macau's legal protections for migrant workers. LAB organized a migrants' rights seminar for 200 employment agency workers. Macau eliminated a requirement that foreign workers who are fired or quit a job wait six months before obtaining a new job; this waiting period previously made migrants vulnerable to forced labor. In an attempt to reduce demand for commercial sex acts, law enforcement authorities continued to combat the distribution of prostitution-related advertisements and increased the number of inspections of illegal brothels. These efforts, however, did not appear to significantly reduce demand for sexual exploitation in casinos, night clubs, saunas, and other areas known for sexual exploitation. Authorities did not report any investigations or prosecutions of child sex tourism.

MACEDONIA (Tier 1)

Macedonia is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Macedonian women and children are subjected to sex trafficking and forced labor within the country in restaurants, bars, nightclubs, and forced begging. Children, primarily ethnic Roma, are subjected to forced begging. The age of identified victims is increasingly younger and more victims originate from

neighboring countries. The national rapporteur's annual report determined that two-thirds of Macedonia's identified domestic victims were minors between the ages of 12 and 18. Foreign victims subjected to sex trafficking in Macedonia often originate from Albania, Bulgaria, Serbia, Bosnia and Herzegovina, Ukraine, and Kosovo. Macedonian citizens are often subjected to sex trafficking and forced labor in Greece, Belgium, Croatia, and other countries in South, Central, and Western Europe. Traffickers use fraudulent promises of employment to deceive young women and subject them to trafficking abroad. International organized crime groups are reportedly involved in human trafficking within the country and abroad.

The Government of Macedonia fully complies with the minimum standards for the elimination of trafficking. The government imposed sufficiently stringent sentences on convicted offenders, identified more victims of trafficking, and adopted a budget for the implementation of the national action plan for 2013. However, the government significantly decreased investigations of trafficking offenders by 89 percent and decreased convictions by 65 percent. Victims were subjected to unnecessary repeated interviews during investigation, prosecution, and trials, and in practice victims were punished for offenses they committed as a result of their being trafficked. The government also failed to recognize Roma victims of forced begging as victims of trafficking.



RECOMMENDATIONS FOR MACEDONIA:

Vigorously investigate, prosecute, and convict trafficking offenders, including officials complicit in trafficking in persons; ensure that victims are not detained, deported, or punished as a result of their being trafficked; proactively improve victim identification efforts by including trained social workers and NGOs in initial screening for trafficking in all police raids involving vulnerable migrants; improve victim identification efforts by raising awareness and training professionals and law enforcement on trafficking indicators, especially in cases for forced labor (including forced begging), and by allowing NGOs to identify victims; continue to train social workers and NGOs in initial screening for trafficking; ensure that all victims of trafficking have the freedom to come and go from shelters; provide shelters for male victims of trafficking; train law enforcement, judges and prosecutors on a victim-centered approach; provide specialized training for officials to better understand psychological forms of coercion, debt bondage, threats, and the symptoms of victims' trauma; increase measures for assistance and support of risk groups, especially children on the streets; actively screen migrants and asylum seekers for trafficking indicators; increase funding to ensure comprehensive care in shelters and to support reintegration services; and increase prevention efforts aimed at effectively curbing the demand for trafficking in persons.

PROSECUTION

The Government of Macedonia decreased law enforcement efforts by investigating and convicting fewer offenders. The government prohibits all forms of both sex and labor trafficking through Articles 418(a) and (d) of its criminal code, which prescribe a minimum penalty of four years' imprisonment. This is sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In 2013, the government investigated one new trafficking offender, a decrease from nine in 2012. The government initiated prosecutions against seven defendants, including six offenders from investigations in 2011 and 2012. In 2013, courts convicted six defendants of sex trafficking of children, and one defendant for labor and sex trafficking of children, a decrease from 20 convictions in 2012. The defendants received sentences ranging from four to 10 years' imprisonment. Courts awarded financial compensation of the equivalent of approximately $9,800 in total to four victims from their convicted traffickers. The government improved communication with authorities in European countries, which provided for an increase in the number of Macedonian victims of trafficking identified abroad; the use of a transnational referral mechanism for EU and non-EU countries eased the repatriation process for victims. The government conducted two cooperative international trafficking investigations with Swiss and French law enforcement. In 2013, the government investigated and initiated prosecution of one police officer for involvement in migrant smuggling with elements of human trafficking. The Appellate Court upheld the conviction and sentencing of one year and six months' imprisonment of a police officer complicit in trafficking reported in the previous TIP Report. Some police and labor inspectors were reportedly complicit in trafficking and accepted bribes. The government trained 50 police officers and members of anti-trafficking committees on the issues of trafficking and efficient identification of victims. During the reporting period, the government trained police officers and labor inspectors on victim identification. Border police and immigration officers received victim identification training.

PROTECTION

The government sustained efforts to protect victims, allocating funds from its state budget exclusively to trafficking victim protection and direct assistance. The government identified 15 victims of trafficking in 2013, an increase from eight in 2012. Of these, nine were minors; five minors were victims of sex trafficking; and one victim was awaiting repatriation from Croatia. NGOs referred four victims in cooperation with social workers from mobile teams in the field. Nine victims, including two adult foreign victims cooperating with law enforcement, were accommodated at the government-funded domestic victims' shelter, and five were accommodated at the government and NGO-operated foreign victims' center, which serves foreign victims of trafficking and illegal migrants. Victims accommodated at the domestic shelter were granted freedom of movement; however, victims at the foreign victims' center were not granted freedom of movement beyond the grounds of the center. The foreign victim's center provided accommodations, psychological, medical, social assistance, and legal guardianship. Extended reintegration services provided comprehensive and protracted assistance beyond the initial stay in the shelter, based on an assessment by the psychologist and social workers of the victim's readiness to reintegrate; three victims received this support. The government provided the equivalent of approximately $68,000 for the foreign victims' center. Victims were able to obtain a two-month temporary residence permit while they decided whether or not to testify against their traffickers. The government granted two victims a six month temporary residence permit to foreign victims with the possibility of a three months' extension, regardless of whether they choose to testify. The remaining four foreign victims were voluntarily repatriated. No shelter existed for male victims of trafficking. The government assigned legal

representatives to children and an advocate employed by the national referral mechanism (NRM) provided legal services to victims. Domestic victims of trafficking who did not choose to stay in the shelter had access to psychological and social services from the government centers for social welfare, which also provided reintegration services, including education and job placement in collaboration with an NGO. The government allocated the equivalent of approximately $7,000 each to four NGOs for direct assistance and prevention activities, equal to funds provided in 2012. The government relied on NGOs to provide funding for the victims' day-to-day activities in the shelter. The government continued its memorandum of understanding with the Red Cross to provide emergency medical assistance to foreign victims in the foreign victims' shelter. The government allocated the equivalent of approximately $112,000 from its state budget exclusively to trafficking victim protection and direct assistance.

Social workers partnered with police officers to remove more than 50 children, predominately ethnic Roma, from forced begging on the streets and placed them in daycare centers or orphanages, and often fining or jailing their parents. The government did not identify these children as victims of trafficking. In 2013, Parliament adopted amendments to the health law allowing victims of trafficking to obtain medical assistance free of charge. In several cases, NGOs paid for emergency medical care for victims and had difficulty being reimbursed. NGOs reported a lack of sensitivity toward victim witnesses, including unnecessary repeated interviews during investigation, prosecution and trials, and in practice, victims were punished for offenses they committed as a result of their being trafficked. NGOs reported that communication between the government and NGOs improved and the NRM worked effectively, which resulted in the identification and referral of victims to shelters. NGOs were not given the ability to identify victims on their own, although they had the ability to refer cases through the NRM or independently while abiding by the set standard of operating procedures. While victims may claim restitution through civil proceedings, due to the complexity of the legal process no victims have successfully completed a claim. Funding dedicated to combating trafficking remained low, but police were able to dedicate more time and resources to anti-trafficking efforts. The government, in collaboration with NGOs, established five joint mobile units that identified and referred victims.

PREVENTION

The government increased anti-trafficking prevention efforts during the reporting period by adopting a budget for the implementation of the national action plan for 2013 and continuing to coordinate with NGOs on public awareness campaigns. The national commission, comprised of 14 representatives from various government agencies, was responsible for coordinating all anti-trafficking efforts, and implementing the 2013-2016 national action plan. The government adopted a budget of the equivalent of approximately $346,000 for the 2013 national action plan goals, compared with the equivalent of approximately $210,000 in 2012. The government, in collaboration with social workers, education officials, and NGOs conducted a four-day seminar for Roma students and teachers and Roma NGOs about the risks of forced marriages between minors. The national rapporteur published an annual report in February 2014, which provided a comprehensive assessment of trafficking activities during 2013. The government trained health practitioners, legal representatives of minor victims, and over 60 social workers on managing trafficking cases. The national commission and NGOs conducted awareness raising activities and campaigns in areas identified as high risk for trafficking. The government, in coordination with NGOs, organized over 300 awareness presentations and anti-trafficking workshops in schools for over 8,000 students; awareness materials were available for the general public at offices and libraries. The national commission continued to broadcast a television campaign to reduce client demand for victims of trafficking. The government and NGOs continued to organize seminars and show films to raise awareness of trafficking. These presentations and films included speakers and materials focused specifically on demand reduction, including presentations by lawyers and doctors on the severe consequences of procuring commercial sex services.

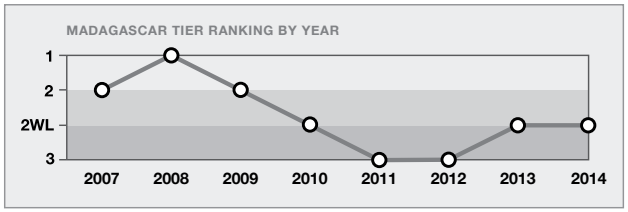
MADAGASCAR (Tier 2 Watch List)

Madagascar is a source country for men, women, and children subjected to forced labor and women and children subjected to sex trafficking. International observers and NGO reports indicate that sex and labor trafficking of Madagascar's citizens has continued to increase, particularly due to a lack of economic development and a decline in the rule of law since the political crisis that began in March 2009. Thousands of Malagasy women are employed as domestic workers in Lebanon, Kuwait, and Saudi Arabia; a smaller number of workers have also departed for Jordan, Mauritius, and Seychelles in search of jobs. Many of the women who migrate are single mothers who come from rural areas and are illiterate, making them vulnerable to deception and abuse at the hands of recruitment agencies and employers. Trafficking victims returning from Lebanon, Kuwait, and Saudi Arabia reported rape, psychological abuse, physical torture and violence, sexual harassment and assault, harsh working conditions, confinement to the home, confiscation of travel documents, and withholding of salaries. At least five deaths were reported among this population during the year. During the reporting period, Malagasy women and girls were recruited to work in domestic service in China; some of these women and girls were subsequently subjected to forced labor and sold as brides. Malagasy men have been subjected to forced labor aboard Chinese-flagged fishing vessels in South Africa's territorial waters.

Malagasy children, mostly from rural areas, are subjected to domestic servitude, prostitution, forced begging, and forced labor in mining, fishing, and agriculture within the country. Most child sex trafficking occurs with the involvement of family members, but friends, transport operators, tour guides, and hotel workers also facilitate the trafficking of children. Informal employment agencies recruit child domestic servants who are subsequently subjected to forced labor. Parents force their children into various forms of prostitution to earn money to support their families; in some cases, parents have directly negotiated prices with clients when prostituting their children. Some children are fraudulently recruited for work in the capital as waitresses, maids, and masseuses before being coerced into prostitution. NGOs reported an increase in the prevalence of child prostitution since the installation of formal mining projects in Toamasina and, more strikingly, in the informal mining sectors in Illakaka. NGOs also reported that child sex tourism continued to increase during the last year, particularly in the coastal cities of Toamasina, Nosy Be, Toliary, Antsiranana, and Mahajunga, as well as in the capital, Antananarivo. There was also a significant increase in the exploitation of younger children in the commercial sex trade, with cases involving children as young as 8-years-old. The main

clients of prostituted boys and girls in Madagascar are Malagasy men. Most child sex tourists are French (including from Mayotte) and Italian nationals, with some reports of sexual exploitation by other Western nationals. There were also isolated cases of Comorian nationals engaging in child sex tourism in Nosy Be during the reporting period.

The Government of Madagascar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Madagascar is placed on Tier 2 Watch List for the second consecutive year. Since the March 2009 coup, combating human trafficking has not been a priority for the regime's leadership, despite the growing size of the problem both internally and transnationally. However, during the reporting period, technical experts helped secure the first seven convictions reported under the 2007 anti-trafficking law, and key ministries partnered with international organizations and NGOs to increase prevention efforts. Despite widespread corruption and alleged complicity of government officials in trafficking offenses, the government failed to investigate or prosecute officials responsible for these offenses. It lacked formal procedures to proactively identify trafficking victims among vulnerable populations and did not systematically provide services or refer victims to NGOs for care. For a fifth year, the government did not engage with the Government of Lebanon regarding protection and legal remedies for exploited Malagasy workers and, in most cases, failed to assist with the return of Malagasy victims to Madagascar.



RECOMMENDATIONS FOR MADAGASCAR:

Continue to use the anti-trafficking law, including at the regional level, to investigate and prosecute trafficking offenses, including those involving forced labor; vigorously investigate and prosecute government officials suspected of trafficking-related complicity and, when appropriate, convict and apply sufficient punishments to such officials; amend the anti-trafficking law to provide sufficiently stringent penalties for labor trafficking; provide anti-trafficking training to law enforcement, labor, and social welfare officials on how to adequately identify victims, investigate cases, and refer victims to appropriate services; work with the governments of destination countries to guarantee protections for Malagasy domestic workers that are in compliance with international standards and jointly address cases of abuse; bolster consular services in the Middle East to provide adequate protection for Malagasy workers; improve data collection on law enforcement efforts to combat trafficking, including the number of victims identified, cases investigated and prosecuted, and the number of convictions of trafficking offenders; provide adequate funding to the anti-trafficking inter-ministerial committee and promote coordination between the committee, NGOs, and international partners; and increase efforts to raise public awareness of labor trafficking, including the labor trafficking of adults.

PROSECUTION

The government maintained law enforcement efforts during the year, resulting in at least seven prosecutions and seven convictions of offenders under the 2007 anti-trafficking law. Anti-Trafficking Law No. 2007-038 prohibits all forms of human trafficking, but prescribes punishments only for sex trafficking; prescribed penalties range from two years' to life imprisonment and are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Article 262 of Madagascar's labor code criminalizes labor trafficking, for which it prescribes insufficiently stringent penalties of one to three years' imprisonment. Decree 2007-563 prescribes insufficiently stringent punishments of up to two years' imprisonment for various forms of child trafficking, including prostitution, domestic servitude, and forced labor, which are at odds with the more significant punishments provided under the anti-trafficking law. During the reporting period, the National Police's Morals and Minors Brigade investigated 68 cases related to trafficking and exploitative child labor offenses. The Criminal Affairs Brigade also investigated the deaths of four alleged trafficking victims whose remains were returned from Saudi Arabia and Lebanon. The government was unable to confirm how many of the investigated cases were referred to prosecution due to poor data collection. However, at least seven traffickers were prosecuted and convicted of trafficking offenses in Nosy Be during the reporting period; the defendants were convicted of child sex trafficking and received sentences ranging from 12 months' to five years' imprisonment. Of the seven convicted offenders, three were minors, and therefore received reduced prison sentences of 12 months' imprisonment; the remaining four convicted offenders received penalties ranging from two to five years' imprisonment, in accordance with the penalties prescribed under the 2007 anti-trafficking law. These were the first convictions ever reported under the 2007 anti-trafficking law.

Public officials' complicity in human trafficking remained a significant problem. Reports indicate that various government officials purchased sexual services from children in Antananarivo and Nosy Be. Additionally, police in Nosy Be allegedly encouraged financial arrangements between victims and their offenders, rather than pursuing charges, which perpetuated impunity. There were increased reports of senior government officials' complicity in the trafficking of domestic workers abroad during the reporting period. For example, senior officials from the Ministry of Labor reportedly assisted unlicensed recruitment agencies in obtaining fraudulent travel and identification documents. Additionally, local officials were complicit in obtaining fraudulent identity cards, which facilitated the sex trafficking of children domestically. Despite these reports, the government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses.

PROTECTION

The government made some efforts to protect victims. However, it lacked formal procedures to proactively identify trafficking victims among vulnerable populations and did not systematically provide services or refer victims for care. The Ministry of Population and Social Affairs, in collaboration with an international organization, supported approximately 450 active multi-sector networks covering 22 regions throughout the country to protect children from abuse and exploitation. These networks were meant to protect children from various forms of abuse and exploitation, as well as ensure access to medical and psychosocial services for victims; however, the quality of services provided varied greatly depending on the location of the networks. These networks documented a total of

2,837 cases of child exploitation, approximately 182 of which are believed to have involved trafficking; it is unclear how many of these victims were referred to adequate protective services. NGOs offered services to an additional 299 victims. The Ministry of Labor operated and provided the equivalent of approximately $36,000 to the Manjarisoa Center in Antananarivo, which offered services to 30 victims of exploitative child labor and child sex trafficking; however, the government did not operate any shelters specifically for trafficking victims or provide support to NGO-run care facilities. NGOs provided counseling, legal services, and medical care to victims and referred them to government hospitals. Available services and facilities were insufficient and often nonexistent in areas beyond Antananarivo. There were no reports that the government arrested or punished trafficking victims for unlawful acts committed as a direct result of being trafficked. However, in at least one case, an employer made false accusations against his domestic worker in retaliation after the worker reported that she was physically abused by the employer; although the victim was wrongfully jailed for nearly a month, she was later released and the employer was convicted for assault. There are no formal procedures in place to encourage victims to assist law enforcement in the prosecution of their traffickers; however, the police reported that some trafficking victims were active participants in the investigations of their alleged traffickers during the reporting period.

During the reporting period, multiple trafficking victims continued to return from Lebanon, Kuwait, and Saudi Arabia, where they were subjected to various forms of abuse while working in domestic service. For a fifth consecutive year, the government did not engage the Government of Lebanon regarding the protection of and legal remedies for exploited Malagasy workers; however, the government began discussions with the governments of Kuwait and Saudi Arabia concerning the protection of Malagasy workers. Madagascar's Charge d'Affaires at the Consulate in Saudi Arabia and the honorary Consul in Beirut failed to adequately address the needs of Malagasy trafficking victims, refusing to advocate for victim protection or to launch investigations into allegations of abuse. When Malagasy trafficking victims were repatriated, the government failed to provide them with resources or assistance; the vast majority arrived in Madagascar destitute and in need of psychological and medical services.

PREVENTION

The government made modest efforts to prevent trafficking. An *ad hoc* inter-ministerial committee, led by the Prime Minister's Office, convened on an informal basis to coordinate the government's anti-trafficking efforts; however, the government did not provide any funding to support the committee's activities during the reporting period. A ban on domestic worker travel to Lebanon remained in place during the reporting period. The inter-ministerial committee developed a decree, issued by the Prime Minister, prohibiting domestic workers from going to Kuwait and Saudi Arabia until the receiving countries institute sufficient protection measures for migrant workers. Following the adoption of this decree, the government began negotiations with the governments of Kuwait and Saudi Arabia to develop bilateral conventions to protect the rights of migrant workers; however, neither convention was finalized at the end of the reporting period. Although the number of migrant workers traveling to Kuwait and Saudi Arabia decreased after the decree was issued, unlicensed recruitment agencies used neighboring islands such as Mauritius and Comoros as transit points to continue sending Malagasy domestic workers to these and other destination countries for trafficking victims. In one documented case, Comorian authorities in Anjouan intercepted Malagasy women intending to travel to the French island of Mayotte in order to board flights to the Middle East; Comorian officials then coordinated their return to Madagascar. The Government of Madagascar did not make an effort to improve its oversight of recruitment agencies, and government officials and NGOs reported that some government officials supported the illicit activity of these agencies.

The police continued to operate a 24/7 national hotline to report child exploitation cases, which led to numerous trafficking investigations. The Ministry of Population, with funding from an international organization, launched a national awareness campaign to encourage the general public to report cases of child exploitation, including trafficking. The Ministry of Tourism and the Ministry of Population continued to partner with local NGOs and international organizations to implement a code of conduct to combat the commercial exploitation of children in the Nosy Be tourism industry; as part of this effort, officials from both ministries served on a local implementation committee charged with enforcing compliance by tourism establishments who previously endorsed the code of conduct. The National Tourism Office placed an advertisement in a brochure distributed to all air travelers arriving in Madagascar, which highlighted the illegality of engaging in the commercial sexual exploitation of children in Madagascar. The government did not make any tangible efforts to reduce the demand for forced labor during the reporting period.

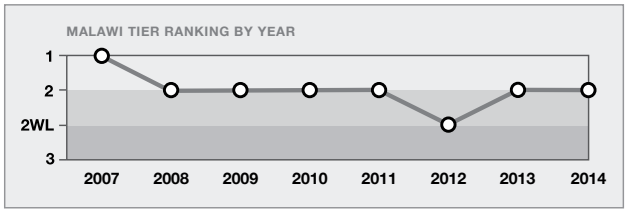
MALAWI (Tier 2)

Malawi is a source country for men, women, and children subjected to forced labor and sex trafficking. To a lesser extent, Malawi is also a destination country for men, women, and children from neighboring countries subjected to labor and sex trafficking and a transit point for people from some of these countries subjected to labor and sex trafficking in South Africa. Most Malawian trafficking victims are exploited within the country, with victims generally transported from the southern part of the country to the central and northern regions. Children are subjected to forced labor in the agriculture sector (predominantly in the tobacco industry, but also on tea, coffee, and sugar plantations), goat and cattle herding, and brickmaking. Frequently, traffickers entice families to part with their children with the promise of work as farm laborers. NGOs have noted a growing trend of traffickers using long-haul public transport buses to move three to four boys or young adults at a time from the southern region for forced labor on tobacco farms in the northern and central regions. Children are also subjected to forced labor in begging, small businesses, and potentially in the fishing industry. Some are coerced to commit crimes. One-third of Malawian children are involved in labor activities; the majority of cases of child labor outside of the family involve fraudulent recruitment and physical or sexual abuse, conditions indicative of forced labor. Adult tenant farmers are vulnerable to exploitation, as they incur debts to landowners and may not receive payment in times of poor harvest. Brothel owners or other facilitators lure girls—including primary school children—from rural areas with promises of clothing and lodging, for which they are later charged high fees, resulting in prostitution coerced through debts in Malawi or neighboring countries.

Malawian victims of sex and labor trafficking have been identified in Mozambique, South Africa, Zambia, Tanzania, and Europe.

In 2013, Zambian police discovered 30 Malawian women and girls with false identity and immigration papers at a bus terminal in Lusaka. Zambian officials determined these women and girls were likely trafficking victims. Malawian girls are subjected to domestic servitude in eastern Zambia. In recent years, there have been reports of young girls being drugged, gang-raped, and placed in the sex trade. Some girls recruited for domestic service are instead forced to marry and subsequently subjected to prostitution by their "husbands." Anecdotal reports indicate that South Asian adults and children have been subjected to forced labor in past years. Migrants from the Great Lakes region and the Horn of Africa may become labor trafficking victims in Malawi or transit through Malawi and subsequently become labor trafficking victims in South Africa.

The Government of Malawi does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2013, the Malawi Police Service (MPS) produced its second report of law enforcement data from seven districts; authorities in two of the districts provided additional data. Malawi sustained law enforcement efforts, reporting 15 trafficking convictions in seven districts. The government, often in partnership with NGOs, identified at least 119 trafficking victims, a slight decrease from the 135 trafficking victims identified in 2012. Government and NGO representatives participated in anti-trafficking workgroups; however, district-level officials received little supervision or guidance from national coordinating bodies. The government failed to finalize and forward to parliament anti-trafficking legislation submitted to the government by a specially constituted law commission in 2011. It also failed to make systematic efforts to identify and protect trafficking victims. The government continued to rely on international organizations and NGOs to fund and implement most anti-trafficking programs.



RECOMMENDATIONS FOR MALAWI:

Enact comprehensive anti-trafficking legislation to define offenses, increase penalties for trafficking crimes, and coordinate anti-trafficking law enforcement and victim protection services; vigorously prosecute both sex and labor trafficking offenses; investigate and prosecute officials complicit in trafficking crimes, including corruption by immigration and police officers; expand training and increase funding for judges, prosecutors, labor inspectors, and police to identify, investigate, and prosecute trafficking offenses; improve and expand the collection of national prosecution and protection data; increase awareness and monitoring of human trafficking crimes, as well as efforts to identify traffickers and victims at border crossings and internal police checkpoints; develop formal structures to identify trafficking victims, especially among vulnerable populations, and to refer them to available services; increase the availability of shelters and protection services for victims, including through financial or material support to NGOs for expansion of direct service provision; sentence convicted traffickers to sufficiently stringent punishments, including the increased imposition of prison sentences rather than fines or suspended sentences; adopt a national strategy to combat trafficking that focusing on improving national-level coordination of anti-trafficking efforts across all districts; and launch anti-trafficking public awareness campaigns.

PROSECUTION

The Government of Malawi sustained its anti-trafficking law enforcement efforts, though enforcement of forced labor and child trafficking laws remained weak. Malawi prohibits all forms of trafficking through various laws, including the Employment Act and Articles 135 through 147 and 257 through 269 of the penal code, which criminalizes forced labor and forced prostitution, although it does not define child sex trafficking in accordance with international law. The penalties prescribed under these various statutes range from small fines to 14 years' imprisonment; the maximum penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The Child Care, Protection, and Justice Act of 2010 prohibits child trafficking and prescribes sufficiently stringent penalties of up to life imprisonment for convicted traffickers. The government, however, has yet to complete implementation guidelines for the act. Comprehensive anti-trafficking legislation is necessary to codify anti-trafficking provisions in a single place using language that law enforcement and judicial officials can easily apply, to provide stiffer penalties to deter trafficking offenses, to establish mechanisms for the government to coordinate its anti-trafficking response, and to enhance victim protection. Draft comprehensive anti-trafficking legislation has been pending since 2011. In March 2014, following a lengthy review by the Ministry of Home Affairs, the legislation was returned to Malawi's cabinet for consideration.

In 2013, the Malawi police force produced its second-ever report of anti-trafficking data covering seven of Malawi's 28 districts; police provided information for eight districts in 2012. Poor record management and a lack of government direction contributed to shortcomings in tracking accurate investigation, prosecution, and conviction statistics nationwide. Police reported the government convicted 15 traffickers in seven districts; 13 traffickers were convicted across eight districts in 2012. The police reported arresting 32 suspects, down from 72 in 2012. Police from two of the seven reporting districts provided additional investigation, prosecution, and conviction data—some of which was included in the national report. Mchinji police reported arresting suspects in 10 cases. In these cases, eight convictions were obtained with punishments ranging from light fines to 30 months' imprisonment with hard labor. Phalombe police reported five investigations involving 12 suspects. Each investigation involved boys and young men being sent to Mozambique for forced labor on farms. Prosecutors issued charges in several of the cases under section 79 of the Child Care, Protection, and Justice Act. Eight traffickers were convicted with sentences ranging from 12 to 18 months' imprisonment with hard labor, with two others convicted but given suspended sentences. In one high profile case of alleged trafficking, Malawian police at the Karonga border crossing with Tanzania detained two men transporting 25 girls and four boys. Civil society groups investigating the incident believe the children were being trafficked for purposes of early marriage and forced labor under the pretense of receiving religious education in Tanzania. Charges against one suspect were dropped, while the second suspect fled after being granted bail and remains at large.

The Ministry of Home Affairs, which includes the MPS and immigration officials, has primary responsibility for the

prosecution of trafficking crimes and enforcement of trafficking laws. MPS prosecutors are responsible for prosecuting the vast majority of identified trafficking cases in Malawi. Malawi's High Court reported 120 judicial officers received training on trafficking issues funded by a foreign government. The Immigration Department continued to train an unspecified number of immigration officers on how to identify human traffickers and assist trafficking victims. Police recruits received some basic training on child trafficking as part of broader trainings on child protection. Members of the Malawi Network against Child Trafficking (MNACT) trained 35 judges and magistrates. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, including low-level police and immigration officials who allegedly facilitated illegal border crossings.

PROTECTION

The Government of Malawi sustained inadequate efforts to provide protection to trafficking victims. It relied largely on NGOs to identify victims and provide long-term care. The national government lacks comprehensive data on the number of victims it identified, referred, or assisted during the reporting period; however, case information provided by the MPS indicates that the government identified at least 119 trafficking victims. The government reported identifying at least 135 victims in 2012. NGOs separately reported identifying a significant number of victims, but it was unclear what assistance the government provided these victims. The government continued to lack systematic procedures for the proactive identification of victims and their referral to care. Police, district-level social welfare officers, and child protection officers cooperated with local NGOs on an *ad hoc* basis to coordinate the rescue and care of trafficking victims.

A 2011 NGO baseline survey of six districts reported that 73 percent of victims did not receive any services after their rescue. The lack of adequate and longer-term assistance leaves victims vulnerable to re-trafficking. The government funded one social rehabilitation center in Lilongwe for orphans, vulnerable children, trafficking victims, and gender-based violence victims, that offered counseling and assistance services. Government officials reported providing assistance to several child trafficking victims at this center during 2013. More than 300 police stations at the sub-district level housed victim support units (VSUs) to respond to gender-based violence and trafficking crimes; however, the VSUs lacked capacity to respond adequately, providing only limited counseling and, in some districts, temporary shelter to victims. Some foreign victims likely avoided these centers out of fear of being deported. As a result of the minimal capacity of the VSUs, some district staff temporarily sheltered victims in their offices or used their personal funds or donor payments for hotel stays. Specialized care for male victims remained limited in the country. The government did not provide material or financial support for most NGO services, including the only dedicated shelter for trafficking victims in the country, which is operated by an international NGO.

The government did not have a policy of providing foreign victims with temporary residency or other legal alternatives to their removal to their countries of origin; in practice, foreign victims faced deportation unless they challenged their immigration status in court. Trafficking victims participated in investigations and prosecutions and had the option to seek restitution as a result of the crimes committed against them; in practice, such sums awarded were at the minimum rural wages in cases of forced labor. Law enforcement generally treated persons in prostitution—including children—as criminals, rather than those who facilitated their prostitution or clients; subsequent to their arrest, some police coerced persons in prostitution, possibly including sex trafficking victims, into sex acts by threatening them with charges. There were no reports of trafficking victims penalized for crimes as a direct result of being trafficked; however, the government failed to screen suspects to determine whether criminal conduct was coerced, and some trafficking victims may have been penalized.

PREVENTION

The government sustained overall efforts to prevent human trafficking, despite a decline in labor inspections compared to 2012. Multiple government agencies were involved in anti-trafficking efforts. The Ministry of Gender led a working group, created in 2012, called the Child Protection Technical Working Group (TWG). The TWG partnered with four networks of NGOs and international organizations that focused on individuals with disabilities, street children, child labor, and human trafficking. The human trafficking network—MNACT—was comprised of government officials, NGOs, and religious leaders; it met three times during the reporting period. This is an increase from meeting only once in 2012. Government and NGO members of MNACT carried out additional anti-trafficking activities at the district level. Most districts had local committees focused on child protection issues.

Malawi continued to lack a national action plan to combat trafficking. The government maintains a 2012-2016 Child Labor National Action Plan and has drafted a National Child Labor Policy which remains under cabinet review. In 2013, the government conducted approximately 600 labor inspections, which represents a large decrease from 1,750 labor inspections in 2012. As of January 2014, the Ministry of Labor employed 29 District Labor Officers and 120 labor inspectors, 60 of whom are dedicated to monitoring child labor. Budget constraints limited the amount of monitoring. The Kasungu District Social Welfare office reported training an unspecified number of child labor monitors. Labor inspectors lacked resources to conduct proactive inspections; however, they investigated cases of forced or exploitive labor when alerted to complaints. In 2013, the government pursued labor export agreements with South Korea, the United Arab Emirates, and Kuwait. Government officials reported concluding agreements with the UAE and Kuwait, but the South Korea effort did not result in an agreement. NGOs expressed concern that these labor export arrangements are not well known to the general public and lack protections for workers against trafficking.

The Malawi Human Rights Commission, an independent government agency, conducted outreach on draft anti-trafficking legislation to Members of Parliament. Government officials spoke about the dangers of child trafficking at several conferences. The majority of public awareness campaigns were coordinated at the district level with NGOs partners. National-level coordinating bodies played a negligible role, failing to organize awareness activities or finalize the national plan of action drafted in 2010. The government did not make efforts to reduce the demand for commercial sex acts or forced labor during the year, and made no efforts to address child sex tourism. In partnership with a foreign donor, the government provided Malawian troops with anti-trafficking training prior to their deployment abroad on international peacekeeping missions.

MALAYSIA (Tier 3*)

Malaysia is a destination and, to a lesser extent, a source and transit country for men, women, and children subjected to forced labor and women and children subjected to sex trafficking. The overwhelming majority of trafficking victims are among the estimated two million documented and two million or more undocumented foreign workers in Malaysia. Foreign workers typically migrate willingly to Malaysia from other countries in Asia—primarily Indonesia, Bangladesh, the Philippines, Nepal, Burma, Cambodia, Vietnam, India, Thailand, and Laos—in search of greater economic opportunities. Some of the migrants subsequently encounter forced labor or debt bondage at the hands of their employers, employment agents, or informal labor recruiters. Many Malaysian recruitment companies, known as "outsourcing companies," recruit workers from foreign countries. Contractor-based labor arrangements of this type—in which the worker may technically be employed by the recruiting company—create vulnerabilities for workers whose day-to-day employers generally are without legal responsibility for exploitative practices. In some cases, foreign workers' vulnerability to exploitation is heightened when employers neglect to obtain proper documentation for workers or employ workers in sectors other than that for which they were granted an employment visa. In addition, a complex system of recruitment and contracting fees, often deducted from workers' wages, makes workers vulnerable to debt bondage. A Malaysian government policy implemented in January 2013 that places the burden of paying immigration and employment authorization fees on foreign workers, rather than the employers, increased this risk.

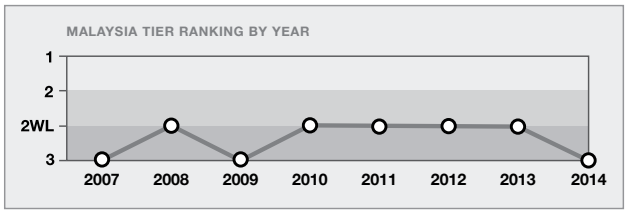
A significant number of young foreign women are recruited ostensibly for legal work in Malaysian restaurants, hotels, and beauty salons, but are subsequently coerced into the commercial sex trade. Some Vietnamese women and girls enter into brokered marriages in Malaysia and are subsequently forced into prostitution. NGOs report Ugandan, Somali, and Ethiopian women are fraudulently recruited to Malaysia for ostensibly legitimate work, but subsequently forced into prostitution. Victims from Nigeria and Rwanda have also been identified. Malaysian authorities report that large organized crime syndicates are responsible for some instances of trafficking.

Many migrant workers on agricultural plantations, at construction sites, in textile factories, and in homes as domestic workers throughout Malaysia are exploited and subjected to practices indicative of forced labor, such as restrictions on movement, deceit and fraud in wages, passport confiscation, and imposition of significant debts by recruitment agents or employers. Some victims of forced labor in Malaysian waters, including Cambodian and Burmese men on Thai fishing boats, reportedly escape in Malaysian territory. NGOs have reported allegations that workers on palm oil plantations are subjected to forced labor. Passport confiscation and contract violations remain widespread, particularly among Malaysia's estimated 380,000 foreign domestic workers. Some Malaysian employers reportedly withheld three to nine months' wages from foreign domestic workers in order to recoup recruitment agency fees and other debt bonds. The Government of Cambodia officially prohibits its nationals from traveling to Malaysia for domestic work; however, some women continue to enter the country using tourist visas to engage in domestic work, and some who arrived prior to the imposition of the ban have been subjected to domestic servitude. Indonesian victims may transit through Malaysia *en route* to Middle Eastern countries—to circumvent anti-trafficking protections put in place by the Indonesian government—where they become victims of domestic servitude.

Refugees in Malaysia lack formal status or the ability to obtain work permits under Malaysian law, making them vulnerable to trafficking. Many incur large smuggling debts; traffickers use these debts to subject some refugees to debt bondage. UNHCR estimates 80,000 Filipino Muslims without legal status, including 10,000 children, reside in Sabah. Some children from refugee communities are reportedly subjected to forced begging. Stateless persons in Sabah—some of whom are unaccompanied children of Filipino and Indonesian migrant workers who have been deported—as well as refugees in this region are vulnerable to forced child labor and debt bondage. A small number of Malaysian citizens are subjected to trafficking internally and have been subjected to trafficking in Australia, China, France, Japan, Singapore, Solomon Islands, South Africa, and the United Kingdom for commercial sexual exploitation. One NGO observed an increase in the number of Malaysian women who were subjected to sex trafficking overseas during the year.

The Government of Malaysia does not fully comply with the minimum standards for the elimination of trafficking. In the 2012 and 2013 *Trafficking in Persons Reports*, Malaysia was granted consecutive waivers from an otherwise required downgrade to Tier 3 on the basis of a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. The Trafficking Victims Protection Authorization Act (TVPA) authorizes a maximum of two consecutive waivers. A waiver is no longer available to Malaysia, which is therefore deemed not to be making significant efforts to comply with the minimum standards and is placed on Tier 3.

During the reporting period, the government made limited efforts to improve its flawed victim protection regime. Malaysian authorities continued to detain trafficking victims in government facilities for periods of time that sometimes exceeded a year; victims had limited freedom of movement and were not allowed to work outside the facilities. The government provided minimal basic services to those staying in its shelters; NGOs—with no financial support from the government—provided the majority of rehabilitation and counseling services. During the reporting period, the government identified two NGOs to operate a new shelter for trafficking victims and allocated funds to support the shelter, but the shelter had not opened by the end of the reporting period; authorities reported the shelter will be operational later in 2014. The government identified 650 potential victims in 2013—significantly fewer than the 1,096 potential victims identified in 2012. It reported fewer investigations (89 compared to 190) and fewer convictions (nine compared to 21) compared to the previous year. Prosecutors reported little interaction with law enforcement during the investigation process and were often unfamiliar with victims' accounts prior to when they appeared as witnesses for the prosecution. In November 2013, the government implemented standard operating procedures for the investigation and prosecution of trafficking offenses. The government announced plans to enable certain foreign labor trafficking victims to seek work while living in shelters; this policy had not taken effect at the end of the reporting period.



RECOMMENDATIONS FOR MALAYSIA:

Amend the anti-trafficking law and government regulations to allow trafficking victims to travel, work, and reside outside government facilities, including while under protection orders; provide, and refer all victims to, protective services within Malaysia, regardless of the likelihood their cases will go to trial; improve victim identification efforts, including by implementing procedures to identify labor trafficking victims among vulnerable groups, such as migrant workers; establish polices to prevent victims of trafficking from being punished for crimes committed as a result of being trafficked; offer legal alternatives to removal to countries in which victims would face retribution or hardship; increase efforts to investigate and prosecute trafficking offenses and convict and punish traffickers, particularly in cases involving labor trafficking; enforce the law that prohibits employers from confiscating passports; apply stringent criminal penalties to those involved in fraudulent labor recruitment or forced labor; increase efforts to investigate—and prosecute and punish, as appropriate—public officials who may profit from trafficking or who exploit victims; increase training for officials on the effective handling of sex and labor trafficking cases, with a particular emphasis on victim protection and the identification of labor trafficking victims; encourage increased efforts by prosecutors to prepare victims for participation as witnesses in trafficking trials; consider funding specialized NGOs to provide victims in government facilities regular access to legal services and effective counseling in their native languages; make greater efforts to educate migrant workers of their rights, legal recourses available, and remedies against traffickers or employers who fail to meet their legal obligations; and increase transnational cooperation with other governments in the region on enforcing anti-trafficking laws.

PROSECUTION

The Government of Malaysia decreased anti-trafficking law enforcement efforts, reporting fewer investigations and convictions related to human trafficking in 2013 than 2012. It hired an additional 101 officers to staff Malaysia's anti-trafficking police unit. Malaysia's 2007 Anti-Trafficking in Persons Act (amended) prohibits all forms of human trafficking and prescribes punishments of up to 20 years' imprisonment, penalties that are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. November 2010 amendments to the law broadened the definition of trafficking to include all actions involved in acquiring or maintaining the labor or services of a person through coercion.

The government reported initiating 89 new investigations of trafficking cases in 2013, a decrease from 190 investigations in 2012. The attorney general's office reported initiating prosecutions against 34 defendants for alleged human trafficking offenses; the government initiated 63 prosecutions against an unknown number of defendants in 2012. The government convicted nine traffickers (five for sex trafficking and four for forced labor), a decrease from 21 traffickers (11 for sex trafficking and 10 for forced labor) convicted in 2012. Sentences ranged from three to 15 years' imprisonment for each trafficking charge and averaged 5.8 years; some traffickers received lengthier sentences because they were convicted on multiple charges. Poor government treatment of victims remained a significant impediment to successful prosecutions. NGOs reported referring cases of alleged labor and sex trafficking to the government, some of which the authorities failed to investigate. NGOs reported that police and Labor Department officials often failed to investigate complaints of confiscation of passports and travel documents or withholding of wages—especially involving domestic workers—as possible trafficking offenses; these front-line officers failed to recognize indicators of trafficking and instead treated these cases as immigration violations.

The Royal Malaysia Police operated a specialized anti-trafficking unit and the government reported hiring an additional 101 officers into the unit in 2013. The government also reported hiring 63 people who will specialize in combatting trafficking in the Immigration Department. The Labor Department employed 13 specialized enforcement officers, but continued to rely on workers to initiate a complaint of non-payment of wages before they would investigate a potential trafficking case. The Attorney General's Chamber had 29 deputy public prosecutors throughout Malaysia specializing in human trafficking cases. Prosecutors reported little interaction with law enforcement during the investigation process and were often unfamiliar with victims' accounts prior to courtroom appearances. In November 2013, the government implemented standard operating procedures for the investigation and prosecution of trafficking offenses. The government's National Anti-Trafficking and Anti-Smuggling of Migrants Council (MAPO) reported that 248 government officials from the Royal Malaysian Police, Malaysian Maritime Enforcement Agency, Immigration Department, and Labor Department received specialized anti-trafficking training in 2013. The government reported several additional anti-trafficking training sessions attended by more than 500 law enforcement officials during the year. The Laos and Chinese governments reported cooperating with Malaysian authorities on trafficking investigations in 2013.

Press reports continued to accuse some immigration officials of facilitating smuggling, including the transportation of trafficking victims. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. It did not report information regarding investigations targeting recruitment agencies or other intermediaries who may be involved in trafficking.

PROTECTION

The government made limited and inadequate efforts to improve its flawed victim protection regime. Malaysian authorities detained trafficking victims in government facilities as part of a court-ordered protection measure; these protection orders lasted 90 days, but could be extended. Most victims stayed in these facilities for three to six months; some were detained for more than a year. The government deported victims to their home countries after their detention ended, in accordance with Malaysian law. Experts regard shelters that prohibit victims from leaving as posing a serious risk for re-traumatizing victims.

In 2013, the government reported identifying 650 potential trafficking victims and, of those, confirmed 270 were victims of trafficking (254 adult females and 16 adult males). This represents a significant decrease from the 1,096 potential victims and 444 certified trafficking victims confined in government

facilities in 2012. The government did not provide data as to whether these were sex or labor trafficking victims. More than half of the victims were Indonesian nationals. The government reported that individual law enforcement agencies followed standardized procedures to identify trafficking victims; however, government officials lacked formal government-wide procedures for the proactive identification of victims among vulnerable groups. Law enforcement officers and prosecutors did not receive adequate specialized training to work with victims, and investigation procedures—such as asking victims to recount their trafficking experience to numerous officials—sometimes did not take into account the best interests of victims.

Under Malaysia's anti-trafficking law, government-identified trafficking victims are required to stay in government-approved shelters. The government operated five facilities to house victims of trafficking. The Ministry of Women, Family, and Community Development operated three facilities for women—one in Kuala Lumpur, one in Johor, and one in Kota Kinabalu, Sabah. This department also operated one shelter for child trafficking victims in Negeri Semibilan, near Kuala Lumpur. The Home Ministry operated Malaysia's only shelter for male trafficking victims in Malacca. The government detained foreign victims in these facilities 24 hours per day, with few exceptions. It did not allow foreign adult victims to leave the facilities without a chaperone—and only then for hospital visits or court appearances under the custody of police. Male victims had limited freedom of movement inside the one facility for men. The government did not allow foreign trafficking victims to work outside the facilities while under the protection order; in past years, the government granted work permits to some trafficking victims after they left the shelter. The government provided some basic services to those staying in its shelters. NGOs—with no financial support from the government—provided the majority of victim rehabilitation and counseling services. At times, the government granted NGOs access to victims in government facilities; however, it prevented some victim assistance organizations from accessing shelters to provide services. One NGO reported improved access to the government-run shelters to provide psychological counseling in 2013. The government did not release detailed budget information on its victim protection efforts, but it reported allocating the equivalent of approximately $1,221,000 to the Ministry of Home Affairs for anti-trafficking work and $909,000 for the Women's Ministry in its 2014 budget.

In 2013, the government reported progress on plans for a pilot project to enable two NGOs to operate a government-owned shelter for trafficking victims in 2014. This shelter had not opened at the end of the reporting period. The government had allocated funds to support the shelter, but grants had not yet been extended to the two NGOs. In March 2014, the government announced plans for a new policy to enable certain victims of labor trafficking to have freedom of movement and reside in Malaysia for a maximum of three months while they sought work. The proposed policy, if implemented, would not affect all victims in shelters; only those labor trafficking victims who showed no signs of physical abuse and who had entered Malaysia with a legal employment pass would be granted work and residence permits. The planned policy had not taken effect at the end of the reporting period.

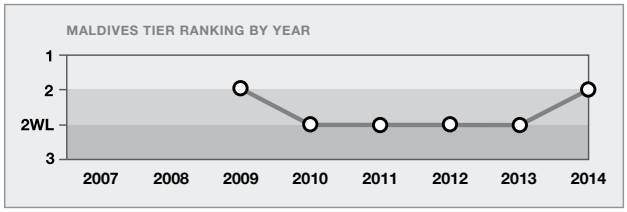
Victims were not allowed to leave the country pending trial proceedings. The government's policy of forcing trafficking victims into facilities discouraged victims from bringing cases to the government's attention or cooperating with authorities. Prosecutors attributed the high acquittal rate of trafficking cases in part to the lack of victim cooperation. Some foreign embassies sheltered victims directly to expedite their repatriation and protect them from detention in Malaysian facilities during lengthy criminal proceedings. Some NGOs reported that they did not refer victims to the police, as they believed doing so was detrimental to the welfare of the victims. Malaysia's anti-trafficking law provides victims immunity from criminal prosecutions for some crimes as a result of being trafficked; however, victims whose cases did not result in a prosecution generally were not granted a protection order and were transferred to immigration detention facilities for deportation. Victims' certification under a protection order was dependent on their ability to provide testimony in a case that could be prosecuted. Some unidentified victims, particularly those whose documents had been confiscated by employers, continued to be detained, deported, or charged with immigration offenses. NGOs reported that Malaysian authorities released a small number of identified victims to an embassy which had given assurances to the Malaysian government that it would repatriate the victims immediately. However, some of the victims were reportedly required by the embassy to work to earn money to pay for their return home.

PREVENTION

The Malaysian government improved efforts to prevent human trafficking during the reporting period. MAPO, headed by the Home Ministry, included representation from multiple government entities. The Ministry of Health joined MAPO in 2013 and began providing health screenings to foreign victims in shelters. MAPO continued to meet monthly to coordinate the government's anti-trafficking response. As in previous years, NGOs reported varying degrees of inclusion in the government's anti-trafficking policymaking; some NGOs were formally affiliated with MAPO, and others were not included in policy discussions related to their areas of expertise. NGOs reported that it was difficult to assess the government's progress in implementing Malaysia's 2014-2015 anti-trafficking action plan. The government reported producing 6,078 public service radio announcements and 6,032 public service television announcements to raise awareness of human trafficking during the reporting period—a significant increase from public service efforts during the previous year. It also produced ads in newspapers and pamphlets and on billboards to raise awareness of trafficking issues.

During the year, 1,351 Bangladeshis entered Malaysia to work under a January 2013 memorandum of understanding (MOU) between the Governments of Bangladesh and Malaysia that reinstated a formal labor migration channel between the countries. Existing agreements with Indonesia and the Philippines provided some protections for domestic workers from these countries. In October 2013, the government ceased to allow Indonesians to enter Malaysia and then obtain a "journey performed" work permit; workers and agents had used this type of visa to circumvent Indonesian government regulations governing migration for positions as domestic workers. The government did not finalize an MOU to govern the employment of Cambodian domestic workers in Malaysia, and the Cambodian government's 2011 ban on Cambodian women's travel to Malaysia for domestic work remained in effect. In late 2013, the Thai and Malaysian governments finalized a bilateral MOU to share information to combat human trafficking. A January 2013 government policy placed the burden of paying immigration and employment authorization fees on foreign workers; this increased the risk that workers would become

trapped in debts to recruiters or loan sharks, placing them at even greater risk of debt bondage. Domestic workers remained excluded from a number of protections under Malaysian labor law, including the country's recently implemented minimum wage. The government did not take measures to reduce the demand for commercial sex acts. The government provided anti-trafficking training to Malaysian troops prior to their deployment abroad on international peacekeeping missions.



MALDIVES (Tier 2)

Maldives is a destination country for men, women, and children subjected to forced labor and sex trafficking, and a source country for women and children subjected to labor and sex trafficking. An unknown number of the approximately 200,000 documented and undocumented foreign workers in Maldives—primarily Bangladeshi and Indian men in the construction and service sectors—experience forced labor, including fraudulent recruitment, confiscation of identity and travel documents, withholding or nonpayment of wages, and debt bondage. Migrant workers pay the equivalent of approximately $1,000 to $4,000 in recruitment fees to migrate to Maldives, contributing to their risk of debt bondage after arrival. In addition to Bangladeshis and Indians, some migrants from Sri Lanka, Pakistan, and Nepal reportedly experience recruitment fraud before arriving in Maldives. Recruitment agents in source countries collude with employers and agents in Maldives to facilitate fraudulent recruitment and forced labor of migrant workers. A small number of women from Sri Lanka, Thailand, India, China, the Philippines, Eastern Europe, and former Soviet countries, as well as some girls from Bangladesh and Maldives, are subjected to sex trafficking in Maldives. Some Maldivian children are transported to the capital, Malé, from other islands for domestic service; some of these children are also reportedly subjected to sexual abuse and may be victims of forced labor. Maldivian women may be subjected to sex trafficking in Sri Lanka.

The Government of Maldives does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government passed its first anti-trafficking law, opened its first shelter for trafficking victims, distributed pamphlets about rights to migrant workers in a number of other languages, blacklisted some companies for fraudulent recruitment practices, and convicted a trafficker, reportedly the first such conviction in Maldives. However, serious problems in anti-trafficking law enforcement and victim protection remained. The government did not adequately train police and other officials on trafficking, nor did it provide authorities with procedures to identify victims among vulnerable populations and refer those victims to protective services. Consequently, the government penalized some victims for offenses committed as a result of being trafficked and also deported thousands of migrants without adequately screening for indications of forced labor. As in previous years, authorities did not criminally prosecute any labor recruitment agents or firms for fraudulent practices. Passport confiscation was a rampant practice by private employers and government ministries, who withheld the passports of foreign employees and victim witnesses in trafficking prosecutions; the government did not prosecute any employers or officials for this offense.

RECOMMENDATIONS FOR THE MALDIVES:

Develop guidelines for public officials to proactively identify victims among vulnerable groups, such as undocumented migrants and women in prostitution, and train officials on their use; develop systematic procedures for the referral of victims to care providers and train officials on their use; ensure that victims are not penalized for acts committed as a result of being trafficked; increase efforts to investigate and prosecute suspected trafficking offenses, respecting due process; increase efforts to monitor and punish labor recruitment agents and firms engaging in fraudulent practices; train law enforcement officials on the new anti-trafficking law; continue to offer shelter and specialized services to identified victims; finalize and implement the standard operating procedures for shelter operations and victim services; amend the Prevention of Human Trafficking Act to ensure victims who enter Maldives illegally are offered rehabilitative services if they prefer to remain in the country; enforce prohibitions against passport retention by employers and government agencies; raise public awareness of human trafficking through media campaigns; consider providing legal temporary residency for foreign victims to allow them time to recover and assist with investigations and prosecutions; provide translators to law enforcement and labor authorities to ensure foreign workers are able to participate in inspections, investigations, and prosecutions against their alleged traffickers; improve inter-ministerial coordination on human trafficking issues; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Maldives strengthened anti-trafficking law enforcement efforts. In December 2013, the government passed its first anti-trafficking law, the Prevention of Human Trafficking Act, which prohibits many, but not all, forms of sex and labor trafficking under Articles 12, 13, 14, and 16. The law prohibits internal and transnational trafficking but generally requires that the acts of exploitation be predicated on movement, although it also prohibits debt bondage and some forms of child trafficking without requiring movement. It also does not criminalize child sex trafficking in the absence of coercion. Article 13 is also overly broad in certain respects; for example, it includes compelling a person to undergo a medical test after being transported as a form of trafficking in persons. The law prescribes penalties of up to 10 years' imprisonment. These penalties are sufficiently stringent, but are not commensurate with those prescribed for other serious crimes, such as rape.

The government reported investigating one new labor trafficking case in 2013, a decrease from four cases in 2012. Authorities did not initiate any new prosecutions in 2013, compared with two sex trafficking cases in 2012 and no cases in 2011. The government reported its first known trafficking conviction in August 2013; the trafficker had recruited three Thai women to work as massage therapists, but forced them into prostitution upon their arrival. The Maldivian court convicted the trafficker under a Ministry of Justice circular that penalized forced prostitution, making

it punishable by four to eight years' imprisonment; the court sentenced the trafficker to four years' imprisonment.

Government officials continued to conflate human trafficking with human smuggling and the presence of undocumented migrants in Maldives. Observers noted that trafficking-specific training was needed government-wide, especially for investigators, prosecutors, and judges. The government partnered with an international organization to provide trafficking-specific training to 56 prosecutors during the reporting period. An international organization also provided training to 49 representatives from the Department of Immigration and Emigration (DIE), police, Labor Relations Authority, and Ministry of Health and Gender; this training led to the creation in December 2013 of specialized units within the police and DIE charged with coordinating investigations into potential trafficking violations. Law enforcement efforts continued to be hampered by the absence of foreign language interpreters for victim-witnesses. Authorities did not report collaborating on transnational investigations with foreign counterparts. The Government of Maldives did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, despite reports that some government officials may have been involved in labor recruiting practices that can lead to trafficking. There were also reports that organized crime groups, some of which operate prostitution rings, received political support.

PROTECTION

The Maldivian government demonstrated some progress in victim protection. The December 2013 anti-trafficking law created several protection measures. This included the designation of specified public officials and NGO representatives authorized to identify potential victims of trafficking; potential victims are entitled to receive rehabilitative services under the law, including shelter, health care, counseling, translation services, and police protection. The law also created a 90-day reflection period, during which victims are eligible to receive services while deciding whether to assist authorities in a criminal case. However, identified victims who voluntarily entered Maldives illegally were subject to deportation. Foreign victims assisting an investigation or prosecution could receive a renewable visa. The law also permitted victims to make a civil claim for compensation and for judges to order compensation during a criminal case.

Authorities reported identifying 10 victims during the reporting period, compared to seven (four Thai women and three Maldivian girls subjected to sex trafficking) in 2012. In January 2014, the government opened a state-run shelter exclusively for female trafficking victims, which offers foreign and domestic victims psychological counseling and medical care. The shelter assisted two victims during the reporting period. Victims were free to leave the shelter at will. Authorities reported spending the equivalent of approximately $1,400 to shelter trafficking victims during the reporting period. The government continued to develop national guidelines and standard operating procedures for victim care, but these were not finalized during the reporting period. The DIE maintained a shelter for undocumented male migrant workers, but this shelter did not provide trafficking-specific services. The government did not operate a shelter facility specifically for children. Authorities lacked written procedures for proactively identifying or referring victims to protective services, which led to victims being inappropriately penalized for unlawful acts committed as a direct result of having been trafficked. Observers noted that police are not trained to screen children in prostitution for signs of trafficking. The government deported migrant workers without screening them for indications of human trafficking; some of these immigrants were subsequently identified as trafficking victims by foreign authorities. The government did not provide foreign victims with legal alternatives to their removal to countries where they might face hardship or retribution. In 2013, three victims testified in court against their trafficker, although in other cases authorities deported victims without involving them in a criminal case. Observers reported that victims were often afraid of making statements to the police because they did not believe effective action would be taken on their behalf. In March 2014, the Ministry of Home Affairs and an international organization organized a network of NGO care providers to connect victims to services more effectively.

PREVENTION

The Government of Maldives did not demonstrate significant progress in preventing trafficking. The Maldivian authorities did not prosecute any labor recruiters or agencies for fraudulent recruitment practices, despite the establishment of an investigative unit responsible for recruitment agency oversight in 2011. Police continued to blacklist Maldivian recruitment agencies that engaged in fraud and forgery, and at least five of these blacklisted companies were fined in 2013; although the DIE reportedly enforced the blacklists, there were indications that previously blacklisted agencies resurfaced under different names. Observers reported that Maldivian firms could recruit large numbers of workers without authorities verifying the need for the number requested; this led to an oversupply of workers, many of whom went into debt to pay recruitment fees for jobs that did not exist. Government ministries and others frequently held the passports of foreign workers they employed, as well as foreign victims in trafficking cases. Immigration officials received, on average, 60 cases per month of employers confiscating migrant workers' passports. Authorities reported working with employers to have the passports returned, and during the reporting period in 2014, they fined two private employers for the practice; however, authorities have never prosecuted an employer for withholding passports.

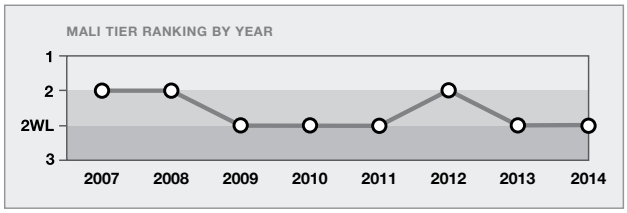
The government transferred responsibility for coordinating national anti-trafficking efforts from the Ministry of Gender, Family, and Human Rights (MGFHR) to the Ministry of Youth and Sports; the Ministry of Youth and Sports' Deputy Director led a newly-formed steering committee on trafficking, which included representatives from the judiciary, parliament, police, and an NGO, among others. The committee met at least seven times in the first quarter of 2014 and continued implementing the 2013-2014 national action plan, particularly by furthering development of national guidelines for victim assistance. Observers noted that the portfolio shift disrupted many activities being implemented by the former steering committee. Additionally, experts from the MGFHR were not appointed to the new committee, further lowering the number of committee members trained on trafficking issues. The MGFHR plan to operate a hotline for migrants was canceled following the portfolio switch. The Ministry of Foreign Affairs continued an anti-trafficking awareness campaign for which media outlets provided airtime and print space for messages on trafficking. The government continued to provide seminars for media outlets to sensitize journalists to trafficking issues. The government did not publish any reports assessing its anti-trafficking efforts or report any efforts to reduce the demand for commercial sex acts. Maldives is not a party to the 2000 UN TIP Protocol.

MALI (Tier 2 Watch List)

Mali is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Within Mali, women and girls are forced into domestic servitude, agricultural labor, and support roles in artisanal gold mines, and subjected to sex trafficking. Malian boys are subjected to forced labor in agriculture, artisanal gold mines, and the informal commercial sector. Boys from Guinea and Burkina Faso are also subjected to forced labor in artisanal gold mines in Mali. Adult men and boys, primarily of Songhai ethnicity, are subjected to a longstanding practice of debt bondage in the salt mines of Taoudenni in northern Mali. Some members of Mali's black Tamachek (Bellah) community are subjected to slavery-related practices rooted in traditional relationships of hereditary servitude. This involuntary servitude reportedly has been transferred from adults to their children. Boys from Mali, Guinea, Burkina Faso, Niger, and other countries are forced into begging and other types of forced labor or service by corrupt *marabouts* (religious teachers), within Mali and in neighboring countries. Reports indicate that Malian children are transported to Senegal and Guinea for forced labor in gold mines and to Cote d'Ivoire for forced labor on cotton and cocoa farms. Women and girls from other West African countries are subjected to prostitution in Mali. Malians and other Africans travelling through Mali to Mauritania, Algeria, or Libya in hopes of reaching Europe are at risk of becoming victims of human trafficking. Malian girls and women are trafficked to Gabon, Libya, Lebanon, and Tunisia for commercial sexual exploitation.

Early in 2012, extremist and terrorist groups invaded and occupied the northern region of Mali. There were reports that non-governmental armed groups operating in the north recruited children on a large scale. These children were used as combatants, as well as cooks, porters, guards, and spies. While the majority of children associated with armed groups are boys, reports indicate that girls may have also been recruited and later forced to serve as sex slaves. In areas occupied by armed groups, women and girls were also subjected to forced marriage to members of armed groups who forced parents to relinquish their daughters, sometimes in exchange for a sum of money. Traffickers subsequently took some of these women and girls to be raped by fellow combatants. During the reporting period, as the Malian government began to regain partial control of the northern region of the country, the number of children associated with these instances of trafficking decreased; however, NGOs and international organizations estimate that many children may still be associated with armed groups. Limited access continues to prevent comprehensive reporting.

The Government of Mali does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate evidence of overall increasing anti-trafficking efforts compared to the previous reporting period; therefore Mali is placed on Tier 2 Watch List for the second consecutive year. During the reporting period, the government investigated 13 trafficking cases, identified and referred 79 victims to NGO services, and rehabilitated 25 child soldiers. However, the government failed to prosecute or convict any trafficking offenders, did not provide any direct services to trafficking victims, and did not make any tangible prevention efforts.



RECOMMENDATIONS FOR MALI:
Increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; vigorously investigate, prosecute and, where appropriate, convict government officials complicit in human trafficking; adequately inform and train judicial personnel about the 2012 anti-trafficking law; provide training to law enforcement officials to investigate trafficking cases, identify trafficking victims among vulnerable populations, and refer them to protective services; continue to implement programs for the disarmament, demobilization, and re-integration of former child combatants that take into account the specific needs of child ex-combatants; convene the National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices; allocate appropriate funding in order to effectively implement the national plan of action; and increase efforts to raise public awareness about human trafficking.

PROSECUTION

The Government of Mali maintained minimal anti-trafficking law enforcement efforts. Law 2012-023 Relating to the Combat against Trafficking in Persons and Similar Practices prohibits all forms of trafficking in adults and children. The law prescribes penalties of five to 10 years' imprisonment, and a maximum of 20 years' imprisonment for cases involving aggravating circumstances. These penalties are sufficiently stringent and commensurate with those for other serious crimes, such as rape. Despite enacting this law in August 2012, there remained a significant lack of awareness of the law among the judiciary, in part because the Ministry of Justice has not yet distributed the law to judges. The government investigated 13 cases of trafficking during the reporting period; however, it did not initiate any prosecutions or convict any trafficking offenders. Of the 13 cases investigated, five involved Koranic school teachers forcing their students to beg, six involved cases of commercial sexual exploitation of women and girls, and two involved the forced labor of children in gold mines. Twenty-three alleged traffickers were arrested in relation to these cases and at least four remained in custody at the end of the reporting period. Seven of the alleged traffickers are from Nigeria and were arrested in coordination with the Nigerian government's National Agency for the Prohibition of Trafficking in Persons. The government provided no specialized anti-trafficking training to its officials. It did not report the investigation or prosecution of government officials for complicity in trafficking-related offenses during the reporting period; however, general corruption is pervasive throughout the security forces and judiciary.

PROTECTION

The government sustained modest efforts to protect trafficking victims. Government officials and NGO partners identified 79 trafficking victims and referred them to NGOs for services. Twenty-nine women and girls were victims of commercial sexual exploitation and 50 girls and boys were victims of forced labor in artisanal gold mining or forced begging. The government

did not directly offer shelter or other services to victims, but actively referred them to NGOs for medical assistance, shelter, counseling, and financial assistance. Despite its substantial reliance on NGOs, the government did not provide financial support to these organizations. In one case, the government worked with the Nigerian government to repatriate 22 Nigerian girls who had been trafficked to Mali for sexual exploitation. The government did not report identifying or assisting any victims of traditional slavery in areas where these practices are prevalent. This lack of identification reflects limited government presence in these areas. The government did not actively encourage trafficking victims to assist in the prosecution of their traffickers. It offers legal alternatives to removal to countries in which victims would face retribution or hardship; all victims identified during the reporting period were ECOWAS country citizens and therefore, were able to stay within the country.

Rebel forces continued to use child soldiers during the reporting period. The government did not identify any child soldiers in the Malian armed forces; however, poor record keeping systems within the military, coupled with the ability to easily obtain fraudulent birth certificates, limits the ability to verify the precise age of all Malian soldiers. During the reporting period, the government partnered with UNICEF to create the Center of Transit and Orientation, which provides rehabilitation services to children associated with armed groups. The center provided rehabilitative services to 25 children who had been recruited and used by rebel forces and reconnected 13 of them with their families. Twelve children remained in the center at the end of the reporting period. While there were no reports that trafficking victims were penalized for unlawful acts committed as a result of being trafficked, there were several reports by NGOs and international organizations that Malian security forces detained and interrogated captured child soldiers for intelligence gathering purposes during the reporting period, some of whom may have been trafficking victims.

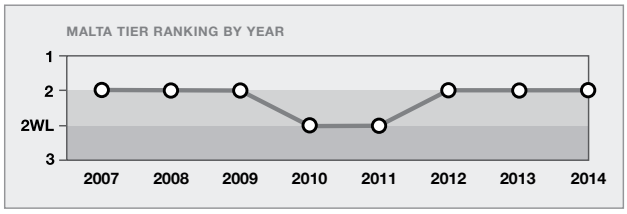
PREVENTION

The Government of Mali made negligible efforts to prevent trafficking. It did not conduct any awareness-raising campaigns, workshops, or training efforts during the reporting period. Although the 2012 anti-trafficking law included a national action plan, the government took no steps toward its implementation. The National Coordinating Committee for the Fight against Trafficking in Persons which is charged with coordinating government anti-trafficking efforts, was inactive during the reporting period and did not receive any funding. The Ministry of Labor employed 54 labor inspectors; none of these labor inspectors received anti-trafficking training and they have no capacity to regulate the informal sector, where most cases of forced labor occur. The government made no tangible efforts to decrease the demand for forced labor or commercial sex acts in Mali during the reporting period.

MALTA (Tier 2)

Malta is a source and destination country for women and children subjected to sex trafficking. Female sex trafficking victims primarily originate from China, Hungary, Poland, Romania, Russia, and Ukraine. Women and children from Malta have also been found subjected to sex trafficking within the country. Forced labor victims largely originate from China and the Philippines. Filipina domestic workers, Chinese nationals working in massage parlors, and women from Central and Eastern Europe working in nightclubs represent populations vulnerable to exploitation. Maltese children in prostitution were vulnerable to sex trafficking in Malta. While there have been documented cases of sex trafficking of children in Malta in the past, no new cases were documented in the reporting period. The approximately 5,000 irregular African migrants from African countries currently residing in Malta may be vulnerable to human trafficking in the country's informal labor market.

The Government of Malta does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although the government developed victim referral guidelines, it reduced the amount of public funds for trafficking programs by 70 percent. Furthermore, while the government continued to identify victims, including one victim of internal trafficking, it did not identify any child victims, including among children prosecuted by Maltese courts for prostitution offenses. Authorities initiated more trafficking prosecutions, yet the government did not convict any trafficking offenders for the second consecutive reporting period. The government passed an amendment to the criminal code that enhanced penalties for offenders and better aligned the code with international law on consent. The government launched a public awareness campaign during the reporting period.



RECOMMENDATIONS FOR MALTA:

Strengthen efforts to identify trafficking victims proactively among vulnerable populations, particularly migrants, women, and children in prostitution; increase efforts to investigate and prosecute trafficking offenses and convict and punish trafficking offenders; continue to ensure that convicted trafficking offenders, including any officials convicted of complicity in trafficking, receive adequate punishment, including time in prison; ensure law enforcement officials receive adequate trafficking-specific training; ensure that victims of trafficking are not punished for acts committed as a direct result of trafficking, particularly children induced into prostitution; ensure victim services are adequately funded; and train authorities on the use of the standard operating procedures for victim referral.

PROSECUTION

The Government of Malta demonstrated mixed progress in its law enforcement efforts during the reporting period. Malta prohibits all forms of both sex and labor trafficking through Article 248A-E of the criminal code, which prescribes penalties of four to 12 years' imprisonment—penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, the government amended its criminal code to increase the penalties for trafficking and provide penalties for principal officers of corporate bodies found guilty of trafficking offenses. The government also amended its criminal code to ensure victims' initial consent is deemed irrelevant to a trafficking prosecution. The government investigated four new trafficking cases during the reporting period, compared to seven cases in the previous

period. Authorities initiated prosecutions of five suspected trafficking offenders, an increase from two prosecutions initiated in the previous reporting period. There were no convictions in the previous two reporting periods. The prosecution of a police officer for alleged involvement with the trafficking offender convicted in 2011 remained pending due to an appeal of the conviction. The government provided trafficking-specific training for the police force, but did not offer training for prosecutors or the judiciary.

PROTECTION

The Government of Malta took steps to improve its victim protection efforts during the reporting period by developing a victim referral mechanism. Police identified seven trafficking victims in the reporting period, compared to four in the previous period. One of the victims was a Maltese national. None of the victims identified was a child, and the government has not formally identified a child victim of trafficking in at least 11 years. NGOs identified an additional two potential trafficking victims who chose not to report to the police.

In January 2014, the government's trafficking monitoring committee approved standard operating procedures for the referral of potential trafficking victims to assistance. The procedures allowed a range of entities to refer victims to *Aġenzija Appoġġ*, a government social services agency, for crisis intervention care, including emergency shelter. Adult victims could leave the shelters on their own without supervision. The government continued to fund an international expert to train some public officials on trafficking, including social workers, psychologists, and care providers.

Maltese law offered victims a two-month reflection period. Victims who decided to assist police in prosecuting trafficking cases were entitled to a temporary residence permit, police protection, legal assistance, and the right to work. The government did not issue such permits to the six foreign victims who assisted law enforcement during the reporting period, as the victims already had valid residence permits. In 2014, a Maltese court ordered video conferencing to be used in hearing testimony from a victim-witness. The criminal code amendment also granted trafficking victims access to compensation available to victims of violent international crime. No victims sought compensation from their traffickers, nor the government, and observers noted that victims were not adequately informed about their right to pursue compensation. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked. However, Maltese courts have convicted some minors in prostitution in recent years, and these may have been unidentified victims of human trafficking.

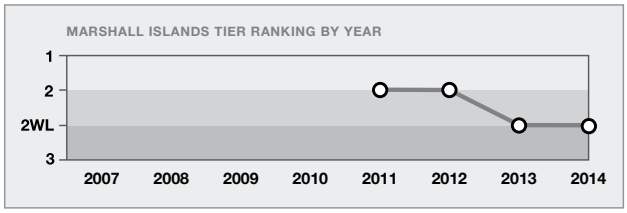
PREVENTION

The government sustained its anti-trafficking prevention efforts. The government reduced its budget for trafficking programs to the approximate equivalent of $61,900 in 2013 from $206,200 in 2012. The government enhanced its transparency by issuing a semi-annual progress report on the implementation of its 2013-2014 action plan. During 2013, the government ran a trafficking-focused public service announcement for primetime television and issued information leaflet in entertainment venues, government offices, and embassies. The government inspected seven clubs and massage parlors during the reporting period to detect illegal work and potential trafficking cases, compared to at least 135 inspections during the previous reporting period. *Aġenzija Appoġġ* continued to run a social services hotline that could receive calls about human trafficking, but there was no available data indicating that the hotline received any trafficking-related calls during the reporting period. The government took measures during the reporting period to reduce the demand for commercial sex acts and forced labor.

MARSHALL ISLANDS (Tier 2 Watch List)

The Republic of the Marshall Islands (RMI) is a source and destination country for RMI women and girls and women from East Asia subjected to sex trafficking. RMI girls are recruited by foreign business owners to engage in prostitution with crew members of foreign fishing and transshipping vessels that dock in Majuro. Foreign women, most of whom are long-term residents, are subjected to forced prostitution in establishments frequented by crew members of Chinese and other foreign fishing vessels; some Chinese women are recruited with the promise of legitimate work and, after paying large recruitment fees, are forced into prostitution in the Marshall Islands.

The RMI government does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the RMI President and Foreign Minister acknowledged the existence of human trafficking in RMI in public addresses, and the government initiated a trafficking investigation involving women subjected to forced prostitution. Despite these efforts, the government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, RMI is placed on Tier 2 Watch List. The government did not provide evidence of implementing its 2011 anti-trafficking legislation. It has not reported any trafficking prosecutions since 2011. The government made no efforts to proactively identify victims, especially among vulnerable populations, such as foreign and local women in prostitution and foreign men working on fishing vessels in Marshallese waters.



RECOMMENDATIONS FOR THE MARSHALL ISLANDS:

Adopt proactive procedures to identify victims of trafficking among vulnerable groups, such as foreign workers and individuals in prostitution; increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; train law enforcement and judicial officials to implement the existing anti-trafficking laws; establish a government anti-trafficking taskforce that can spearhead anti-trafficking efforts; establish and implement a national plan of action that outlines RMI's plan to combat trafficking; prosecute public officials when there is evidence they are complicit in trafficking activities or hindering ongoing trafficking prosecutions; fund and administer, in cooperation with NGOs and international organizations, protective services for victims; develop and conduct anti-

trafficking information and education campaigns; undertake additional research to study human trafficking in the country; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The RMI government made limited anti-trafficking law enforcement efforts during the reporting period. Article 251 of its criminal code, enacted in 2011, prohibits only transnational forms of human trafficking and prescribes penalties of up to 35 months' imprisonment for the trafficking of adults and up to 10 years' imprisonment for the trafficking of children. The penalties for the trafficking of children are sufficiently stringent, but the penalties for trafficking adults are not, and only the penalties for the trafficking of children are commensurate with those prescribed for other serious crimes, such as rape. In addition to trafficking, Article 251 also criminalizes other activities, including labor violations and the promotion of prostitution.

In 2013, the government initiated one investigation involving foreign women in forced prostitution; this case remained under investigation at the end of the reporting period. The government did not report any prosecutions of trafficking offenses or convictions of any traffickers in 2012 or 2013. The government did not report any criminal investigations or prosecutions of government employees for alleged complicity in human trafficking during the year. The government did not provide training to law enforcement or judicial officials on the 2011 anti-trafficking legislation, the identification of victims, or the prosecution of trafficking offenders; however, government officials attended human trafficking training and workshops funded and provided by a foreign government.

PROTECTION

The RMI government made no efforts to identify trafficking victims or ensure their access to protective services during the reporting period. The government did not identify any victims of trafficking in 2013. Law enforcement and social services personnel did not employ systematic procedures to proactively identify trafficking victims among high-risk populations, such as women in prostitution and foreign migrant workers onboard fishing vessels. The government reportedly made available free medical, legal, and police protection for victims of trafficking, but no formal mechanism existed to verify this assistance was provided to any victims. The government did not provide or allocate funding specifically for the provision of services to victims. The government did not provide legal alternatives to the removal of victims to countries where they may face hardship or retribution and did not provide victims long-term residency visas or legal employment opportunities.

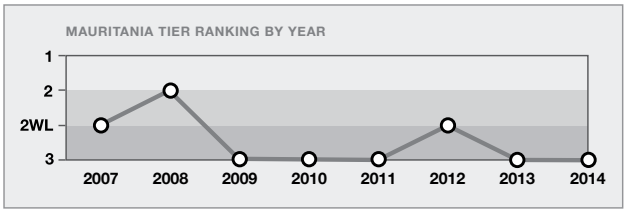
PREVENTION

The government made limited efforts to prevent trafficking during the reporting period. The government, in cooperation with a local NGO, conducted several public awareness campaigns. During the year, the RMI President and Foreign Minister acknowledged the existence of human trafficking in RMI in public addresses. The government drafted a national plan of action in August 2013; the plan awaited approval by the RMI legislature at the end of the reporting period. The approval of the establishment of a National Task Force on Human Trafficking also remained pending at the end of the reporting period. The government did not provide guidelines to government employees, nor did it take steps to reduce the demand for commercial sex acts among RMI residents. The RMI is not a party to the 2000 UN TIP Protocol.

MAURITANIA (Tier 3)

Mauritania is a source and destination country for women, men, and children subjected to forced labor and sex trafficking. Adults and children from traditional slave castes in the Black Moor and Afro-Mauritanian communities are subjected to slavery-related practices rooted in ancestral master-slave relationships. Although reliable data on the total number of slaves do not exist, local and international experts agree that slavery continues to affect a significant portion of the country's population in both rural and urban settings. Held for generations by slave-holding families, persons subjected to slavery are forced to work without pay as cattle herders and domestic servants. Separately, some boys from within Mauritania and other West African countries who study at Koranic schools—referred to as *talibes*—are subsequently subjected to forced begging by corrupt imams. *Talibe* victims live in harsh conditions and do not attend school; many are forced to beg for food and to earn a daily financial quota to pay the *imam*. Boys from low-income families in the Pulaar community were most vulnerable to forced begging. Children who lacked birth certificates were generally not permitted to enroll in school and were therefore at increased vulnerability to trafficking. Mauritanian girls, as well as girls from Mali, Senegal, The Gambia, and other West African countries, are forced into domestic servitude in Mauritania. Mauritanian women and girls are forced into prostitution in the country or transported to countries in the Middle East for the same purpose; some entered into forced marriages, facilitated by brokers and travel agencies in Mauritania, and were subsequently exploited as sex slaves overseas. Men from Middle Eastern and North African countries use legally contracted "temporary marriages" as a means to sexually exploit young girls and women in Mauritania.

The Government of Mauritania does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government took steps to raise public awareness about the dangers of human trafficking in Mauritania, including through conducting five televised panel discussions on slavery. However, the government failed to hold traffickers criminally accountable, and law enforcement and judicial personnel intervened on behalf of alleged offenders to thwart the progress of criminal prosecutions. The National Agency to Fight against the Vestiges of Slavery, Integration, and Fight against Poverty (known as *Tadamoun*), which became operational during the year, did not submit any criminal complaints on behalf of victims. The government did not provide adequate protective services to victims or ensure their referral to service providers to receive care, and it failed to establish procedures for the proactive identification of victims among persons arrested for prostitution and individuals detained and deported for immigration violations.



RECOMMENDATIONS FOR MAURITANIA:
Increase efforts to investigate and prosecute trafficking offenses—addressing all types of trafficking of adults and children—and to convict and punish offenders using the 2003 Law Against Trafficking in Persons and the 2007 Anti-Slavery Law; take steps to hold government officials accountable for trafficking-related complicity, including efforts to interfere with criminal investigations; train law enforcement personnel, with an increased focus on measures to identify and refer trafficking victims among vulnerable populations to protective services and institute policies to standardize these procedures; provide support for, and access to, legal assistance for adult and child trafficking victims, including through directly submitting criminal claims on victims' behalf through *Tadamoun*; consider amending Law 2007-048, which outlaws slavery, to allow civil society organizations to file complaints on behalf of slaves; provide funding to civil society organizations which provide direct services to victims, including former slaves; increase efforts to coordinate with NGOs to arrange protective services for trafficking victims; with input from civil society representatives, develop and implement a plan to provide economic resources—through monetary or property allotment—to empower members of traditional slave castes to live independently, and ensure these resources reach the targeted communities; and continue and increase efforts to raise public awareness about trafficking, including traditional servitude.

PROSECUTION

The government made negligible anti-trafficking law enforcement efforts during the reporting period. All forms of trafficking, except hereditary slavery, are prohibited by the 2003 Law Against Trafficking in Persons, which prescribes penalties of five to 10 years' imprisonment for violations. These penalties are sufficiently stringent and exceed those prescribed for rape. Slavery, including hereditary slavery, is prohibited by Law 2007-048, which was enacted in September 2007; a 2013 law against slavery and torture broadens the 2007 law's 10-year statute of limitations. The 2007 law defines slavery and prescribes a sufficiently stringent penalty of five to 10 years' imprisonment for violations. Its effectiveness remains impaired by its requirement that slaves file a legal complaint before prosecution can be pursued, as well as by its barring of NGOs from filing complaints on behalf of slaves—many of whom are illiterate and unable to complete the paperwork involved in filing a legal complaint. Although the national agency known as *Tadamoun* has been granted the authority to submit complaints on behalf of victims, it did not do so during the year.

The government investigated three slavery cases identified by an NGO, but failed to pursue any prosecutions or obtain any convictions for trafficking crimes. An NGO reported that in October 2013, local court officials interfered to block further legal proceedings by brokering an out-of-court settlement in exchange for the withdrawal of all charges. Two slavery cases ongoing at the close of the previous reporting period were dismissed without further proceedings despite efforts from the National Commission for Human Rights, an ombudsman organization composed of both government and civil society representatives, to advocate for the prosecution of these cases using the 2007 anti-slavery law, and there were no cases prosecuted under the 2003 anti-trafficking law. The government did not report any investigations or prosecutions of government officials for complicity in trafficking or trafficking-related offenses. Civil society representatives criticized law enforcement and judicial officials for a failure to appropriately investigate and prosecute slavery cases brought to their attention, and for intervening to suppress further action against the alleged perpetrators in the three new cases investigated during the reporting period.

PROTECTION

The Government of Mauritania demonstrated limited efforts to protect victims of human trafficking, including those exploited in traditional slavery. The Ministry of Social Affairs, Childhood, and the Family (MASEF) continued to operate four Public Centers for the Protection and Social Integration of Children and in November 2013, opened a fifth center in Rosso; 289 children in need received services from the centers, but it is unknown how many of these children may have been victims of trafficking. These facilities provided only short-term protections and generally returned children to their families or the imams who facilitated their exploitation. NGOs continued to provide the majority of protection services to trafficking victims, without financial or in-kind support from the government. One NGO identified and cared for 649 girls rescued from conditions of domestic servitude.

Lack of available long-term rehabilitative care in Mauritania made many victims vulnerable to re-trafficking. The absence of measures to identify trafficking victims among vulnerable populations may have led to victims being punished for acts committed as a result of being trafficked. For example, in 2013, 9,800 undocumented migrants were detained and deported without screening. Women suspected of prostitution, some of whom may have been trafficking victims, were often jailed. The government did not encourage victims to assist in the investigation and prosecution of human trafficking cases, and no victims filed civil suits against trafficking offenders. Victims may have been inappropriately questioned with the suspected traffickers; the government did not allocate funding to train law enforcement or social service personnel on proper procedures for victim identification, referral, or care. Mauritania does not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

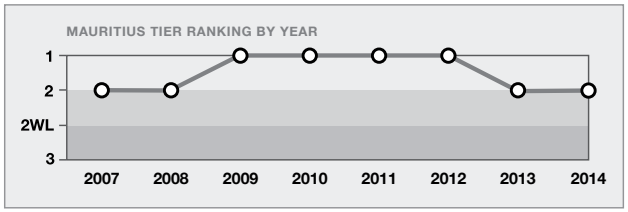
PREVENTION

The Government of Mauritania sustained modest efforts to prevent human trafficking. Continuing a positive trend from recent years, government officials participated in public events with prominent members of Mauritania's civil society community involved in combating trafficking. It also conducted five televised panel discussions focusing on slavery between government officials and civil society leaders. NGOs reported referring more than 5,500 cases of child labor to the police; none resulted in any investigations, prosecutions, or convictions for forced child labor. The newly appointed director general of *Tadamoun* conducted a public awareness tour, reaching nine of Mauritania's 14 provinces, to raise awareness about the new agency and its mandate. The government continued to fund an economic empowerment project, the Program to Eradicate the Effects of Slavery, but it is unknown how many members of traditional slave castes benefited from this program, as the government did not have a mechanism to monitor the program's impact on targeted communities. The government continued the process of establishing the identity of local populations through its registration drive, which issued biometric identity documents, decreasing the vulnerability to trafficking of those it registered. The government made no effort to reduce the demand for forced labor or commercial sex acts.

MAURITIUS (Tier 2)

Mauritius is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Secondary school-age girls and, in fewer numbers, younger girls from all areas of the country, including from Rodrigues Island, are induced into prostitution, often by their peers, family members, or by businessmen offering other forms of employment. NGOs report girls also are sold into prostitution by family members or forced into the sex trade in exchange for food and shelter. Taxi drivers provide transportation and allegedly introduce girls and clients. Girls and boys whose mothers engage in prostitution reportedly are vulnerable to being forced into prostitution at a young age. Some women addicted to drugs are forced into prostitution. In recent years, small numbers of Mauritian adults have been identified as labor trafficking victims in the United Kingdom, Belgium, and Canada. Malagasy women transit Mauritius *en route* to employment as domestic workers in the Middle East, where they often are subsequently subjected to forced labor and sex trafficking. Women from Rodrigues Island are subjected to forced labor in domestic service in Mauritius. In previous reporting periods, Cambodian fishermen were subjected to forced labor on fishing boats in Mauritius's territorial waters. Mauritius' manufacturing and construction sectors employ approximately 30,000 foreign migrant workers from India, China, Bangladesh, Sri Lanka, and Madagascar, some of whom are subjected to forced labor.

The Government of Mauritius does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government maintained strong efforts to identify and provide protective services to child victims of sex trafficking and continued to conduct extensive public awareness campaigns to prevent child sex trafficking and reduce the demand for commercial sex acts involving children. However, there remained a general lack of understanding among law enforcement of trafficking crimes outside the realm of child sex trafficking, despite increasing evidence that other forms of trafficking exist in Mauritius, including the forced labor of adults. The government failed to identify or provide any protective services to adult victims and did not make any tangible efforts to prevent the trafficking of adults during the reporting period.



RECOMMENDATIONS FOR MAURITIUS:

Use anti-trafficking legislation to investigate and prosecute trafficking offenses and convict and punish trafficking offenders, including in cases involving forced labor or adult women exploited in forced prostitution; provide law enforcement officials, magistrates, prosecutors, social workers, and labor inspectors with specific anti-trafficking training so officials can effectively identify victims, investigate cases, and refer victims to appropriate care; increase coordination between law enforcement entities, NGOs, and international organizations on cases involving foreign trafficking victims; establish procedures to guide officials in the proactive identification of victims of trafficking among at-risk populations, including women in prostitution and migrant workers; create an inter-ministerial committee to increase coordination among relevant government entities and facilitate the government's overall trafficking efforts; develop a national action plan to combat trafficking and allocate sufficient funding to implement the plan; increase the number of labor inspectors responsible for monitoring the employment of migrant workers; and conduct a national awareness campaign on all forms of trafficking.

PROSECUTION

The Mauritian government decreased anti-trafficking law enforcement efforts during the reporting period. The Combating of Trafficking in Persons Act of 2009 prohibits all forms of trafficking of adults and children and prescribes penalties of up to 15 years' imprisonment for convicted offenders. In addition, the Child Protection Act of 2005 prohibits all forms of child trafficking and prescribes punishment of up to 15 years' imprisonment; the Judicial Provisions Act of 2008 increased the maximum prescribed punishment for child trafficking offenses to 30 years' imprisonment. All of the aforementioned penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, the government reported six investigations related to child sex trafficking, which resulted in the prosecution of five alleged traffickers; all five prosecutions remained pending at the close of the reporting period. This is a decrease from the previous reporting period, when the government initiated seven prosecutions and obtained seven convictions in child sex trafficking cases.

The government has never reported any prosecutions of cases involving adult victims of sex trafficking. It has never taken any law enforcement action against labor trafficking offenses, including forced labor on fishing boats in Mauritius' territorial waters and forced labor of migrant workers in the construction and manufacturing industries. Although the Mauritian Police Force included training on trafficking to approximately 200 new police recruits as part of their basic training requirements, with the exception of cases involving child sexual exploitation, there remained a general lack of understanding of trafficking among law enforcement. The government did not report any investigations, prosecutions, or convictions of government officials complicit in human trafficking during the reporting period.

PROTECTION

The government sustained strong efforts to protect child sex trafficking victims, but failed to identify or provide adequate protective services to victims of other forms of trafficking. The government identified seven child sex trafficking victims during the reporting period, a slight decrease from the 12 victims identified in 2012. The Minors Brigade systematically referred all cases of identified children in prostitution to the Child Development Unit (CDU) of the Ministry of Gender Equality, Child Development, and Family Welfare for assistance. CDU officials referred an unknown number of abused and exploited children to two NGOs running multipurpose shelters for care. It also encouraged the placement of trafficking victims in foster homes for long-term shelter. The government provided victims with medical and psychological assistance in public clinics regardless of whether they resided in a shelter, in foster care, or with relatives. Children victimized in prostitution were accompanied to the hospital by a child welfare officer, and

police worked in conjunction with these officers to obtain statements from the children. The government encouraged child victims' assistance in the investigation and prosecution of trafficking crimes. Identified victims were not reported to have been incarcerated inappropriately, fined, or otherwise penalized solely for unlawful acts committed as a direct result of being trafficked.

The government failed to identify or provide any services to adult victims of sex trafficking or labor trafficking. Due to the lack of understanding of human trafficking among law enforcement, some adult victims of forced prostitution and forced labor may have been penalized for unlawful acts committed as a direct result of being trafficking. For example, law enforcement officers and prosecutors generally did not investigate whether adult women were involuntarily engaging in prostitution. Additionally, under Mauritian law, migrant workers who strike are considered to be in breach of their employment contracts and can be deported at the will of their employers. Some migrant workers who gathered to protest abuses relating to their employment were deported during the reporting period; these deportations took place without conducting comprehensive investigations or screenings to identify if the individuals were victims of forced labor. The 2009 anti-trafficking law specifically provides legal alternatives, such as temporary residency, to removal to countries in which the trafficking victims would face retribution or hardship.

PREVENTION

The government sustained strong efforts to prevent the sex trafficking of children and reduce the demand for commercial sex acts, but demonstrated weak efforts to prevent other forms of trafficking. The Police Family Protection Unit and the Minors Brigade continued extensive public awareness campaigns on child abuse and child rights at schools and community centers that included information on the dangers and consequences of engaging in or facilitating child prostitution. The Ministry of Tourism and Leisure also distributed pamphlets warning tourism industry operators of the consequences of engaging in or facilitating child prostitution. However, the government does not have an inter-ministerial coordinating body or a national action plan dedicated to combating all forms of trafficking. The government did not conduct any awareness campaigns relating to other forms of trafficking and did not make any discernible efforts to reduce the demand for forced labor during the reporting period. The Ministry of Labor, Industrial Relations and Employment (MOL) is required to approve all employment contracts before migrant laborers can enter the country. However, reports indicate many migrant laborers enter the country with incomplete contracts or contracts that have not been translated into languages that the workers understand. Additionally, the MOL's Special Migrant Workers Unit, which is responsible for directly monitoring and protecting all migrants workers and conducting routine inspections of all migrant workers' employment sites, was staffed by only four inspectors; this number of inspectors is severely inadequate, as there are approximately 37,000 migrant workers currently employed in Mauritius.

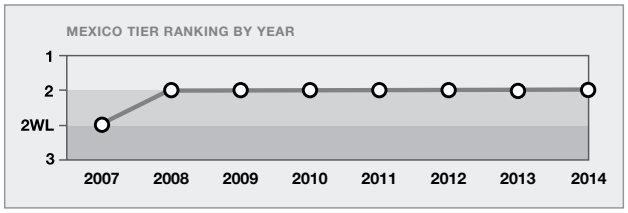
MEXICO (Tier 2)

Mexico is a large source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Groups considered most vulnerable to human trafficking in Mexico include women, children, indigenous persons, persons with mental and physical disabilities, migrants, and LGBT Mexicans. Mexican women and children, and to a lesser extent men, are exploited in sex trafficking within Mexico and the United States, lured by fraudulent employment opportunities, deceptive offers of romantic relationships, or extortion, including through the retention of identification documents or threats to notify immigration officials of victims' immigration status. NGOs report that transgender Mexicans in prostitution are vulnerable to sex trafficking. Mexican men, women, and children are exploited in forced labor in agriculture, domestic service, manufacturing, food processing, construction, the informal economy, forced begging, and street vending in both the United States and Mexico. In 2013, Mexican authorities identified 275 Mexican workers and family members exploited in debt bondage at a tomato processing plant. Residents at some substance addiction rehabilitation centers, women's shelters, and state institutions for people with disabilities have been subjected to forced labor and forced prostitution by shelter staff or criminal groups.

The vast majority of foreign victims in forced labor and sexual servitude in Mexico are from Central and South America, particularly Guatemala, Honduras, and El Salvador; some of these victims are exploited along Mexico's southern border. Victims from the Caribbean, Eastern Europe, Asia, and Africa have also been identified in Mexico, some *en route* to the United States. Child sex tourism persists in Mexico, especially in tourist areas such as Acapulco, Puerto Vallarta, and Cancun, and in northern border cities such as Tijuana and Ciudad Juarez. Many child sex tourists are from the United States, Canada, and Western Europe, though some are Mexican citizens.

Organized criminal groups profit from Mexican citizens and foreign migrants in sex trafficking and force some Mexican and foreign men, women, and children to engage in illicit activities, including work as hit men, lookouts, and in the production, transportation, and sale of drugs. Media reports indicate that criminal groups use forced labor in coal mines and for digging drug-smuggling tunnels under the border with the United States. Some criminal groups have kidnapped professionals, including architects and engineers, for forced labor. In 2013, Mexican officials identified a religious sect that allegedly forced members to engage in prostitution and forced labor.

The Government of Mexico does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government issued implementing regulations for the 2012 anti-trafficking law and continued to operate a high-security shelter in the capital for female sex trafficking victims participating in the legal process against their traffickers. Federal and state governments engaged in a range of prevention activities. The government reported increased trafficking convictions and sentences in comparison with the previous year. It was difficult to assess government efforts to identify and assist victims and to investigate and prosecute trafficking cases, as data collection on victim identification and law enforcement efforts was uneven. Official complicity continued to be a serious problem. Government funding for specialized victim services and shelters remained inadequate and these services were virtually nonexistent in much of the country. Victim identification and interagency coordination remained weak in many parts of the country.



RECOMMENDATIONS FOR MEXICO:

Increase funding for the provision of specialized victim services and shelters in partnership with civil society, and ensure that victims of all forms of trafficking are referred to services and receive protection; strengthen efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, at both the federal and state level, including for forced labor crimes; increase efforts to hold public officials who are complicit in trafficking accountable through prosecutions and convictions; enhance formal procedures to identify trafficking victims among vulnerable populations, such as people in prostitution and undocumented migrants, and to refer them to appropriate care services; increase the ability of regional and state coalitions and specialized units to more effectively respond to human trafficking cases through increased funding and trained staff; verify through increased training and monitoring that victims are not coerced into testifying against traffickers or treated as trafficking offenders; strengthen data collection efforts; provide effective protection for witnesses and victims testifying against trafficking offenders; increase training on victim identification and treatment for law enforcement officers, immigration officials, labor inspectors, prosecutors, judges, social workers, and other government employees; ensure that anti-trafficking legislation at the federal and state levels reflects international anti-trafficking law; and improve coordination mechanisms between federal, state, and local authorities.

PROSECUTION

The Government of Mexico continued law enforcement efforts and increased the number of reported trafficking convictions; however, official complicity, a lack of intelligence-based investigations, and some officials' limited understanding of human trafficking continued to undermine anti-trafficking efforts. The general anti-trafficking law of 2012 prohibits all forms of human trafficking, prescribing penalties of five to 30 years' imprisonment depending on the form of trafficking; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The law conflates illegal adoption with trafficking. In September 2013, the government issued the law's implementing regulations, though efforts to change internal mechanisms to put the regulations into effect remained ongoing. Some NGOs and legal experts criticized the law as being unduly complex and overly broad, and during the year new draft anti-trafficking legislation was introduced in Congress.

Federal officials have jurisdiction for all international trafficking cases and all cases that involve organized crime, take place on federally administered territory, or involve allegations against government officials. The attorney general's Special Prosecutor's Office for Violence Against Women and Trafficking in Persons (FEVIMTRA) handled federal trafficking cases involving two or fewer suspects, while a unit within the organized crime division (SEIDO) investigated cases with three or more suspects. States could investigate internal trafficking cases. The 2012 anti-trafficking law obligates states to adjust their anti-trafficking legislation to align with national legislation, and several states altered their anti-trafficking laws during the year. While 23 states and the federal district have specific trafficking laws, only some state laws criminalize all forms of trafficking, and inconsistencies among state laws complicated interstate investigations and prosecutions. Cases involving individuals who may have been forced by criminal groups to engage in illicit activities were not investigated or handled as potential trafficking cases, despite indications that force or coercion may have been involved.

The total number of trafficking investigations and prosecutions initiated in 2013 was unknown. In 2013, FEVIMTRA initiated 91 trafficking investigations while SEIDO reported initiating 48 investigations, but it was unclear how many federal prosecutions were initiated. Authorities did not report the number of investigations or prosecutions initiated at the state level, although 12 states reported more than 200 open trafficking investigations during the year. According to various different government entities, Mexican authorities at the federal and state levels convicted at least 52 trafficking offenders in 2013; it was unclear how many of these convictions were for forced labor, and officials did not report the range of sentences. The attorney general's office in the federal district reported convicting 38 trafficking offenders. Five states reported achieving a total of 14 trafficking sentences in 2013. In comparison, in 2012, Mexican authorities convicted at least 19 sex trafficking offenders and six labor traffickers.

Anti-trafficking law enforcement efforts remained uneven. The trafficking law obligated states to have a dedicated human trafficking prosecutor, but many states lacked funding to employ one. In many parts of the country, law enforcement efforts focused on raiding bars and nightclubs and searching for administrative irregularities, as opposed to intelligence-based anti-trafficking operations. Officials and NGOs reported that some investigations and prosecutions were delayed while authorities determined which prosecutors had jurisdiction or coordinated with officials in other parts of the country, to the detriment of both the criminal case and the victims. Some public officials did not adequately distinguish between alien smuggling, prostitution, and human trafficking offenses, and many officials were not familiar with trafficking laws. NGOs reported that some officials pressured victims to denounce their traffickers, in some cases threatening to prosecute them as accomplices. NGOs also reported that police and immigration officials often re-victimized trafficking victims due to lack of sensitivity or understanding of the crime. Prosecutors reported that many judges did not fully understand the dynamics of human trafficking, including the trauma experienced by victims, often leading to the acquittal of traffickers. Some federal government agencies hosted trainings on human trafficking investigations and victim identification with foreign donor support and funding, but most training was provided by NGOs, international organizations, and foreign governments. Authorities partnered with the U.S. government on 18 joint trafficking investigations in 2013.

NGOs, government officials, and other observers reported that trafficking-related corruption among public officials, especially local law enforcement, judicial, and immigration officials, was a significant concern. Some officials reportedly accepted or extorted bribes from women and children in prostitution including in the form of sexual services, falsified victims' identity documents, discouraged trafficking victims from reporting their crimes, facilitated movement of victims across borders, operated or patronized brothels, or failed to report sex trafficking in commercial sex locations. In 2013, authorities

in Tijuana reported that two municipal police officers were under investigation for exploiting a sex trafficking victim. The government did not report on the status of an investigation initiated in 2012 involving an employee of the attorney general's office in Chihuahua state charged with forced labor for allegedly subjecting a Guatemalan child to domestic servitude. A 2012 investigation of four Puebla officials for suspected trafficking crimes was continued as a kidnapping investigation during the year. The government did not report initiating any prosecutions or convictions of government employees complicit in human trafficking.

PROTECTION

The Mexican government continued to provide only limited specialized services for trafficking victims; there were minimal services outside of the capital, and services for forced labor victims and male victims were virtually nonexistent. Mexican immigration agents continued to implement a system to identify potential trafficking victims, and some government institutions had informal victim referral procedures, but most government officials lacked clear guidelines for identifying and referring victims to care services. NGOs were critical of the government's ability to accurately identify trafficking victims among vulnerable populations, such as migrant workers and people in prostitution. There were no comprehensive statistics available on the number of trafficking victims identified during the year. Federal prosecutors reported assisting 13 female trafficking victims. Mexican consulates in the United States reported identifying 160 potential trafficking victims in 2013.

While authorities provided psychological, medical, legal, and social assistance to an unspecified number of victims during the year, victim services in most parts of the country, particularly in high-crime areas, remained inadequate in light of the significant number of trafficking victims identified by NGOs and officials. NGOs and international organizations receiving foreign donor funding provided the majority of specialized assistance to trafficking victims. The press and civil society organizations reported a lack of coordination between federal, state, and local officials on victim services and case management. Civil society organizations reported that the lack of shelter and services left victims vulnerable and many victims decided to avoid the justice system out of fear for their personal safety and that of their families. Government services for male victims and forced labor victims were particularly weak and the lack of reintegration services remained a challenge. The Mexican consular network in the United States provided unspecific aid to 160 potential victims in 2013, and authorities did not report what services were provided to repatriated Mexican trafficking victims. NGOs and victims reported a need for increased access to comprehensive psychological services.

FEVIMTRA continued to operate a high-security shelter in Mexico City dedicated to female victims of sex trafficking and other violence who were participating in the legal process against their exploiters, as well as women whose family members had disappeared or been murdered. The shelter housed victims for up to three months, during which time victims were not allowed to leave the shelter unaccompanied, reportedly due to safety concerns. Some NGOs raised concerns that this arrangement re-traumatized some victims. The shelter coordinated medical, psychological, and legal services for an unspecified number of trafficking victims during the year. Government centers for crime victims provided some trafficking victims with emergency services, as did state-level prosecutorial, social service, and human rights offices. Mexico's social welfare agency operated general shelters for children under the age of 13 who were victims of violence; comprehensive statistics were not maintained on how many trafficking victims stayed in these shelters during the reporting period. The government continued to support a national network of shelters and emergency attention centers for female victims of violence, but few of these shelters offered specialized care for trafficking victims. Some victims received services at shelters that were operated and funded by NGOs, international organizations, and religious groups; officials referred some victims to these shelters during the reporting period. In recent years, there have been cases of staff at some substance addiction rehabilitation centers and women's shelters subjecting residents to forced labor and forced prostitution.

Mexican law has provisions to protect trafficking victims from punishment for unlawful acts committed as a direct result of being subjected to human trafficking, and foreign trafficking victims could receive refugee status independent of any decision to testify against suspected traffickers. However, NGOs and international organizations reported these legal alternatives to deportation were often not provided in practice. Some officials handed victims over to the National Institute of Migration for detention and subsequent deportation due to victims' lack of legal status or lack of identification as a victim of trafficking. Many foreign trafficking victims opted to return to their countries of origin after giving testimony, in some cases due to a lack of adequate shelter or information about their rights. INM reported providing unspecified migratory assistance to 47 trafficking victims in 2013 but did not report how many foreign victims received legal residency during the year.

Although authorities encouraged victims to assist in trafficking investigations and prosecutions, many victims in Mexico were afraid to identify themselves as trafficking victims, and few sought legal remedies due to their fear of retribution from trafficking offenders, the lack of specialized services, or a lack of trust in authorities. In some cases, authorities shared victims' names and case details with the press, failing to protect their privacy. Some civil society groups reported that local authorities threatened to arrest victims as accomplices if they refused to testify against their traffickers or failed to identify them as victims and treated them as traffickers. During the year, a Honduran sex trafficking victim who had been arrested as a minor and subsequently convicted and sentenced to 27 years' imprisonment for trafficking offenses in the state of Chiapas was released after spending three years in jail; authorities did not report if they granted her a humanitarian visa to remain in Mexico, which she requested. There were no reports that trafficking victims were awarded restitution.

PREVENTION

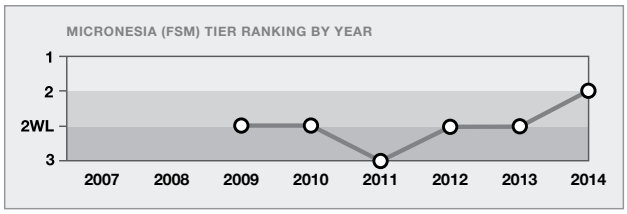
Federal and state authorities engaged in a range of anti-trafficking prevention efforts, though overall anti-trafficking prevention efforts were inadequate given the perceived magnitude of the problem. The interagency anti-trafficking commission that coordinated federal government efforts met only once in 2013, and NGOs questioned its effectiveness. The commission was responsible for implementing the national anti-trafficking program, but did not have funding to do so. NGOs reported a lack of transparency in government anti-trafficking efforts, and authorities failed to release a national study of human trafficking conducted by an international organization with government funds and completed in December 2012. Some states maintained state-level anti-trafficking committees, which

varied in effectiveness. Federal and state governments engaged in a wide variety of awareness-raising activities, including conducting seminars and roundtables, promoting theatrical works on human trafficking, and continuing to distribute awareness materials in indigenous languages. The national human rights commission conducted 200 anti-trafficking training and awareness sessions across the country for a range of audiences, reaching more than 22,000 individuals. The federal district government partnered with the private sector and private donors to jointly fund an anti-trafficking hotline for the capital. The Secretary of Communication and Transportation carried out a campaign to raise human trafficking awareness among public transport employees, reaching 776 individuals. The Secretary of Tourism implemented an anti-trafficking campaign in several tourist areas that reached approximately 14,000 people. While authorities reported investigating some child sex tourism cases during the year, the government did not report how many child sex tourists it prosecuted or convicted, if any, and some NGOs alleged that some corrupt local officials allowed commercial sexual exploitation of children to occur. In an effort to reduce the demand for forced labor, the government opened an investigation and seized the assets of an employment agency that allegedly defrauded several thousand Mexican citizens with false offers of U.S. and Canadian temporary work visas in exchange for thousands of dollars in fees.

MICRONESIA, FEDERATED STATES OF (Tier 2)

The Federated States of Micronesia (FSM) is a source and, to a limited extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. The groups most vulnerable to trafficking in FSM include foreign migrant workers and Micronesian women and girls who allegedly engage in prostitution at restaurants frequented by crew members of docked Asian fishing vessels or who are on vessels in FSM's territorial waters. FSM women are recruited with promises of well-paying jobs in the United States and its territories, but are subsequently forced into prostitution or domestic labor upon arrival. Local authorities claim many sex trafficking cases are unreported due to victims' fear of embarrassment in FSM's insular communities. Foreign migrants, many from the Philippines, report working in conditions that are indicative of human trafficking on Asian fishing vessels in FSM or its territorial waters.

The Government of the Federated States of Micronesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting year, the FSM government initiated a prosecution involving one alleged Micronesian offender and eight Micronesian victims. As part of a larger awareness campaign, the president declared a National Trafficking Day and the government implemented a national action plan to combat trafficking. The government did not, however, identify or assist any victims. It continued to lack a formal system to identify or refer victims to appropriate services and did not allocate funding for victim assistance and protection.



RECOMMENDATIONS FOR THE FEDERATED STATES OF MICRONESIA:

Increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; develop and implement procedures for the proactive identification of trafficking victims among vulnerable populations, such as fishermen on fishing vessels in FSM or its territorial waters, women and girls in prostitution, and FSM nationals migrating to the United States for work; develop and implement a victim referral system; train officials on human trafficking and how to identify and assist trafficking victims; continue to implement the national plan of action; dedicate resources to establish protective services for victims of trafficking; continue nationwide educational campaigns to increase awareness of trafficking; and collaborate with traditional leaders to raise awareness of trafficking and to break away from customary practices that render Micronesians vulnerable to trafficking.

PROSECUTION

The Government of the Federated States of Micronesia increased anti-trafficking law enforcement efforts. The national anti-trafficking law prohibits all forms of trafficking, and prescribes penalties of up to 15 years' imprisonment for adult trafficking and 30 years' imprisonment for child trafficking, and fines not exceeding the equivalent of approximately $50,000; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. The Federated States of Micronesia's four states have laws that implement the national law. Pohnpei state's law prohibits sex trafficking of children and forced labor of adults, but not sex trafficking of adults; it prescribes penalties for these crimes of up to 10 years' imprisonment or fines not exceeding the equivalent of approximately $10,000, or both. Chuuk state's law includes the same prohibitions, but prescribes penalties of up to 15 years' imprisonment for forced labor, 25 years' imprisonment for child trafficking, or fines not exceeding the equivalent of approximately $10,000, or both. Kosrae state's law prohibits all forms of trafficking and prescribes penalties of 10 years' imprisonment or fines not exceeding the equivalent of approximately $20,000, or both. Yap state's law prohibits all form of trafficking and prescribes penalties of up to 15 years' imprisonment or fines not exceeding the equivalent of approximately $1 million dollars, or both. Penalties in each of these four states are sufficiently stringent and commensurate with penalties prescribed for other serious offenses.

During the reporting period, the government reported conducting three investigations of suspected sex trafficking offenses involving Micronesians, compared to zero in 2012. In December 2013, it initiated one prosecution, a case from 2009, compared to zero in 2012, against a Micronesian man on eight counts of criminal deprivation of civil rights, including involuntary servitude for aiding and abetting the forced labor and prostitution of eight Chuukese females. The case remained pending at the close of the reporting period. The government did not convict any traffickers under the new anti-trafficking laws.

In 2013, the Secretary of the Department of Justice (DOJ) provided anti-trafficking training to 22 national and state police, immigration, and customs officers. The DOJ, in collaboration with a foreign-funded organization, also provided human trafficking advocacy training to the Attorney General's Offices of all four states. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The FSM government demonstrated inadequate efforts to identify and protect victims of trafficking. It did not identify any new trafficking victims within the country and did not develop or implement a system to identify victims of trafficking among vulnerable groups, such as foreign workers or women and children in prostitution. The government made no efforts to refer trafficking victims to services or allocate resources to provide such services. The government reported that any identified trafficking victims would have access to limited social services, such as the mental health program at a hospital in Kosrae state and legal assistance provided to victims of general crime through the public defenders offices at the national and state level; no victims received these services in 2013. FSM officials did not provide legal alternatives to the removal of foreign trafficking victims to countries where they may face hardship or retribution, or incentives to participate in trials. There were no reports of potential trafficking victims being punished for crimes that they committed as victims of trafficking; however, the government identified no victims.

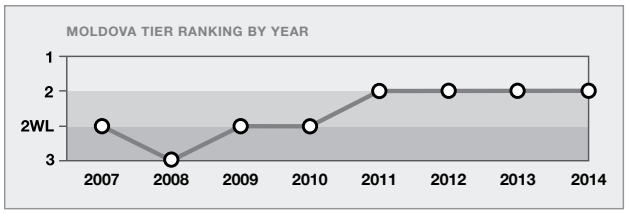
PREVENTION

The FSM government increased efforts to prevent trafficking through a heightened public awareness campaign. President Mori highlighted the importance of a Pacific regional response to combat trafficking and committed the country to make efforts to fight modern slavery. He declared January 22 as the National Trafficking Day and launched a trafficking awareness campaign in all four states. As part of this campaign, the government allocated the equivalent of approximately $75,000 to draft and enact a national plan of action to combat trafficking, hold a nationwide anti-trafficking poster contest for high school students, educate more than 3,000 high school and 60 college students, create public service announcements, and conduct community-based discussions on trafficking; these efforts took place in early 2014. DOJ and the National Police met with Pohnpei state traditional leaders to discuss ways the traditional leaders could be involved in anti-trafficking efforts. The Pohnpei Migrant Resource Center continued to provide anti-trafficking training to 250 representatives of national and state law enforcement, local churches, and women's groups, and to 5,300 students in all four states. The FSM government provided the equivalent of approximately $190,000 to IOM and the Chuuk state government to establish a second Migrant Resource Center. While the government did not develop or disseminate campaigns aimed at reducing the demand for commercial sex acts, it met with agents and owners of foreign fishing companies to discuss implications of labor trafficking.

MOLDOVA (Tier 2)

Moldova is primarily a source country for men, women, and children subjected to sex trafficking and forced labor. Moldovan victims are often subjected to sex trafficking and forced labor within Moldova and in Russia, Turkey, the "Turkish Republic of Northern Cyprus," Greece, United Arab Emirates, Kosovo, Kazakhstan, Lebanon, Italy, Spain, Ireland, Poland, Switzerland, Israel, Thailand, Germany, Denmark, and Czech Republic. Women and minors are subjected to sex trafficking in Moldova through brothels, saunas, and massage parlors. Moldovan men are subjected to forced labor in agriculture and construction in Ukraine and Russia. Moldovan women are subjected to forced labor in agriculture in Ukraine. Traffickers used fraud, debt bondage, and withholding of documents and wages to compel victims into sex trafficking and forced labor in other countries. Boys were subjected to sex trafficking in Moldova, and girls were subjected to sex trafficking both within the country and transnationally. Foreign tourists, including those from Norway, Italy, Germany, Sweden, Denmark, Thailand, Australia, Israel, and the United States, subjected Moldovan children to commercial sexual exploitation, using the Internet as a tool for recruitment and exploitation. The separatist Transnistria region is outside the central government's control and remained a source for victims of both sex trafficking and forced labor.

The Government of Moldova does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government's anti-trafficking center continued to implement major reforms that have improved the response to trafficking; added two prosecutors to the anti-trafficking section of the Prosecutor General's Office; and made permanent the secretariat for the national committee for combating trafficking in persons. However, corruption has increased within the judicial sector, including the Supreme Court; shelters had little security, and victims and witnesses participating in trial were threatened. Court hearings were frequently delayed and prosecutors did not maintain regular contact with the victims.



RECOMMENDATIONS FOR MOLDOVA:

Vigorously investigate, prosecute, and convict trafficking offenders and ensure offenders are sentenced according to the severity of their crimes with penalties prescribed for trafficking, including complicit officials in the judicial sector; monitor outcomes of sentencing and appeals within the judiciary to ensure convicted traffickers are held accountable; demonstrate vigorous efforts to convict and sentence government officials complicit in human trafficking; protect victims and witnesses and take additional measures to ensure that victims of trafficking are assisted during pre-trial and court proceedings, and capture victim testimony prior to trial, to the extent allowable by law; reform the criminal procedure code to allow for the wiretapping of suspected traffickers without prior notification; pursue financial investigations of suspected traffickers; increase prosecutions for witness tampering; make full use of the available

measures to protect victims and witnesses; continue to train police, judges, and prosecutors on victim-centered approach to investigations; ensure that all victims have access to legal assistance and representation, and inform victims of the right to compensation for damages suffered in accordance with Moldova's criminal code; enhance efforts to identify victims and potential victims of trafficking among unaccompanied and separated children, children placed in institutions, and other vulnerable children.

PROSECUTION

The Government of Moldova sustained law enforcement efforts by redirecting them to focus more on complex trafficking networks; while this reform resulted in fewer investigations, prosecutions, and convictions, it also improved the quality of the law enforcement response to trafficking. Corruption in the judicial system regularly hindered the successful conviction and sentencing of traffickers. The law prohibits all forms of both sex and labor trafficking through Articles 165 and 206 of the criminal code. Prescribed penalties under these articles are five to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, the Criminal Code and the Criminal Procedure Code were amended to provide new definitions for the crimes of pimping and organizing of begging to better distinguish these crimes from the crime of trafficking in persons. The amendments also provide for harsher penalties for non-aggravated trafficking in human beings of six to 12 years' imprisonment and trafficking in children of 10 to 12 years' imprisonment; criminalized the use of the results of labor or services of a person who is a victim of trafficking in persons, as well as provides for better protection measures for the participants in the criminal proceedings, including victims. The government reported 155 trafficking investigations in 2013, a decrease from 171 in 2012. Authorities prosecuted 51 suspected trafficking offenders in 2013, a decrease from 65 in 2012; eight were for child trafficking. The government convicted 25 trafficking offenders in 2013; four of the convictions were for child trafficking. This was a decrease from a total of 35 convictions in 2012. Sentences ranged from six months' to 20 years imprisonment. Sentences for trafficking of children in 2013 ranged from 11 to 17 years' imprisonment. Corruption within the judiciary remained a problem; the judiciary often applied sentences that did not correspond with the severity of the crime, and sentenced convicted traffickers to only fines or commuted prison terms.

The anti-trafficking center continued to implement major reforms that have improved the response to trafficking. The government added two prosecutors to the anti-trafficking section of the Prosecutor General's Office. The anti-trafficking center had a budget of the equivalent of approximately $299,570 with a staff of 35 police officers in Chisinau and eight officers in regional divisions. The government assigned seven prosecutors to the anti-trafficking center to focus solely on investigating and prosecuting trafficking cases. NGOs reported that the police officers were professional and adopted a victim-centered approach to investigations. Cooperation among government institutions at times was poor, and some key institutions in the fight against trafficking continued to suffer from a lack of resources. There were allegations of corruption in the trafficking center's investigative section. Of the criminal investigations against 12 public officials initiated in 2012 for complicity, one resulted in a conviction and was sentenced to 13 years' imprisonment for using his position to recruit at least 15 women for sex trafficking. In 2013, one officer was removed for allegedly offering to drop a trafficking case for a fee. In another case, an officer was prosecuted for allegedly accepting a bribe to convince his colleagues to close the investigation of a trafficking case; the case is pending trial. In June 2013, the Supreme Court overturned the conviction of the head of a child trafficking ring and released him on grounds that experts deemed baseless. The government has since filed an appeal of that decision. The government, in cooperation with civil society partners, organized nine training sessions for over 100 law enforcement officers and 400 police cadets on combating trafficking, investigating trafficking-related crimes, and interviewing victims and witnesses. The government trained 10 judges and 10 prosecutors on the investigation of trafficking cases. The anti-trafficking center participated in joint trafficking investigations with the United States, Russia, Germany, Ukraine, Greece, and Turkey.

PROTECTION

The government maintained efforts to protect victims of trafficking in 2013. The number of victims identified decreased. There continued to be a lack of resources and services for victims. Legal and psychological services for victims remained insufficient. The government identified 262 new victims of trafficking, a decrease from 289 victims identified in 2012. Of the 262 victims identified, the government assisted 105 victims; the vast majority were women, but the victims also included 13 male and 13 child victims. Of the 289 victims, NGOs reported assisting 92 victims, 26 of whom were child victims; the rest declined assistance. The national referral system continued to be successful and functioned in all regions of Moldova in coordination with law enforcement, schools, health service workers, social service workers, and NGOs. Multidisciplinary teams were set up at the regional level in order to coordinate a systematic approach to the identification, protection, and assistance of potential victims of trafficking.

All adult trafficking victims were housed at rehabilitation shelters and had the freedom to come and go. Child victims were placed with relatives, in foster care, or in rehabilitation clinics that provided specialized medical and psychological care. The rehabilitation system continued to provide comprehensive assistance to victims, including medical, legal, financial, psychological, educational, and other benefits. Both long-term and short-term shelter was available, and the government offered financial assistance for reintegration, including housing and allowances for victims. The government, in cooperation with an NGO, repatriated Moldovan victims identified abroad. The government spent the equivalent of approximately $9,000 in 2013 to repatriate victims, compared with the equivalent of approximately $5,000 in 2012. Victims also received identification documents free of charge. In 2013, the government continued to fully fund a specialized short-term rehabilitation and protection center in Chisinau of the equivalent of approximately $104,000, compared with the equivalent of approximately $93,000 in 2012. In addition, the government funded five regional centers in coordination with NGOs and city governments. This network of care provided medium- and long-term assistance, reintegration, and vocational training. The government provided the equivalent of approximately $373,000 to fund seven shelters for victims of trafficking and domestic violence, an increase from the equivalent of approximately $302,200 in 2012.

The anti-trafficking center actively encouraged victims to assist in the investigation of trafficking offenders by ensuring victims

were supported by NGOs and were provided with adequate services. Victims were free to obtain employment or to leave the country pending trial proceedings; access to assistance was not contingent on cooperation with investigations or prosecutions. NGOs reported that potential victims of child trafficking were questioned by law enforcement in the presence of a psychologist using a specialized "children's room." There were four special interview rooms in use in 2013; the government committed the equivalent of approximately $130,000 to opening six additional rooms around the country. Reportedly, the government did not adequately protect victims. Shelters had little security, and victims and witnesses participating in trial were threatened. Law enforcement resources were inadequate to provide sufficient protection, and corruption undermined their reliability. Prosecutors reportedly did not appropriately prepare victims and witnesses for trial. Court hearings were frequently delayed and prosecutors did not maintain regular contact with the victims. In some cases, victims experienced intimidation in the court rooms, in the presence of police and prosecutors, and were frequently approached by their traffickers and pressured to change their testimony. In 2013, three victims were awarded compensation ranging from the equivalent of approximately $300 to $2,300. However, victims' ability to file suits against their traffickers for restitution was often undermined because the perpetrator must first be recognized as guilty by the criminal court and traffickers reportedly bribe judges to escape punishment. Moldovan law provided residency permits or extensions of permits to foreign or stateless victims of trafficking who are willing to participate in a law enforcement investigation. There were no reports of victims of trafficking being deported during the reporting period. The criminal code of Moldova exempts victims of trafficking from criminal liability for the commission of offenses related to human trafficking. Although victims are afforded by law a reflection period—time in which to recover before deciding whether to cooperate with law enforcement—in practice, authorities rarely provided victims a reflection period due to criminal procedure rules that require prosecutors to press charges within strict time limits. As a result, victims' rights were not always respected. The government was unable to combat trafficking in the separatist region of Transnistria, which is outside the control of the central government. Transnistrian victims received full support and assistance from Moldovan shelters, but law enforcement cooperation is rare, informal, and inadmissible in court.

PREVENTION

The government increased efforts to prevent trafficking in persons during the year by making permanent the secretariat for the national committee for combating trafficking in persons, and increased its staff to four members. The secretariat was responsible for coordinating the government's anti-trafficking response. In September 2013, the secretariat began drafting the 2014-2016 action plan. The secretariat provided training sessions and roundtable discussions to members of the regional commissions, mayors, city councilmen, and local leaders on combating trafficking. The government trained 375 school psychologists and teachers on issues related to victim identification and interview techniques with child victims. The government, in coordination with NGOs, trained 699 professionals on victim identification, current activities in victim identification, and principles of interagency cooperation. In 2013, in partnership with local authorities, the government re-trained more than 700 doctors, social workers, school officials, law enforcement personnel, and NGO representatives on trafficking prevention and combating trafficking. The government prosecuted and convicted Moldovan tourism firms for fraudulently recruiting foreigners and subjecting them to forced labor. Law enforcement revoked the licenses of eight employers for forced labor violations and temporarily suspended nine licenses and annulled ten illegally-issued licenses. The government launched a website dedicated to anti-trafficking featuring resources, information, contacts, reports, and news related to trafficking. The government also hosted a week long awareness-raising campaign centered on European Anti-Traffic Day. More than 120,000 people participated in the National Anti-Traffic Week, including students who attended public debates and lectures on trafficking. The government continued to invest in combating the sexual abuse of children online and the internet recruitment of children for exploitation by establishing a center for combating cyber crime. The government did not demonstrate efforts to reduce the demand for commercial sex acts or forced labor.

MONGOLIA (Tier 2)

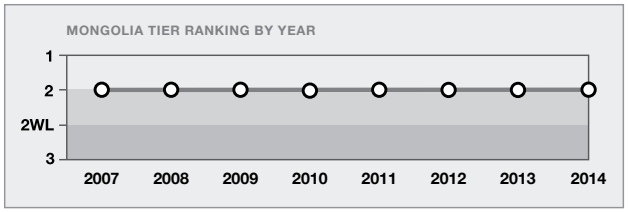
Mongolia is a source and destination country for men, women, and children who are subjected to forced labor, and is a source country for women and children subjected to sex trafficking. Mongolian men, women, and children are subjected to forced labor and women and children are subjected to forced prostitution abroad, including in China, Hong Kong, India, Indonesia, South Korea, Malaysia, the Philippines, Macau, and Singapore. China was the primary source of repatriated Mongolian trafficking victims in 2013. Mongolian men are also subjected to forced labor abroad, reportedly in Turkey, Kazakhstan, the United Arab Emirates, and the Czech Republic. Mongolian women and girls are also subjected to forced prostitution in Sweden. Mongolian women—including some who have been handicapped—are subjected to involuntary domestic servitude or forced prostitution after entering into commercially brokered marriages, often to South Korean or Chinese men. Mongolian girls, trained and employed as contortionists under contracts signed by their parents, are subjected to forced labor and sometimes forced into begging in Mongolia, Hong Kong, India, Singapore, and Turkey.

In Mongolia, women and girls are also subjected to forced prostitution in massage parlors, and girls are vulnerable to commercial sexual exploitation in hotels, bars, and karaoke clubs. Perpetrators sometimes use drugs to lure Mongolian victims into forced prostitution. Traffickers increasingly use social networking sites and online advertisements of job opportunities and English language programs to attract victims. Anecdotal accounts of South Korean and Japanese tourists engaging in child sex tourism in Mongolia have been reported. Mongolian children are forced—often by their parents—to beg, steal, or work in the informal construction, horse races, animal husbandry, mining, agriculture, and industrial sectors.

The number of undocumented Filipina domestic workers in Mongolia, some of whom may be vulnerable to trafficking, has increased in recent years. Approximately 2,500 North Koreans are employed in Mongolia as contract laborers to work in construction, production, agriculture, forestry, fishing, hunting, factory, wholesale and retail trade, automobile maintenance, and mining. North Korean laborers, present in Mongolia through a memorandum of understanding, reportedly do not have

freedom of movement or choice of employment, and received sub-minimum wages while being subjected to harsh working and living conditions.

The Government of Mongolia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2013, the government prosecuted four sex trafficking cases involving five defendants and initiated two forced labor trafficking investigations. The government also established an interagency Anti-Trafficking Sub-Council under the Ministry of Justice. The government did not fully implement the 2012 anti-trafficking law for the second consecutive year; the government allocated minimal trafficking-specific funding to conduct anti-trafficking training and provided limited victim assistance and protection. This hindered efforts of law enforcement officers and judicial authorities to successfully prosecute trafficking cases and assist victims.



RECOMMENDATIONS FOR MONGOLIA:

Fully implement the 2012 anti-trafficking law; commence serious efforts to investigate and prosecute labor trafficking cases, including those involving foreign workers; allocate more trafficking-specific government funds to support anti-trafficking activities, including law enforcement and judicial training, and victim assistance and protection; establish formal procedures to guide government officials in victim identification and referral of victims to protective services; train law enforcement officials, judges, and other government officials on how to effectively implement the 2012 anti-trafficking law, including by prosecuting internal trafficking and child (boys and girls) prostitution cases using Article 113; complete drafting and implement the new national plan of action on trafficking in persons; cease penalizing trafficking victims for offenses committed as a result of being trafficked; ensure that North Korean workers employed in Mongolia are not subjected to forced labor; reduce demand for commercial sex acts through proactive awareness campaigns in bus depots and other major transportation hubs; and investigate allegations of child sex tourism in Mongolia.

PROSECUTION

The Government of Mongolia maintained its anti-trafficking law enforcement efforts. Mongolia prohibits all forms of human trafficking through Article 113 of its criminal code. Article 113, which defines trafficking in accordance with international law, prescribes up to 15 years' imprisonment for trafficking offenses, penalties which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. A more commonly used statute which does not describe trafficking in persons offenses but is used to prosecute sex trafficking cases, is Article 124 (inducing others to engage in prostitution and organizing of prostitution). It prohibits offenses such as setting up, running, or financing brothels or providing transportation or premises for prostitution, as well as "induced" prostitution, and prescribes up to five years' imprisonment. Inducing a child into prostitution is a trafficking offense, but with regard to adults, it is only the use of force, fraud, or coercion that renders the crime of sex trafficking. Due to a general misconception that only girls can be victims of sexual exploitation, Article 113 is rarely used to prosecute sex trafficking cases involving boys; those cases that have reached trial have been charged under Article 125 (unnatural sexual gratification), which prescribes up to five years' imprisonment and carries no aggravating penalties.

In 2013, the government investigated seven sex trafficking cases, prosecuted four cases involving five defendants, and convicted five offenders as compared to six convictions obtained in 2012. Four traffickers received sentences between three and five years' imprisonment; one trafficker received a sentence of eight to 10 years' imprisonment. The government obtained no forced labor convictions under Article 113 for four consecutive years; an investigation alleging forced labor remained pending at the end of the year. The State Investigative Agency (SIA) reported that China deported nine Mongolian citizens to Mongolia on trafficking charges. The SIA referred these cases for investigation.

The government did not issue all of the implementing regulations needed to guide law enforcement and judicial authorities on the anti-trafficking law enacted in early 2012. In 2013, the Criminal Police Department's Organized Crime Division and SIA held regular training programs on trafficking investigations for 250 provincial and district law enforcement officers. In early 2014, the Sub-Council held three separate training events for law enforcement officers, prosecutors, and a range of other government and NGO representatives. However, frequent turnover among prosecutors, judges, and law enforcement officers undercut these training efforts and prevented government officials from gaining anti-trafficking expertise. In January 2014, the Law on the Police Service transferred some current responsibilities, including human trafficking, of the National Police Agency to the National Investigative Service (NIS). However, the law to establish the NIS has not yet passed, and the officers responsible for trafficking remained in an organizational limbo. Corruption among prosecutors, judges, and law enforcement personnel remained a significant problem in the country and a barrier to anti-trafficking progress. The Mongolian government did not report any investigations, prosecutions, or convictions of government employees complicit in trafficking.

PROTECTION

The Government of Mongolia made limited efforts to protect victims of trafficking. It did not employ systematic procedures for the proactive identification of trafficking victims, though authorities reported identifying 45 victims of forced prostitution in 2013, compared to 56 in 2012. The Mongolian government identified only two victims of forced labor. The Mongolian government provided the Gender Equality Center, an NGO that provided protective services to victims, the equivalent of approximately $4,000; this represents a decrease from the equivalent of approximately $5,000 to $8,000 the government provided two NGOs working on victim protection in 2012. The National Center against Violence (NCAV) reported receiving the equivalent of approximately $42,500 from the Ministry of Population Development and Social Welfare and the Ministry of Justice to renovate one of the NCAV's domestic violence shelters, which could be used for trafficking victims. During the reporting period, NGOs provided protective services to 82 trafficking victims, including shelter for 14 victims. The government did not provide long-term resources to victims of trafficking.

In January 2014, the Law on Victim and Witness Protection went into effect. This law requires the government to provide for the safety and psychological well-being of victims and witnesses during the investigation and prosecution of a crime. It further mandates that victim protection measures be put in place—including physical protection, use of safe houses, protection of victims' identity, and psychological counseling. In 2013, the Ministry of Justice, with an international NGO, administered a legal assistance fund for victims as an interim measure until the Law on Victim and Witness Protection is fully implemented. Several additional pending regulations will mandate the provision of psychological counseling, job assistance, and rehabilitation to victims in Mongolia, and shelter and repatriation funds for Mongolian victims identified abroad. The government reported that the relevant agencies will implement and fund the regulations for the new law; however, Mongolia's 2013 budget did not include any funding to assist trafficking victims support shelters. The law does not provide foreign victims with legal alternatives to repatriation where it would constitute a significant risk of hardship, torture, or death. Victims continued to be punished for unlawful acts committed as a direct result of their being trafficked, including Mongolian children in prostitution who were arrested and detained without screening to determine if third-party adults benefited from their prostitution. Foreign trafficking victims in Mongolia, especially Chinese laborers, were sometimes fined for violating their visa terms and expelled from Mongolia. Mongolian law does not provide incentives for victims to assist in trafficking investigations and prosecutions.

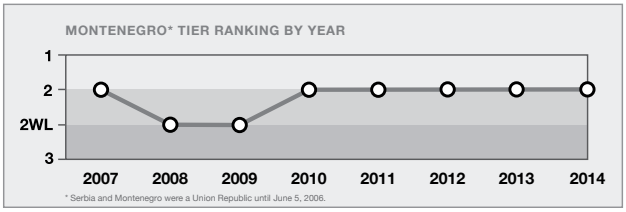
PREVENTION

The Government of Mongolia demonstrated moderate efforts to prevent trafficking. The Anti-Trafficking Sub-Council, the government's coordinating body for anti-trafficking efforts, was reconstituted in January 2013 and worked on revising the national action plan to account for the 2012 anti-trafficking law and judicial sector restructuring. The council, with financial assistance from an international NGO, organized a human trafficking training for journalists. The Ministry of Foreign Affairs (MFA) posted a message warning Mongolian citizens of fraudulent job or educational offers abroad on the MFA website. The National Police Agency, in conjunction with the Ministry of Justice, created an awareness poster and disseminated copies to police departments in all Mongolian provinces and Ulaanbaatar districts. Several ministries partnered to develop 300,000 passport inserts providing travelers the name and contact information of the Criminal Police; these were distributed at major transportation hubs. All 1,300 deployed Mongolian Armed Forces peacekeepers received anti-trafficking training. However, the government made no discernible efforts to prosecute recruiters and brokers, or to investigate the living standards or labor conditions of North Korean contract laborers working in Mongolia. The government did not take any measures to reduce the demand for commercial sex acts or to address child sex tourism in the country.

MONTENEGRO (Tier 2)

Montenegro is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. In previous years, victims of sex trafficking identified in Montenegro were primarily women and girls from Montenegro, Serbia, Macedonia, Bosnia, Kosovo, and to a lesser extent, other countries in Eastern Europe. Victims were subjected to sex trafficking within hospitality facilities, bars, restaurants, night clubs, and cafes. Children of ethnic Roma, Ashkali, and Egyptian descent, displaced families, and other vulnerable children from Montenegro, Kosovo, Bosnia, and Serbia were subjected to forced begging on the streets. There have been reports that ethnic Roma girls from Montenegro, who are often forced into domestic servitude, have been sold into servile marriages in Roma communities in Kosovo. Although uncommon, internationally-organized criminal groups subject Montenegrin women and girls to sex trafficking in other Balkan countries.

The Government of Montenegro does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased the anti-trafficking budget, elevated the National Coordinator position from under the Ministry of Interior to an independent agency, assigned a new National Coordinator in September 2013, and convicted more trafficking defendants. The government's law enforcement efforts remained limited; however, it initiated one new investigation and prosecution against a trafficking offender. Victim identification remained inadequate.



RECOMMENDATIONS FOR MONTENEGRO:

Vigorously investigate, prosecute, and convict trafficking offenders, including complicit officials; greatly increase proactive screening of potential victims, especially in vulnerable populations and potential victims of forced labor; develop a multi-disciplinary approach to proactive victim identification and include civil society groups and NGOs in the national referral mechanism; train law enforcement and judiciary officials on a victim-centered approach; continue to train law enforcement and border police on victim identification and trafficking awareness; ensure that police, social workers, and other officials working with high risk populations are trained to proactively identify and refer trafficking victims to services; ensure raids conducted are 'smart' raids to free trafficking victims while minimizing harm to others and include arrangements to segregate traffickers from victims, to conduct victim-centered interviews, to cross-reference victims' accounts, and to quickly transition to post-rescue care and shelter for identified victims; and encourage trafficking victims' participation in prosecutions against traffickers.

PROSECUTION

The Government of Montenegro demonstrated an overall low level of law enforcement efforts in 2013 with regard to trafficking, it investigated and prosecuted one new alleged trafficking offender, and convicted more defendants than in the previous reporting period. Montenegro prohibits sex and labor trafficking through Article 444 of its criminal code, which prescribes penalties of up to 10 years' imprisonment; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, Parliament adopted amendments to the criminal code to include criminalization of slavery and offenses similar to slavery, and to characterize the victim's consent to the intended exploitation as irrelevant. During the reporting

period, the government investigated one new suspected trafficking offender, equal to the number of investigations in 2012, and prosecuted one new defendant, a decrease from 23 defendants in three cases in 2012. The government convicted seven defendants for sex trafficking from cases originally opened in 2010 and 2012, compared to one conviction in 2012. Five defendants received sentences of three years' imprisonment; one was sentenced to two years' imprisonment; and one was sentenced to three years and six months' imprisonment. In January 2014, the Court of Appeals upheld a retrial verdict exonerating three police officers for human trafficking and acquitted six defendants, including the police officers complicit in human trafficking. The government did not report any investigations of government employees complicit in human trafficking offenses.

The government provided training to labor inspectors, approximately 60 regional anti-trafficking offices, police officers, and prosecutors to identify victims of forced labor. During employment reviews, labor inspectors failed to identify any cases of forced labor. The government organized seminars on combating trafficking in persons and victim identification for representatives of law enforcement, prosecution, and judiciary. The Judicial training center organized two trainings for more than 60 judicial representatives on criminal instruments used in transnational crime, including trafficking.

PROTECTION

The government had mixed protection efforts; although it increased funding for anti-trafficking efforts, including fully funding a shelter for victims, victim identification remained inadequate. The government adopted a new Law on Social and Child Protection in May 2013, mandating that persons who are victims of trafficking be offered special protection. The government reported identifying two female potential victims of trafficking in 2013, compared with eight victims identified in 2012. One victim was referred by an NGO and was accommodated in the government shelter. One was a victim of forced labor. The government coordinated with the Government of Serbia for the safe return of another victim who had been transported to Serbia for forced labor. The police organized crime unit, responsible for investigating trafficking cases, conducted regular and numerous anti-trafficking raids in commercial sex sites and bars. Police continued to follow up on tips of trafficking activities and investigated suspicious businesses, escort agencies, and places where undocumented migrants were found, but they failed to find evidence of trafficking. The government continued to fund the SOS hotline for victims of abuse and domestic violence, including trafficking victims. The police and NGOs continued to utilize the referral mechanism to identify potential victims. The government continued to fully fund a jointly-run shelter for trafficking victims that was open to both domestic and foreign victims; male victims were accommodated in separate living quarters in the shelter. Three victims were accommodated in the shelter during the reporting period. Children were accommodated in the shelter separately from adults. Victims had freedom of movement within the shelter, and could leave after an assessment made by police, or by the social welfare centers in the cases of children. Victims and potential victims were provided with free-of-charge protection, medical, psychological, and social assistance, as well as legal advice regarding their status. There was no difference between the treatment or access to care afforded to foreign and domestic victims. The government allocated a budget of the equivalent of approximately $227,000 to the anti-trafficking office, compared with the equivalent of approximately $182,000 in 2012. Approximately half of the funding was directly allocated to anti-trafficking efforts, including trainings and education, the operation of the shelter for victims, salaries for shelter staff, and the SOS hotline. The government encouraged victims to participate in investigations and prosecutions of trafficking offenders by providing free legal assistance and involving a psychologist when taking victims' statements. Seven victims cooperated with investigations in 2013. In practice, few victims have participated in the prosecution of their traffickers. NGOs report that victims often change their statements in favor of the traffickers and prefer not to participate in trial out of fear of reprisal. NGOs reported that the police provided adequate protection to victims at all stages of the legal process. Victims were permitted to leave the country and obtain employment pending trial proceedings. The law provided for the possibility of a victim's restitution, although there were no cases in which a victim requested or obtained restitution. The government had an agreement with NGOs to provide vocational training and reintegration assistance to victims. The government paid for the medical expenses of victims who did not have Montenegrin insurance. The law authorizes extension to foreign victims of a temporary residence permit lasting from three months to one year, although no victims applied for residency during the reporting period. NGOs reported that victims of trafficking were not punished for acts committed as a direct result of being subjected to trafficking. Experts reported that the number of trafficking cases and victims are underestimated, given the general stigma and fear attached to reporting a criminal case. Nevertheless, NGOs reported good cooperation with government agencies on projects and specific tasks from the action plans.

PREVENTION

The government increased prevention efforts by elevating the National Coordinator position from under the Ministry of Interior to an independent agency, giving it wider jurisdiction and influence, and by assigning a new National Coordinator in September 2013. The government had an anti-trafficking strategy for 2012-2018 and an implementation plan for 2012-2013. The strategy and action plan were monitored through semi-annual reports prepared through joint action of government agencies and civil society. The anti-trafficking office had the overall lead and oversight in coordinating anti-trafficking efforts. The head of the office was also the National Coordinator for the anti-trafficking taskforce, comprising members from the government, two NGOs, and the international community, for the purpose of coordinating anti-trafficking efforts. The government maintained a website for all anti-trafficking efforts conducted on the national and local levels. The government in coordination with NGOs organized training for approximately 120 social and health workers, law enforcement officers, the military contingent, and regional officials on victim identification. The government organized training for approximately 30 representatives from civil society and international organizations on indicators for early identification of victims. The government included trafficking awareness classes in elementary and high schools for the prevention and protection of children from becoming victims. In cooperation with international organizations, the government prepared a victim identification checklist that contains all key points of identification of persons and children who may be potential trafficking victims for both sexual and labor exploitation. The scorecards were disseminated widely to all law enforcement agencies, including border police and prosecutors, health and social workers, school directors, and to all institutions that may come in contact with potential victims. The government conducted a national campaign on trafficking awareness, which included a video played on public and commercial television stations, and promoted the SOS hotline.

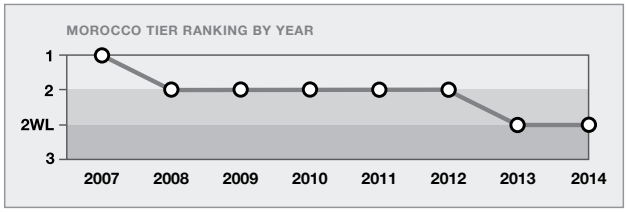
Posters listing the SOS hotline number were displayed at all border crossings. The government printed and distributed flyers and other advertising material with information intended for youth about the risks and dangers of trafficking, prevention methods, and government agency points of contacts. The government did not have a specific demand-reduction campaign targeting a decrease in commercial sex acts or forced labor during the reporting period. The Montenegrin government provided anti-trafficking training to its military personnel prior to their deployment abroad for international peacekeeping missions.

MOROCCO (Tier 2 Watch List)

Morocco is a source, destination, and transit country for men, women, and children who are subjected to forced labor and sex trafficking. Some rural Moroccan girls as young as 6-years-old are recruited to work as maids in cities and become victims of forced labor, experiencing nonpayment of wages, threats, restrictions on movement, and physical, psychological, or sexual abuse; however, an NGO reports that the incidence of child maids has decreased since 2005, in part due to government-funded programs promoted in primary school and awareness programs funded by UN agencies and NGOs. Some Moroccan boys experience forced labor while employed as apprentices in the artisanal and construction industries and in mechanic shops. Some men, women, and children, primarily from sub-Saharan Africa and South Asia, enter Morocco voluntarily, but illegally, with the assistance of smugglers; once in Morocco, some of the women and older girls are coerced into prostitution or, less frequently, forced into domestic service. International organizations and local NGOs report that unaccompanied children and women from Cote d'Ivoire, the Democratic Republic of the Congo, and Nigeria are highly vulnerable to sex trafficking and forced labor in Morocco. Some women from Cote d'Ivoire, the Philippines, and Indonesia are recruited for employment as domestic workers in Morocco; some report being subjected to forced labor, experiencing nonpayment of wages, withholding of passports, and physical abuse at the hands of their employers. Criminal networks operating in the northern border town of Oujda on the Algerian border force undocumented foreign migrant women into prostitution and begging; these networks also reportedly force children into begging. Some female migrants transiting Oujda, particularly Nigerians, are forced into prostitution once they reach Europe. There is some child sex tourism committed by foreigners in major cities in Morocco. Due to conflicts in the region, Morocco experienced a small increase in the number of irregular migrants and asylum seekers in 2013, including from Syria and the Central African Republic; these migrants are vulnerable to trafficking in Morocco.

Moroccan men, women, and children are exploited in forced labor and sex trafficking in Europe and the Middle East. Moroccan women are forced into prostitution primarily in the United Arab Emirates, Bahrain, Jordan, Libya, Syria, and European countries; some of them experience restrictions on movement, threats, and emotional and physical abuse. Recruiters reportedly offer Moroccan men jobs in the Persian Gulf, but seize the victims' passports and subject them to debt bondage after arrival. A few Moroccan men and boys are lured to Europe by fraudulent job offers and are subsequently forced to sell drugs.

The Government of Morocco does not comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate evidence of overall increasing efforts to address human trafficking since the previous reporting period; therefore, Morocco is placed on Tier 2 Watch List. Moroccan law does not prohibit all forms of human trafficking and continued to conflate human trafficking and human smuggling. The government did not demonstrate progress in investigating, prosecuting, convicting, and adequately punishing trafficking offenders and provided limited law enforcement data. It continued to fail to identify or provide adequate protective services to trafficking victims in 2013, and it failed to refer victims of all forms of trafficking to protection services provided by civil society. Furthermore, it did not show progress in screening for trafficking victims among vulnerable groups, especially the sub-Saharan migrant community. It also did not ensure that foreign trafficking victims were not subject to arrest, detention, and deportation.



RECOMMENDATIONS FOR MOROCCO:

Complete drafting and enact legislation that prohibits all forms of trafficking and increases prescribed penalties for forced labor; ensure that victims are not punished for crimes committed as a direct result of being subjected to human trafficking, such as immigration violations; proactively identify trafficking victims, especially among the foreign migrant community, and institute a victim identification and referral mechanism to guide officials in the identification and provision of assistance to trafficking victims; provide additional funds to NGOs that provide specialized services for human trafficking victims, including foreign victims, and refer victims of trafficking to these service providers; significantly increase investigations, prosecutions, and convictions of trafficking offenders, as well as provision of sufficiently stringent penalties for all forms of human trafficking, distinct from human smuggling; significantly improve law enforcement data collection and reporting, including the disaggregation of data between human trafficking and human smuggling crimes; and conduct public awareness campaigns addressing all forms of trafficking and encompassing child sex tourism.

PROSECUTION

The government made little progress in its law enforcement response to human trafficking. Morocco lacks an anti-trafficking law, which remained a serious obstacle to successfully prosecuting human trafficking and contributed to confusion among officials in differentiating human smuggling and human trafficking crimes. Morocco's penal code prohibits forced child labor through Article 467-2, which prescribes punishment of one to three years' imprisonment.

The penal code also prohibits forced prostitution and child prostitution through Articles 497-499, which prescribe punishment of up to 10 years' or life imprisonment for crimes found to have occurred with aggravated circumstances. The penal code does not specifically define and penalize sex trafficking. Article 10 of Morocco's labor code prohibits forced labor of a

worker; this offense is punishable by a fine for the first offense and a jail term of up to three months for subsequent offenses. Penalties for coerced child labor under Article 467 range from one to three years' imprisonment. With the exception of the punishment for aggravated forced and child prostitution, the penalties are generally insufficiently stringent.

The government did not report data on investigations, prosecutions, or convictions of sex and labor trafficking offenders, though it reported general data on trafficking-related crimes. It did not have, nor did it develop, an effective system to collect anti-trafficking law enforcement data. In January 2014, the media reported that the Court of Appeals in Agadir sentenced an employer to 20 years' imprisonment for involuntary homicide of her 14-year-old female maid; the maid died in March 2013 after suffering third degree burns to her face and hands, in what appeared to be a forced labor case. The government, however, did not provide information regarding its investigation or prosecution of this case. The government reported cases of trafficking-related crimes from 2012—the most recent period for which data was available—including exploitation of children for begging and sexual exploitation; however, the government did not provide details of these cases. The government also reported disbanding 63 human smuggling and trafficking networks from January to November 2013; however, it did not provide additional details about this law enforcement action, and it frequently conflated human smuggling and human trafficking. The government reportedly cooperated with the Indonesian government to investigate trafficking allegations made by Indonesian domestic workers in Morocco, but the details of these cases were unclear. The Government of Morocco did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. A former Moroccan official and his wife were arrested in the United States in March 2014 and charged with immigration offenses and one count of alien harboring for commercial advantage and private financial gain, in connection with allegations that they held a woman in their home as a domestic servant for three years. The government provided multiple training sessions and workshops for judicial, law enforcement, and labor officials on a variety of human trafficking issues. The Ministry of Interior also continued to provide border guards with trafficking awareness training at the Training Institute for Auxiliary Forces.

PROTECTION

The Moroccan government's efforts to protect victims of trafficking were not sufficient; it did not report its identification of and provision of services to all victims of trafficking. The government's provision of services was limited to assisting vulnerable and exploited women and children—some of whom may be trafficking victims. It did not develop or employ systematic procedures to proactively identify victims of trafficking, and it continued to show weak efforts in protecting victims of all forms of trafficking. The government provided limited to no social or protective services, including shelter, to victims of trafficking—especially foreign victims—and it relied heavily on NGOs and charitable organizations to provide such services. The government lacked sufficient and well-trained staff and funding resources to effectively protect victims of trafficking. Some local and international NGOs reported having an active working relationship with local law enforcement officials, who reportedly referred cases of vulnerable women and at-risk children, some of whom may be trafficking victims, to local NGOs for assistance. The government did not provide official statistics on the number of victims of trafficking it identified; however, an international organization reported its identification of 65 victims of trafficking during the reporting period, compared with 36 victims in the previous year. As part of the government's migration policy reforms and regularization program for irregular migrants initiated in this reporting period, it began the process of issuing official status cards and residency permits to refugees and irregular migrants in September 2013. However, some civil society organizations criticized the government for excluding several categories of migrants, including victims of trafficking and unaccompanied minors, through overly restrictive criteria for eligibility for this program. While international organizations and NGOs identified victims of trafficking among the irregular migrant and refugee populations, the government made no attempt to proactively identify victims among these highly vulnerable groups. The government failed to protect trafficking victims from being prosecuted for crimes committed as a direct result of being trafficked. International organizations, NGOs, and civil society groups reported that authorities continued to arrest, detain, and deport illegal foreign migrants, including trafficking victims, through individual arrests and mass raids; authorities often treated foreign victims, especially men, as illegal migrants. International organizations also reported that Moroccan authorities deported undocumented migrants, some of whom may be trafficking victims, back to the Algerian border—oftentimes through violence or threats of violence—with no access to an interpreter, legal services, or communication with the migrants' respective embassies before their deportation. International organizations reported that it was not uncommon for women, including pregnant women, and children to be deported at the Algerian border, many of whom may be unidentified trafficking victims and highly vulnerable to being re-trafficked. The government's migration reform efforts reportedly significantly reduced these deportations of undocumented migrants after September 2013. There was no evidence, however, to suggest that authorities made efforts to identify potential trafficking victims among those who were arrested and deported. As Moroccan authorities allegedly made no distinction between traffickers and victims, these groups were often deported together.

The Ministry of Employment and Social Affairs (MOESA) employed 492 labor inspectors for the entire country, designating 51 to child labor cases. In 2012—the most recent statistics available—MOESA conducted 279 inspections and identified hundreds of child laborers, but inspectors did not identify trafficking victims among this group. The inspectors were hindered by inadequate staffing and did not have the legal authority to enter homes, preventing them from investigating and identifying instances of child labor or trafficking in domestic service situations. The Ministry of Justice operated units that provided social assistance and referrals to police, medical services, and NGOs to women and child victims of crime; these services are reportedly available to foreign and Moroccan trafficking victims, but the government did not provide detailed information on assisted victims in 2013. The government continued to protect child victims of violence, some of whom may be unidentified victims of trafficking, through 75 children reception centers and five child protection centers. These centers and MOJ units, however, lacked adequate personnel and specialized services for trafficking victims, and it is unknown whether any victims of trafficking received services through the units or at these centers. The government reportedly provided assistance to Moroccan trafficking victims overseas through the issuance of travel documents and provision of transportation home; however, the government was unable to provide statistics

for the number of victims it provided such assistance or link any such assistance to subsequent investigations for prosecution. The government did not provide specialized care for repatriated Moroccan victims of trafficking. In coordination with an international organization, the government provided exit visas for over 500 migrants to be repatriated in 2013; an international organization identified 61 of these migrants as trafficking victims. The government reportedly encouraged victims to participate in investigations against trafficking offenders by providing testimony; however, it did not provide evidence that any victims testified in this reporting period. The government did not offer legal alternatives to the removal of foreign victims of trafficking to countries where they might face retribution or hardship. Decree No. 1-11-164 provided greater protections to victims and witnesses that testify against their traffickers, but no information was available as to the application of this law during the reporting period.

PREVENTION

The Moroccan government made some efforts to prevent human trafficking. In September 2013, the government's National Council for Human Rights released a report and recommendations to radically reform Morocco's migration policies, to include changes to policies on human trafficking as they pertain to migration. The report recommended that the government improve its anti-trafficking response, to include conducting a survey of trafficking in Morocco, developing a national plan of action to combat trafficking, establishing an anti-trafficking training program to strengthen law enforcement capacity, and strengthening inter-ministerial cooperation and partnerships with civil society. Immediately after the report's release, according to the media, Moroccan King Mohammed VI stressed that the government must "relentlessly pursue the fight against trafficking and human trafficking networks." In September 2013, the Inter-ministerial Delegation of Human Rights and the Ministry of Justice formed a committee to lead efforts to draft anti-trafficking legislation; this committee reportedly met once a week beginning in September 2013. The government did not implement public awareness campaigns specifically addressing human trafficking in this reporting period. However, the King publicly raised migrants' rights issues and the need for greater cooperation with African countries, from which many vulnerable migrants and trafficking victims in Morocco originate; he also publicly recognized that Morocco is increasingly a country of destination for sub-Saharan migrants. The government reported conducting an unknown number of inspections of private employment agencies that failed to follow employment regulations; however, it did not provide information on the outcomes of such inspections. The government did not take any reported measures to reduce the demand for commercial sex acts, child sex tourism, or forced labor. The government provided training on the issue of sexual exploitation, but not specifically of trafficking in persons, to Moroccan soldiers prior to their deployment abroad on UN peacekeeping missions.

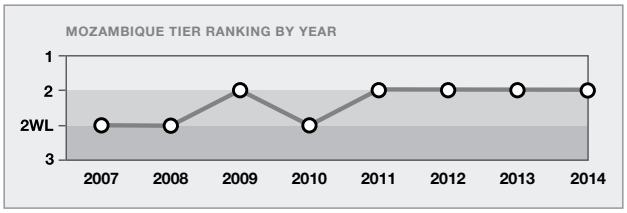
MOZAMBIQUE (Tier 2)

Mozambique is a source, transit, and, to a lesser extent, destination country for men, women, and children subjected to forced labor and sex trafficking. The use of forced child labor is common in agriculture, and market vending, often with the complicity of family members. Women and girls from rural areas, lured to cities in Mozambique or South Africa with promises of employment or education, are exploited in domestic servitude and the sex trade. Mozambican girls are exploited in prostitution in bars, roadside clubs, and restaurants in border towns and overnight stopping points along Mozambique's southern transport corridor that links Maputo, Swaziland, and South Africa. Child prostitution—which is most prevalent in Maputo, Nampula, and Beira—is increasing in Maputo, Beira, Chimoio, and Nacala, cities that have highly mobile populations and large numbers of truck drivers. A UNICEF study released in 2013 reported forced labor and prostitution of migrant Mozambican children in the border town of Ressano Garcia. As workers and economic migrants venture to Tete and Cabo Delgado, taking up employment in the growing extractive industries in the provinces, they serve to increase the demand for sexual services and the vulnerability to exploitation of children in prostitution within the surrounding communities. Some women and girls from Zimbabwe, Swaziland, and Malawi who voluntarily migrate to Mozambique are subsequently subjected to sex trafficking or domestic servitude.

Young Mozambican men and boys are subjected to forced labor on farms, in mines, or as street vendors in South Africa, where they often labor for months without pay and under coercive conditions before being turned over to police for deportation as illegal migrants; at times, Mozambicans return from South Africa to recruit men and boys for these purposes. Mozambican boys migrate to Swaziland for work washing cars, herding livestock, and selling goods; some subsequently become victims of forced labor. Some Mozambican adults and girls are subjected to forced labor and forced prostitution in Angola, Italy, and Portugal. Mozambican or South African trafficking networks are typically informal; larger Chinese and Nigerian trafficking syndicates are reportedly also active in Mozambique. South Asian people smugglers who move undocumented South Asian migrants throughout Africa reportedly transport trafficking victims through Mozambique; recent reports indicate that South Asian citizens and companies in Mozambique pay the initial travel costs of illegal Bangladeshi and Pakistani migrants who they later maintain in bonded labor.

The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government reported continued vigorous prosecution of trafficking offenses, leading the South African Development Community region and providing a strong deterrent to would-be traffickers through significant sentences; one defendant received 19 years' imprisonment for the enslavement of his family members in South Africa. The Attorney General's office continued to serve as the government's *de facto* anti-trafficking lead, by sponsoring the establishment of coordinating bodies, known as "reference groups," in seven provinces—enabling complete national coverage—and continuing its efforts to finalize a national action plan to combat trafficking, including implementing regulations. The government continued its strong cooperation with South African officials by coordinating cross-border meetings and awareness campaigns and, most notably, by supporting case investigations and oversight of victim care in several transnational trafficking cases. The government's provision of protective services remained weak. Despite enactment of a victim protection law and development of a referral mechanism for victims of all crimes in 2012, the government demonstrated limited ability to provide victim services or track the number of victims identified, referred and assisted. The government continued to provide some in-kind

support to an NGO protecting victims, but protection services remained insufficient and sporadic nationwide.



RECOMMENDATIONS FOR MOZAMBIQUE:
Finalize and implement the national action plan, including necessary regulations to implement the protection and prevention provisions of the 2008 anti-trafficking law; develop a formal system to identify proactively trafficking victims among vulnerable populations; build the capacity of the police anti-trafficking unit, the labor inspectorate, and the Women and Children's Victim Assistance Units (GAMC) to investigate trafficking cases and provide short-term protection to victims; expand the availability of protective services for victims via increased funding to the Ministry of Women and Social Action (MMAS) and NGOs; continue training law enforcement officers in victim identification, particularly at border points; monitor the reported growth of commercial sex in Tete and Cabo Delgado provinces and train officials to investigate and prosecute those facilitating child or forced prostitution; investigate reports of official complicity in human trafficking and vigorously prosecute cases against those implicated in trafficking offenses; consider establishment of an inter-ministerial body to coordinate anti-trafficking efforts nationwide; institute a unified system for collecting trafficking case data for use by all stakeholders; and launch anti-trafficking awareness campaigns in additional provinces.

PROSECUTION

The government continued to make strong anti-trafficking law enforcement efforts. The Law on Preventing and Combating the Trafficking of People, enacted in 2008, prohibits recruiting or facilitating the exploitation of a person for purposes of prostitution, forced labor, slavery, or involuntary debt servitude. Article 10 prescribes penalties of 16 to 20 years' imprisonment for these offenses, penalties that are sufficiently stringent and exceed those prescribed for other serious crimes, such as rape.

The government continued compiling anti-trafficking law enforcement data; however, it did not provide details on specific cases or report on the number of investigations and prosecutions initiated in 2013. During the year, two defendants were acquitted and 24 were convicted—roughly equivalent to the 23 convictions obtained in 2012; however, as the 2008 anti-trafficking law includes prohibitions against organ trafficking, which is known to exist in Mozambique, these case totals likely included cases beyond sex and labor trafficking. All sentences included prison terms ranging from 10 months to 19 years. In one case, the Judicial Court of the City of Maputo sentenced one convicted offender to 19 years' imprisonment for transporting his two granddaughters to South Africa for the purpose of prostitution. Despite this case, officials noted that the reporting and trial of cases is often inhibited by the involvement of family members in trafficking schemes.

The government, in partnership with UNICEF, continued to offer a two-week anti-trafficking course at the police training center for all newly recruited police officers, border guards, customs and immigration agents, and rapid intervention (riot) police. In 2013, approximately 5,000 recruits took the course, which covered recognition of trafficking cases, protection of victims, child rights, and child custody law. In addition, 50 judges were trained on trafficking at the Judicial Training Academy. As part of two partially donor-funded trainings, the Attorney General's office organized a May 2013 seminar for 30 prosecutors from across the country on how to prosecute trafficking cases or use other legal provisions if the trafficking offense was not proven. In November 2013, the GAMC organized a week-long session with 40 prosecutors and criminal investigative police on how to improve efforts to respond to trafficking, including case identification and processing techniques. Nonetheless, police investigative techniques, training, capacity, and forensic abilities continue to be weak, particularly outside of the capital. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking or trafficking-related offenses, including those bribed to allow traffickers and smugglers to move persons within the country and across national borders into South Africa and Swaziland. In addition, during the reporting period, allegations arose of prison officials forcing women to provide sex acts in exchange for food and necessary supplies, although officials denied these claims. During the year, the government continued its strong cooperation with South Africa by holding three cross border meetings with officials from South Africa's Mpumalanga provincial anti-trafficking task team to discuss the repatriation of children, including child trafficking victims, and jointly investigating and providing oversight of victim care in an ongoing case being tried in Nelspruit, South Africa.

PROTECTION

The Government of Mozambique maintained limited efforts to protect victims of trafficking. The government lacked formal procedures for identifying potential victims of trafficking and failed to provide detailed information on the number identified and assisted during the year. Government officials continued to rely on NGOs to provide shelter, counseling, food, and rehabilitation to victims, and offered only limited in-kind government support. An NGO managed the country's only permanent shelter for child trafficking victims, with the MMAS funding the shelter staff's salaries and the district of Moamba providing the land. MMAS psychologists at the shelter coordinated both the search for trafficking victims' families and, if necessary, their placement with foster families; in advance of victims' return or placement, they counseled children and families, which were also able to receive government funding on a case-by-case basis. In 2013, two victims repatriated from South Africa received care at this NGO-run shelter and MMAS officials coordinated their return home.

The Interior Ministry's GAMC continued to operate facilities in more than 215 police stations and 22 "Victims of Violence" centers throughout the country that provided temporary shelter, food, limited counseling, and monitoring following reintegration for victims of crime; it is unknown whether trafficking victims received these services during the year. GAMC staff also referred and transported victims to NGOs or foster families for longer-term assistance. The Institute for Judicial Support offered legal assistance to abused women and children, but did not provide such assistance to trafficking victims during the year. In 2013, the Ministry of Justice drafted an action plan, to guide the efforts of the Central Office for the Protection of Victims and outline implementation of the 2012 Law on the Protection

of Witnesses and Victims of All Crimes; such efforts would include trafficking victims and those who cooperate with law enforcement in the investigation and prosecution of human trafficking cases. The Multi-Sectoral Mechanism on Integrated Care for Women Who are Victims of Violence, approved in 2012, outlined the role of each ministry in providing assistance to victims of violence, including trafficking victims; however, this would not cover male trafficking victims. The government did not report improvements in its efforts to assist victims as a result of the new provisions in either the 2012 law or multi-sectoral mechanism and remained unable to collect data on victim service provisions.

The government encouraged victims to assist in the investigation and prosecution of trafficking offenders. For example, Mozambican police cooperated with South African officials in the investigation of a trafficking case discovered in the previous reporting period, and the Mozambican Attorney General's office—in their *de facto* leadership role—worked with South African authorities to provide adequate protection of the victims who remained under their care in support of the ongoing investigation. The government did not provide temporary residency status or legal alternatives to the removal of foreign victims to countries where they might face hardship or retribution and it continued to deport foreign nationals without screening them for possible trafficking victimization. NGO contacts reported no instances of trafficking victims having been detained, fined, or jailed for unlawful acts committed as a result of having been trafficked, and the 2008 anti-trafficking act exempted victims from prosecution for such acts. Nevertheless, the lack of formal identification procedures impaired the government's ability to ensure that no trafficking victims were inadvertently penalized.

PREVENTION

The government maintained its strong efforts to prevent trafficking in persons with the establishment of coordinating bodies in seven provinces and organization of several awareness-raising events. The Attorney General's office worked with the Ministry of Justice to draft a national action plan on trafficking in persons, which will outline the roles of all stakeholder ministries and have the same effect as implementing regulations. The government had not finalized the plan and submitted it for approval by the Council of Ministers at the end of the reporting period. Although the government lacked a single national body to coordinate anti-trafficking efforts across ministries, the Attorney General's office continued to demonstrate leadership in overseeing national anti-trafficking efforts. For example, in 2013, the Attorney General's office partnered with provincial governments and sponsored the establishment of inter-ministerial "reference groups" in seven provinces consisting of provincial officials, police, border guards, social workers, NGOs, and faith-based organizations. The reference groups coordinated regional efforts to address trafficking, domestic violence, and child abuse crimes. In 2013, reference groups in Nampula, Xai-Xai, and Ressano Garcia organized awareness campaigns, with prosecutors and police participating in marches through the regional capitals, reaching hundreds of community members. During the year, the GAMC formed trafficking interest groups in select schools in Maputo to carry out awareness activities for more than 3,500 teachers, students, and parents on preventing trafficking in persons. Although the Ministry of Labor acknowledged that child labor is pervasive and often abusive, it employed an inadequate number of labor inspectors, who lacked training and resources to adequately monitor for child trafficking and other labor violations, especially on farms in rural areas. The government did not make an effort to reduce the demand for commercial sex acts during the year.

NAMIBIA (Tier 2 Watch List)

Namibia is predominantly a country of origin and destination for children and, to a lesser extent, women subjected to forced labor and sex trafficking. Some victims are initially offered legitimate work for adequate wages, but eventually experience forced labor in urban centers and on commercial farms. Traffickers exploit Namibian children within the country in forced labor in agriculture, cattle herding, and domestic service, as well as prostitution in Windhoek and Walvis Bay. Foreign nationals from southern Africa and Europe are among the clientele of children in prostitution. Namibians commonly house and care for children of distant relatives in order to provide expanded educational opportunities; however, in some instances, these children are exploited by their relatives in forced labor. Among Namibia's ethnic groups, San girls are particularly vulnerable to forced labor on farms or in homes, and to a lesser extent, are exploited in prostitution. Children from Angola, Zambia, and Zimbabwe are subjected to prostitution, forced labor in the fishing sector, or forced labor in organized street vending in Windhoek and other cities. In particular, Angolan children may be brought to Namibia for forced labor in cattle herding or forced to sell drugs. During the year, there were reports of Angolan women in forced prostitution in Namibia and a Namibian national was identified as a trafficking victim in South Africa. There were reports of exploitative labor—perhaps including forced labor—involving foreign adults and Namibian adults and children in Chinese-owned retail, construction, and fishing operations.

The Government of Namibia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Namibia is placed on Tier 2 Watch List for a third consecutive year. Namibia was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. In 2013, the government investigated four suspected trafficking cases, continued prosecution of two suspected sex trafficking offenders initiated in the previous reporting period, and developed an initial draft of anti-trafficking legislation. Officials discovered 14 potential victims, provided shelter for two, and provided financial assistance to an NGO that assisted two others. The government, however, failed to initiate any new prosecutions during the year and has never convicted a trafficking offender. Some Namibian officials continued to demonstrate a reluctance to acknowledge trafficking and incorrectly insist that transnational movement is a defining element of trafficking crimes. The government failed to fully institute formal victim identification and referral processes, leading to the possible penalization and deportation of potential victims in 2013. In addition, despite its efforts to renovate buildings and designate places of safety in each province for victims of gender-based violence, including trafficking, the government left such facilities understaffed and under capacitated to fulfill their intended mission. Lack of effective inter-ministerial

of Witnesses and Victims of All Crimes; such efforts would include trafficking victims and those who cooperate with law enforcement in the investigation and prosecution of human trafficking cases. The Multi-Sectoral Mechanism on Integrated Care for Women Who are Victims of Violence, approved in 2012, outlined the role of each ministry in providing assistance to victims of violence, including trafficking victims; however, this would not cover male trafficking victims. The government did not report improvements in its efforts to assist victims as a result of the new provisions in either the 2012 law or multi-sectoral mechanism and remained unable to collect data on victim service provisions.

The government encouraged victims to assist in the investigation and prosecution of trafficking offenders. For example, Mozambican police cooperated with South African officials in the investigation of a trafficking case discovered in the previous reporting period, and the Mozambican Attorney General's office—in their *de facto* leadership role—worked with South African authorities to provide adequate protection of the victims who remained under their care in support of the ongoing investigation. The government did not provide temporary residency status or legal alternatives to the removal of foreign victims to countries where they might face hardship or retribution and it continued to deport foreign nationals without screening them for possible trafficking victimization. NGO contacts reported no instances of trafficking victims having been detained, fined, or jailed for unlawful acts committed as a result of having been trafficked, and the 2008 anti-trafficking act exempted victims from prosecution for such acts. Nevertheless, the lack of formal identification procedures impaired the government's ability to ensure that no trafficking victims were inadvertently penalized.

PREVENTION

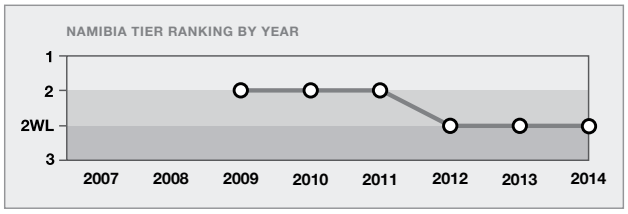
The government maintained its strong efforts to prevent trafficking in persons with the establishment of coordinating bodies in seven provinces and organization of several awareness-raising events. The Attorney General's office worked with the Ministry of Justice to draft a national action plan on trafficking in persons, which will outline the roles of all stakeholder ministries and have the same effect as implementing regulations. The government had not finalized the plan and submitted it for approval by the Council of Ministers at the end of the reporting period. Although the government lacked a single national body to coordinate anti-trafficking efforts across ministries, the Attorney General's office continued to demonstrate leadership in overseeing national anti-trafficking efforts. For example, in 2013, the Attorney General's office partnered with provincial governments and sponsored the establishment of inter-ministerial "reference groups" in seven provinces consisting of provincial officials, police, border guards, social workers, NGOs, and faith-based organizations. The reference groups coordinated regional efforts to address trafficking, domestic violence, and child abuse crimes. In 2013, reference groups in Nampula, Xai-Xai, and Ressano Garcia organized awareness campaigns, with prosecutors and police participating in marches through the regional capitals, reaching hundreds of community members. During the year, the GAMC formed trafficking interest groups in select schools in Maputo to carry out awareness activities for more than 3,500 teachers, students, and parents on preventing trafficking in persons. Although the Ministry of Labor acknowledged that child labor is pervasive and often abusive, it employed an inadequate number of labor inspectors, who lacked training and resources to adequately monitor for child trafficking and other labor violations, especially on farms in rural areas. The government did not make an effort to reduce the demand for commercial sex acts during the year.

NAMIBIA (Tier 2 Watch List)

Namibia is predominantly a country of origin and destination for children and, to a lesser extent, women subjected to forced labor and sex trafficking. Some victims are initially offered legitimate work for adequate wages, but eventually experience forced labor in urban centers and on commercial farms. Traffickers exploit Namibian children within the country in forced labor in agriculture, cattle herding, and domestic service, as well as prostitution in Windhoek and Walvis Bay. Foreign nationals from southern Africa and Europe are among the clientele of children in prostitution. Namibians commonly house and care for children of distant relatives in order to provide expanded educational opportunities; however, in some instances, these children are exploited by their relatives in forced labor. Among Namibia's ethnic groups, San girls are particularly vulnerable to forced labor on farms or in homes, and to a lesser extent, are exploited in prostitution. Children from Angola, Zambia, and Zimbabwe are subjected to prostitution, forced labor in the fishing sector, or forced labor in organized street vending in Windhoek and other cities. In particular, Angolan children may be brought to Namibia for forced labor in cattle herding or forced to sell drugs. During the year, there were reports of Angolan women in forced prostitution in Namibia and a Namibian national was identified as a trafficking victim in South Africa. There were reports of exploitative labor—perhaps including forced labor—involving foreign adults and Namibian adults and children in Chinese-owned retail, construction, and fishing operations.

The Government of Namibia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Namibia is placed on Tier 2 Watch List for a third consecutive year. Namibia was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. In 2013, the government investigated four suspected trafficking cases, continued prosecution of two suspected sex trafficking offenders initiated in the previous reporting period, and developed an initial draft of anti-trafficking legislation. Officials discovered 14 potential victims, provided shelter for two, and provided financial assistance to an NGO that assisted two others. The government, however, failed to initiate any new prosecutions during the year and has never convicted a trafficking offender. Some Namibian officials continued to demonstrate a reluctance to acknowledge trafficking and incorrectly insist that transnational movement is a defining element of trafficking crimes. The government failed to fully institute formal victim identification and referral processes, leading to the possible penalization and deportation of potential victims in 2013. In addition, despite its efforts to renovate buildings and designate places of safety in each province for victims of gender-based violence, including trafficking, the government left such facilities understaffed and under capacitated to fulfill their intended mission. Lack of effective inter-ministerial

coordination in the development and implementation of anti-trafficking programming remained a key concern.



RECOMMENDATIONS FOR NAMIBIA:

Draft and enact comprehensive anti-trafficking legislation; increase efforts to investigate and prosecute trafficking offenses, and to convict and punish trafficking offenders under existing law, including the Prevention of Organized Crime Act (POCA); develop and implement systematic procedures for the proactive identification of victims and their subsequent referral to care; train law enforcement, judicial sector, immigration, labor, and social welfare officials on relevant legislation and identification and referral procedures; allocate resources and develop a plan to fully operationalize renovated safe houses; proactively investigate and criminally prosecute employers accused of forced labor violations in Chinese retail, construction, and fishing operations; train judicial officials to promote consistent use of a broad definition of human trafficking that does not rely on evidence of movement, but rather focuses on exploitation, consistent with the 2000 UN TIP Protocol; strengthen coordination of anti-trafficking efforts among government ministries, at both the Minister and the working level; and institute a unified system for collecting trafficking case data for use by all stakeholders.

PROSECUTION

The Government of Namibia modestly increased anti-trafficking law enforcement efforts during the year. The 2009 POCA criminalizes all forms of trafficking. Under the POCA, persons who participate in trafficking offenses or aid and abet trafficking offenders may be imprisoned for up to 50 years and fined, penalties that are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The Ministry of Gender Equality and Child Welfare (MGECW), the government's anti-trafficking lead, continued to coordinate the efforts of an inter-ministerial committee responsible for drafting anti-trafficking legislation, including specific protections for trafficking victims, prevention measures, and harsher punishments for child trafficking offenses; the committee completed its initial draft of the bill in 2013, which now awaits review by the Attorney General. The pending Child Care and Protection Bill, drafted in 2009 and approved by the cabinet in March 2012, includes a provision explicitly criminalizing child trafficking; the bill remained pending parliamentary debate and passage at the end of the reporting period.

During the previous reporting period, in October 2012, the Swakopmund Magistrate's Court commenced the government's first known sex trafficking prosecution, charging two suspects for their alleged role in procuring three females (aged 13, 14, and 18) for sexual exploitation by a South African miner for the equivalent of approximately $1,175. The suspects remained in prison as the state built the case during the reporting period with the trial expected to begin in 2014. The government investigated four potential trafficking cases in 2013—compared to one in 2012—including one case of child labor trafficking involving two San girls brought from Omega district to Windhoek for the purposes of domestic servitude. Law enforcement efforts incorrectly focused on transnational movement as a necessary condition of trafficking. The Ministry of Labor and Social Welfare (MLSW) reported its efforts to acquire payment from and deport Chinese employers responsible for the forced labor of an unknown number of Chinese and Namibian nationals in construction firms during the year. Although the president publicly criticized Chinese businesses for mistreating Namibians and violating Namibian labor law, the government failed to prosecute suspected offenders during the year. In partnership with UNICEF, in 2012, MGECW developed a police curriculum on gender-based violence, including trafficking; however, the government has not yet finalized the curriculum or conducted training exercises with it in 2013. The government failed to investigate official complicity in trafficking crimes, including in a case of a teacher allegedly recruiting children for domestic servitude.

PROTECTION

The government made modest efforts to protect trafficking victims during the year, but continued to lack a process for screening vulnerable populations to identify victims or provide official designation of trafficking victim status. Officials discovered at least 14 potential trafficking victims during the year and provided shelter to two of them; a government-supported NGO provided assistance to two additional victims. In one February 2014 case, Ministry of Labor officials discovered two San girls in domestic servitude in Windhoek; officials removed the two girls and sheltered them for five days at an MGECW place of safety while officials arranged transport back to their families.

Ordinarily, upon discovery of a woman or child victim of crime, including trafficking, police transfer the victim to the Women and Child Protection Unit (WACPU), which has responsibility for referring victims of all crimes to temporary shelter and medical assistance provided by NGOs or other entities. MGECW, in partnership with UNICEF, formalized these referral procedures through the development of a national protection referral network for crime victims and distributed referral flow charts to service providers in early 2013; however, this process has not been fully operationalized and it was not used to refer trafficking victims during the year. WACPU's facilities offered initial psycho-social, legal, and medical support to victims of crime, in cooperation with the Namibian Police, MGECW, the Ministry of Health, and NGOs. For example, the MGECW provided social workers to assist WACPU police in counseling victims of violent crimes, including human trafficking; however, it remained unclear whether trafficking victims received such services during the year.

The government completed renovation of a seventh building to be used for long-term accommodations for women and child victims of gender-based violence and human trafficking. Although six of the seven renovated facilities are under the management of MGECW and reported to be operational, they were not fully staffed or capacitated to provide victim services during the year. The MGECW provided a social worker and partial coverage of operational costs to the one NGO-managed facility, which provided care in 2013 to two San women lured to Windhoek with promises of paid employment, only to endure forced labor in domestic work. These facilities offered overnight accommodation, medical examinations, and space for social workers to provide counseling and psycho-social support.

The government did not have a policy in place to encourage victims' participation in investigations. The law provides that special accommodations may be made for vulnerable witnesses, potentially including trafficking victims; however, there was no evidence that these measures have been employed in trafficking cases. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked. However, the government neither made systematic efforts to identify trafficking victims nor employed any mechanism for screening among illegal migrants or individuals in prostitution, which may have left victims unidentified in the law enforcement system. Although no foreign victims were identified in Namibia in 2013, the government remained without the ability to provide temporary or permanent residency to foreign victims. The government frequently deported foreign laborers, including children, without consideration of their potential trafficking victimization; it deported workers removed from exploitative labor in Chinese firms and foreign children in street vending who had been rounded up by Namibian police.

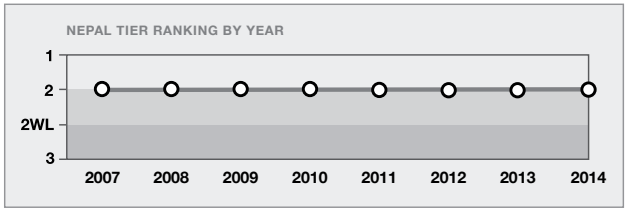
PREVENTION

The government made minimal efforts to prevent human trafficking during the reporting period. Under the leadership of MGECW, the National Advisory Committee on Gender-Based Violence—which included trafficking within its mandate—served to provide cabinet-level policy guidance on gender-based violence issues. The MGECW also coordinated an inter-ministerial committee and technical working group both specifically tasked to address trafficking efforts in collaboration with other ministries at the working level; however, it is unclear whether these entities were able to coordinate efforts or delegate responsibilities to relevant stakeholder ministries in developing and implementing trafficking programming. The MGECW commissioned a national trafficking in persons survey of nationwide stakeholders during the reporting period; the survey was not released by the end of the reporting period, but the results will purportedly inform further awareness raising and prevention efforts. The government appeared to make only limited progress toward implementing the "National Plan of Action on Gender-Based Violence 2012-2016," including the anti-trafficking strategy portions of the plan. However, a midterm review of the plan was in process at the end of the reporting period. All 73 labor inspectors received training on child labor during the year, but inspectors did not formally identify any child labor violations during the 1,981 inspections in the formal sector in 2013. The government did not make efforts to reduce demand for commercial sex acts or forced labor.

NEPAL (Tier 2)

Nepal is a source, transit, and destination country for men, women, and children who are subjected to forced labor and sex trafficking. Nepali women and girls are subjected to sex trafficking in Nepal, particularly in the adult entertainment industry and massage parlors, as well as in India, the Middle East, China, Malaysia, Hong Kong, South Korea, and Sweden. Nepali men, women, and children are subjected to forced labor in Nepal, India, the Middle East, China, Malaysia, South Korea, Israel, and the United States in construction, factories, mines, domestic work, begging, and the adult entertainment industry. In many cases, this forced labor is facilitated by recruitment fraud and high recruitment fees charged by unscrupulous Nepal-based labor brokers and manpower agencies. Unregistered migrants—including the large number of Nepalis who travel through India or rely on unregistered recruiting agents—are more vulnerable to forced labor. Some migrants from Bangladesh, Burma, and possibly other countries transit through Nepal for employment in the Middle East, fraudulently using Nepali travel documents, and may be subjected to human trafficking. Nepali and Indian children are subjected to forced labor within the country, especially in domestic work, brick kilns, and the embroidered textile, or *zari*, industry. Extreme cases of forced labor in the *zari* industry involve severe physical abuse of children. Bonded labor exists in agriculture, brick kilns, the stone-breaking industry, and domestic servitude. Bonded laborers freed by a government decree in 2000 may be vulnerable to trafficking in the absence of sufficient government-mandated rehabilitation services.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made improvements in its efforts to prevent trafficking; during the reporting period, authorities created a new investigative body to pursue trafficking cases, suspended manpower agencies and orientation centers for malpractice, and funded and participated in a range of awareness-raising activities. To address corruption, it indicted public officials and private individuals for fraudulent labor recruitment. The government continued to struggle with victim protection and law enforcement efforts, particularly with regard to labor trafficking. Anti-trafficking structures were not fully effective, and trafficking victims did not receive sufficient support from the government. Anti-trafficking laws were inconsistently implemented, and the government ineffectively used funds allocated for protection. Victim identification efforts were weak; there were reports that sex trafficking victims, including children, were returned to their abusers after being detained in the course of police raids. Many government officials continued to employ a narrow definition of human trafficking; domestic sex and labor trafficking victims and male victims of transnational labor trafficking were only marginally protected, often leading the vulnerable to repeated victimization.



RECOMMENDATIONS FOR NEPAL:

Increase law enforcement efforts against all forms of trafficking, including sex trafficking of Nepali females within Nepal, and against government officials complicit in trafficking-related crimes; ensure victims are not punished for their involvement in prostitution or forgery of official documents as a direct result of their being trafficked; ensure officials convicted of trafficking-related offenses receive sentences that reflect the gravity of their crimes; prosecute, respecting due process, suspected labor trafficking offenders and Nepali labor recruiters accused of charging excessive recruitment fees or engaging in fraudulent recruitment; lift the ban on women under age 30 traveling to the Gulf states for employment as domestic workers to discourage migration through illegal channels, and publicize that policy change; raise awareness among government officials and the public of the existence of forced prostitution of Nepali women

and girls within Nepal; work to revise the Human Trafficking and Transportation (Control) Act (HTTCA), or finalize a new draft law to bring the definition of human trafficking in line with international standards; institute a formal procedure to identify victims, particularly by police who conduct raids, and refer them to protection services; modify the business licensing regime to facilitate effective police monitoring of brick kilns and adult entertainment businesses; continue to monitor and evaluate anti-trafficking shelters; ensure victim services are available to male victims of trafficking; implement the victim protection provisions of the HTTCA, including protections for victims who serve as witnesses in trafficking prosecutions; provide specialized training to investigators, including on evidence collection and educating victims on the processes required to submit their testimony; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Nepal demonstrated mixed anti-trafficking law enforcement efforts; authorities convicted fewer traffickers, but they prosecuted public officials accused of complicity in fraudulent recruitment. Nepal prohibits many, but not all, forms of trafficking in persons through the 2007 HTTCA and the 2008 regulation. While the HTTCA criminalizes slavery, bonded labor, and the buying and selling of a person, it does not criminalize the recruitment, transportation, harboring, or receipt of persons by force, fraud, or coercion for the purpose of forced labor. It criminalizes forced prostitution but, in a departure from the 2000 UN TIP Protocol's definition of trafficking, does not consider the prostitution of children as a form of trafficking absent force, fraud, or coercion. The law also criminalizes facilitating prostitution and removal of human organs. Prescribed penalties range from 10 to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Bonded labor is prohibited through the 2002 Bonded Labor (Prohibition) Act. Forced child labor and transnational labor trafficking offenses may be prosecuted under the Child Labor Act and the Foreign Employment Act.

The Nepal Police Women's Cell conducted 144 sex and labor trafficking investigations under the HTTCA during the Nepali fiscal year ending in on July 15, 2013, compared to 118 cases in the previous fiscal year. These investigations involved crimes in which women and girls were the primary victims; crimes involving male victims are handled by other police investigative units. For the first time, the Office of the Attorney General provided categorized case data on prosecutions based on the types of exploitation covered by the HTTCA. The government initiated prosecutions of 375 defendants in the fiscal year, compared to 371 in the previous period. Nepali courts convicted 119 traffickers in the fiscal year, a decrease from 190 in the previous period. This represented a 44 percent conviction rate, compared with 53 percent in the previous period. The government did not provide information on sentences or the number of convicted traffickers who served time in jail. Government officials and civil society groups noted that the vast majority of convictions under the HTTCA concerned transnational sex trafficking and that law enforcement authorities often rely on other legislation to combat internal trafficking. The government provided specialized training to 249 judicial and law enforcement officials in 2013. Nevertheless, police officers' lack of awareness of the anti-trafficking law, challenges in evidence collection, and poor investigation techniques impeded prosecutions. Observers reported that victims of transnational labor trafficking prefer to submit claims for compensation through the Department of Foreign Employment (DFE) rather than pursuing lengthy criminal prosecutions. In April 2013, authorities established a 14-person department within the Central Investigative Bureau that was dedicated to trafficking investigations; however, the government did not provide the investigators with trafficking-specific training.

There continued to be reports that some government and political party officials were complicit in trafficking-related crimes. There were reports that political parties sometimes supported traffickers by pressuring a variety of authorities, including police, prosecutors, and the judiciary, to ignore or drop cases. Traffickers reportedly exploited ties to government officials to facilitate trafficking, including by paying bribes for protection and favors. There continued to be allegations that police officers and political party officials owned dance bars, establishments that are often locations for sex trafficking, though there is little direct evidence of the officials' involvement in trafficking. Upon discovering businesses facilitating trafficking, authorities rarely prosecuted the owners. Some officials reportedly have been bribed to include false information in genuine Nepali passports or to provide fraudulent documents to prospective labor migrants, a tactic used by unscrupulous recruiters to evade recruitment regulations. In 2013, the anti-corruption commission indicted 46 officials from the DFE and Department of Immigration for issuing fraudulent documentation; the cases were pending trial at the close of the reporting period.

PROTECTION

The Government of Nepal did not demonstrate increased progress in protecting victims. Authorities do not track the number of victims identified, but observers reported that efforts by public officials to identify victims remained inadequate. In some raids of cabin restaurants, dance bars, and massage parlors, trafficking victims, including girls, were reportedly arrested and imprisoned for up to 24 days, after which they were released back to their traffickers who paid bribes to the police. One NGO identified 122 victims and another identified 463 child victims in 2013. The national minimum standards for victim care outlined procedures for referring identified victims to protection services; however, efforts to consistently refer victims to care were inadequate. The Ministry of Women, Children, and Social Welfare (MWCSW) continued to partially fund eight mixed-housing shelter homes for female victims of trafficking, domestic violence, and sexual assault, as well as women's emergency shelters for victims of trafficking and other forms of abuse, run by local women's cooperatives, but it was unclear how many of those assisted were trafficking victims. The government disbursed the equivalent of approximately $36,100 to these shelters to offer medical treatment, legal services, education, food, and clothing; however, most of the funds the government allocated for protection efforts remained unspent because the NCCHT did not receive sufficient requests for money for protection and rehabilitation efforts. Authorities returned identified child victims to their parents or placed them in government shelters or foster care. The government did not fund shelter services for adult male victims in Nepal, although some Nepali embassies sheltered male laborers fleeing exploitive conditions overseas. Other facilities that assist victims were run by NGOs without government assistance, and most provided a range of services. There were reports that some of these shelters limited victims' ability to move freely and controlled their access to money and to family members.

The government continued to run emergency shelters for vulnerable workers—some of whom were likely trafficking

victims—in embassies in Saudi Arabia, Qatar, Kuwait, the United Arab Emirates, and Malaysia. The MWCSW allocated the equivalent of approximately $3,000 to the Nepali consulate in Kolkata to assist in repatriating victims. Nepali embassies also assisted some victims in addressing labor disputes and referring trafficking cases to the DFE. The Foreign Employment Promotion Board (FEPB) collected fees from departing registered migrant workers for a welfare fund, but the funds were rarely disbursed. The government did not provide legally mandated benefits to many bonded laborers who in past years were freed through government decree, leaving them impoverished and vulnerable to further trafficking. The police do not have sufficient resources to provide protection for victims and witnesses, though they paid for travel expenses in some cases. The lack of effective victim-witness protections continued to be a major impediment to prosecutions.

PREVENTION

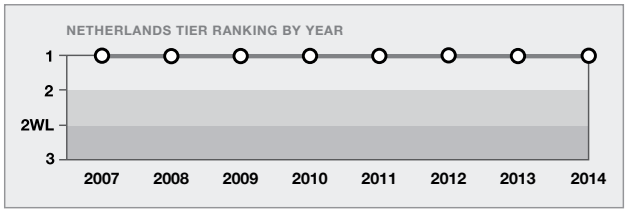
The Government of Nepal made limited efforts to prevent human trafficking. Under the leadership of an MWCSW undersecretary, the inter-ministerial National Committee for Controlling Human Trafficking (NCCHT) met regularly; continued to develop, but did not finalize, a national action plan; and prepared a public report on the government's anti-trafficking efforts. The NCCHT provided each of the 75 District Committees for Controlling Human Trafficking (DCCHT) between the equivalent of approximately $420 and $570 for awareness campaigns, meetings expenses, and emergency victim services. A public official estimated that more than half of the DCCHTs were active. The NCCHT issued a directive for DCCHTs to form village-level committees. Observers noted that coordination among government bodies remained weak, due in part to an unclear delineation of responsibilities, though coordination between government bodies and NGOs was reportedly strong. The government allocated the equivalent of approximately $2,700 to mark the annual national anti-trafficking day, and officials held several events throughout the year to raise awareness. Observers reported that the government's trafficking rapporteur office was ineffective. The government maintained the ban on migration of females under age 30 to the Gulf states for domestic work, increasing the likelihood that women will use unregulated recruiters who are more likely to exploit migrant workers. Observers reported that the ban has not reduced the number of women traveling to the Gulf states.

The Government of Nepal worked to improve the monitoring of labor recruitment. The DFE conducted surprise inspections of 156 manpower agencies and issued 227 license suspensions during the reporting period. Nepali recruitment agents often register up to three companies; in the event of license cancellation, the agent continues business under a different name. In March 2014, the DFE fined 44 manpower agencies between the equivalent of approximately $1,000 to $2,000 after mobile monitoring teams discovered malpractice, including withholding aspiring migrants' passports and operating unlicensed agents. The DFE also ordered compensation for aggrieved workers who submitted claims during the fiscal year; during the first six months of the 2013-2014 fiscal year, the DFE ordered the equivalent of approximately $407,900 in compensation from labor recruiters. In January 2014, the DFE inspected 34 of Nepal's 103 pre-migration orientation centers; all were found to be in violation of legal guidelines and 25 were closed for up to one month. Authorities indicted 18 defendants for illegal recruitment practices; their trials were pending at the close of the reporting period. The DFE maintained limits on fees charged to labor migrants; the fees varied based on the destination country. Nepal does not have effective licensing regulations for the adult entertainment industry or brick kilns, hampering the possibility for effective police monitoring. The government did not report any measures to reduce the demand for commercial sex acts. All Nepali military troops and police assigned to international peacekeeping forces were provided pre-deployment anti-trafficking training. Nepal is not a party to the 2000 UN TIP Protocol.

NETHERLANDS (Tier 1)

The Netherlands is a source, destination, and transit country for men, women, and children subjected to trafficking in persons, specifically forced prostitution and forced labor. A significant number of underage Dutch residents continued to be subjected to sex trafficking in the country. Identified trafficking victims primarily originated from within the Netherlands and from abroad, including from Romania, Hungary, Bulgaria, Nigeria, Guinea, Sierra Leone, China, the Philippines, and Vietnam in 2013; victims are also from other countries in Africa, Europe, and South and East Asia. Women and children are primarily subjected to sex trafficking, and men and boys are subjected to various forms of forced labor, including in the maritime sector, agriculture, horticulture, catering, food processing, and cleaning. Some victims were forced to commit crimes, including illegal narcotics trafficking. Domestic workers employed in the Netherlands remain vulnerable to forced labor, including by foreign diplomats posted there. Groups vulnerable to trafficking include unaccompanied children seeking asylum, women with dependent residence status obtained through fraudulent or forced marriages, women recruited in Africa and Eastern Europe, and East Asian women working in massage parlors.

The Government of the Netherlands fully complies with the minimum standards for the elimination of trafficking. The government further institutionalized the role of its independent national anti-trafficking rapporteur and established a statutory basis for the position in Dutch law; it also continued to implement a multi-disciplinary approach to its trafficking problem through its national-level taskforce. It continued to mobilize a range of governmental, non-governmental, and private entities to proactively identify trafficking victims and increased its conviction rate on trafficking defendants. Trafficking experts reported deficiencies in the government's identification and response to underage domestic trafficking victims, and victim advocates noted concerns about the government's pilot project linking the reflection period with a viable investigation or prosecution, noting potential detrimental effects on victim protection.



RECOMMENDATIONS FOR THE NETHERLANDS:

Ensure convicted trafficking offenders receive sentences commensurate with the seriousness of the crime; examine ways to balance the rights of trafficking victims and their

needs for assistance with law enforcement priorities, including empowering other front-line responders with the role of official victim identification separate from a criminal investigation and establishing adequate protection measures for victims who do not wish to pursue a case against their traffickers; ensure adequate funding to NGOs to enable them to play a continued role in victim identification and holistic care; ensure Dutch victims receive specialized shelter and assistance; continue to develop pragmatic approaches to victim outreach within illegal and legal labor sectors; continue to employ innovative methods to prevent and uncover forced labor; continue to mentor officials in the former Antilles, as well as in Bonaire, St. Eustatius, and Saba (BES) to improve identification of victims and prosecution of traffickers in the Caribbean; and continue to share best practices and lessons learned with other countries, in particular methods to uncover and respond to local sex trafficking of domestic victims and the importance of employing a self-critical approach to improve anti-trafficking results.

PROSECUTION

The Dutch government improved its anti-trafficking law enforcement efforts. The government convicted an increased number of trafficking offenders and imposed more stringent sentences on traffickers. The Netherlands prohibits all forms of trafficking through Article 273f of its criminal code. The government amended the law to increase the maximum prison sentence for a single offense of trafficking from eight to 12 years, and prescribed sentences for aggravated trafficking ranging from 18 years to life imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government also amended its anti-trafficking law to explicitly criminalize forced begging and forced criminal activities. In 2013, the government prosecuted 236 trafficking defendants and convicted 178, a continued increase from 140 convicted in 2012 and 108 in 2011. The government continued to take steps to enhance punishment of trafficking offenders by ensuring specialized judges heard all trafficking cases in 2013; the average sentence for traffickers in 2013 was 25.5 months; in 2012, the average was 25 months. The government did not disaggregate forced labor cases from sex trafficking cases, but one official estimated approximately 20 percent of all cases in 2013 involved labor trafficking. The government prosecuted complex trafficking cases in four specialized courts established in January 2013 to address cases involving multiple victims and links to organized crime.

The government continued to target sectors vulnerable to forced labor. In 2013 labor inspectors increased the number of cases referred for prosecution to 15, up from nine the previous year. A court sentenced four traffickers to jail for forcing homeless persons to sell newspapers; one defendant was sentenced to six years' imprisonment and the court awarded compensation to the victims. The Government of the Netherlands did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. The National Police requires anti-trafficking officers to pass examinations in a specialized training course focused on working with trafficking victims and policing the sex industry. Potential National Police officers also must sign a code of conduct before working in this sector. In January 2014, an appellate court ordered the public prosecutor to initiate an investigation of a former Ministry of Security and Justice official for rape, overturning an October 2012 finding by the Prosecutor's Office that there was insufficient evidence to proceed. The decision was rendered in response to a motion to compel prosecution by court order filed by complainants who alleged sexual abuse when they were in their teens in the 1990s. Preliminary investigations into the allegations were conducted on three separate occasions.

PROTECTION

The Netherlands continued its efforts to protect trafficking victims. In 2013, Comensha, the government-funded national victim registration center and assistance coordinator, registered 1,195 potential trafficking victims in the first 11 months of 2013, compared with 1,711 victims for all of 2012. The government continued to fund an extensive network of facilities providing a full range of trafficking-specialized services for children, women, and men; the government provided victims with legal, financial, and psychological assistance, shelter, medical care, social security benefits, and education financing. The government continued its pilot project that offered specialized assistance and shelter to male trafficking victims. Victims in government shelters were free to come and go at will. In November 2013, a shelter in Amsterdam opened the first of 10 halfway houses where trafficking survivors live independently while receiving psychosocial assistance and help. Some NGOs reported a decrease in anti-trafficking funding from the government in 2013. In a May 2013 report, stakeholders asserted the government did not sufficiently support underage trafficking victims, frequently victims of Dutch origin who are recruited on the internet in "loverboy" scams, citing the need for better care to address their unique needs. The National Rapporteur's September 2013 report also called for improved identification, registration, and care, including specialized shelters, for domestic sex trafficking victims. To ensure full compliance with the 2011/36/EU directive on trafficking, the government drafted a blueprint for a National Referral Mechanism to provide a centralized framework for reporting and assisting all trafficking victims in the Netherlands.

For trafficking victims, Dutch authorities provided three-month "reflection" periods, during which time victims received immediate care and services while they considered whether to assist law enforcement. The government granted 257 three-month "reflection" periods in 2012, the most recent year data was available; this is a decrease from 390 in 2011. If victims decided to file a case against their trafficker, they received a B-8 residency permit (previously called B-9). The government granted 388 B-8 temporary residency permits in 2012, compared with 400 in 2011. The Netherlands grants victims permanent residency if their cases result in conviction of their traffickers and to victims who had held B-8 status for three or more years. Some anti-trafficking experts reported concerns about a perceived government emphasis on victims' contribution to a prosecution during the reflection period, rather than allowing a victim time to recover. During the reporting period, the government continued a pilot project in which the reflection period provided to victims under the B-8 temporary residence permit ends as soon as a criminal investigation is discontinued. Country experts note that, under the pilot, since victims lose their B-8 status as soon as law enforcement determines a case will not be filed, government assistance could end after a few days or weeks, rather than after three months. NGOs reported this had a negative impact on victim protection in 2013.

The government encouraged victims to assist in the investigation and prosecution of traffickers; as of November 2013, 61 percent of victims in specialized anti-trafficking shelters pressed charges against their traffickers. Trafficking victims were often awarded with financial compensation as part of a criminal trial; compensation was awarded in 44 cases in 2012, the most

recent year data was available. If perpetrators do not pay the court-ordered compensation after eight months, the government is required to pay the amount to the victim and assumes responsibility of forfeiting the money from the trafficker. NGOs assessed that trafficking victims can sometimes be inadvertently detained or punished for unlawful acts committed as a direct result of being trafficked, such as holding a fraudulent passport. The government continued to train law enforcement and prison staff to proactively identify trafficking victims and prevent the inadvertent punishment of victims in 2013.

PREVENTION

The Dutch government improved its efforts to prevent trafficking in 2013. It continued to demonstrate anti-trafficking leadership by transparently reporting and publishing self-critical, public reports on its anti-trafficking efforts and continued to pursue innovative prevention efforts and campaigns. The National Rapporteur's office's mandate was previously broadened to include monitoring sexual violence against children. During the year, the office published three reports addressing human trafficking. In December, the Netherlands established a statutory basis for the position of the Rapporteur's office. The government also continued a nationwide campaign to educate the larger public about all forms of trafficking in the Netherlands. In September 2013, the Ministry of Justice released a video as part of an education campaign for youth to raise awareness about local traffickers who seduce and then subject Dutch girls to sex trafficking. In July 2013, the national trafficking taskforce sent a letter to mayors throughout the country to notify them about legal businesses in their regions that may facilitate trafficking, including taxi firms and housing associations. The letter included policy recommendations on ways to address potential facilitation, either inadvertently or not, of trafficking by these companies. The labor inspectorate continued to distribute an information card in 14 languages to inform potential victims about their labor rights and signs of trafficking. To address demand for commercial sex, the government continued its campaign to educate clients of women in prostitution about trafficking and encouraged them to report signs of exploitation to authorities through a national anonymous crime reporting hotline; tips to this hotline increased in 2013. Further, the hotel association and national prosecutors' office co-produced a training video in 2013 to inform hotel staff about sex trafficking and illegal prostitution that may occur in hotels. In the summer of 2013, the local government in Utrecht withdrew the licenses of all red-light window brothels after becoming aware of indications of trafficking. The foreign ministry continued to conduct outreach to foreign diplomats' domestic workers, without their employers present, on how to report cases of abuse. The military provided training on the prevention of trafficking and additional training on recognizing trafficking victims for troops being deployed abroad on missions as international peacekeepers.

BONAIRE, ST. EUSTATIUS, AND SABA (BES)

On October 10, 2010, the Kingdom of the Netherlands established a new constitutional structure under which the "Netherlands Antilles" ceased to exist as an entity within the Kingdom. As of that date, the BES islands became municipalities of the continental Netherlands. On September 27, 2010, the government adjusted the criminal code of the BES islands to reflect the new structure. The criminal code prohibits both sex and labor trafficking under Article 286f. The government reported this article is similar to the human trafficking article in the Netherlands' criminal code, although prescribed penalties are lower, ranging from six to 15 years' imprisonment. The BES islands are a transit and destination area for women and children subjected to trafficking, specifically forced prostitution, and for men and women in conditions of forced labor. Women in prostitution in both regulated and illegal commercial sex sectors in the BES islands are highly vulnerable to trafficking, as are unaccompanied children. Local authorities believe that men and women also have been subjected to involuntary domestic servitude and other forms of forced labor in the agricultural and construction sectors. Some migrants in restaurants and local businesses may be vulnerable to debt bondage.

On December 3, 2013, the Dutch Parliament unanimously adopted a motion to start an independent investigation into trafficking in persons and prostitution in the entire Dutch Caribbean. The government continued its cooperation with the BES islands via a working group on human trafficking, with a focus on victim care. Local authorities, in partnership with Dutch officials, reported the continued prosecution of Bonaire's first trafficking case, involving Colombian women in forced prostitution, initiated in October 2012. Police reports registered potential human trafficking cases during the year in all BES islands; however, no victims were identified in BES. No trafficking prosecutions were initiated in Saba or St. Eustatius during the reporting period. There were no awareness campaigns specifically targeting potential clients of the sex trade in the BES islands to reduce demand for commercial sex acts.

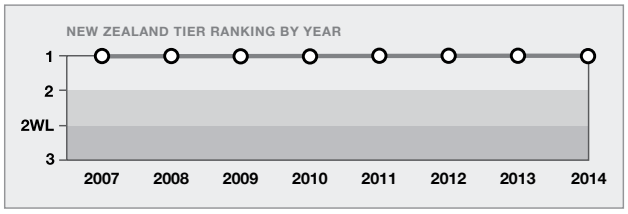
NEW ZEALAND (Tier 1)

New Zealand is a destination country for foreign men and women subjected to forced labor and sex trafficking and a source country for children subjected to sex trafficking within the country. Foreign men from Indonesia aboard foreign-flagged fishing vessels in New Zealand territorial waters are subjected to forced labor, including through debt bondage, confiscation of passports, underpayment of wages, imposition of significant debts, poor living and working conditions, and physical and sexual abuse. Some Asian and Pacific Islanders migrate to New Zealand to work in the agriculture, horticulture, viticulture, and hospitality sectors, or as domestic workers, and are subsequently subjected to forced labor. Some foreign workers are charged excessive and escalating recruitment fees, experience unjustified salary deductions and restrictions on their movement, and have their passports confiscated and contracts altered. Some migrant workers are also forced to work in job conditions that are different from what they were promised during their recruitment, but do not complain about it because they are afraid of losing their temporary work visas.

Foreign women, including some from China, Hong Kong, Taiwan, South Korea, and Southeast Asia, including Thailand and Vietnam, may be at risk of coercive or forced prostitution. Some international students and temporary visa holders are vulnerable to forced labor in various sectors in New Zealand. A small number of girls and boys, often of Maori or Pacific Islander descent, are subjected to street prostitution, and some are victims of gang-controlled trafficking rings. Some children are recruited by other girls or compelled by family members into child prostitution.

The Government of New Zealand fully complies with the minimum standards for the elimination of trafficking. The government, however, has not prosecuted any trafficking cases

or convicted any trafficking offenders under its anti-trafficking legislation in the last eight years. It has not identified or certified any trafficking victims in the last 10 years, although it has conducted prevention and monitoring programs in vulnerable labor sectors. Amendments to the national anti-trafficking legislation to conform New Zealand law to international law requirements awaited parliamentary approval at the end of the reporting period. The government did not initiate any new investigations in 2013; three reported trafficking investigations from 2012 did not lead to prosecutions, despite evidence of forced labor. The government did not provide any trafficking-specific services to potential victims in vulnerable groups. The government, in collaboration with civil society members, continued to conduct awareness trainings throughout the year for government officials likely to encounter trafficking victims.



RECOMMENDATIONS FOR NEW ZEALAND:

Enact legislation to expand New Zealand's current anti-trafficking legal framework to prohibit and punish all forms of human trafficking; significantly increase efforts to investigate and prosecute both sex and labor trafficking offenses; update and fully implement the 2009 national plan of action to address current trafficking trends in the country, redefine "trafficking" in the plan to fit international law definitions, and implement action plan items consistent with the new definition; make greater efforts to assess the full extent of sex trafficking involving children and foreign women and labor trafficking involving migrant workers; continue to increase efforts to proactively screen vulnerable populations, including women and children in prostitution, foreign workers, and illegal migrants to identify and assist trafficking victims; increase efforts to provide assistance to child sex trafficking victims; investigate and prosecute recruiting agencies and employers who subject foreign workers to debt bondage or involuntary servitude through deceptive recruitment practices; and establish an ongoing anti-trafficking awareness campaign directed at clients of prostitution.

PROSECUTION

The Government of New Zealand decreased efforts to hold traffickers accountable for trafficking crimes. New Zealand does not have a comprehensive anti-trafficking law that prohibits all forms of trafficking, and the Parliament has yet to approve proposed amendments to conform the definition of trafficking to international law. Parliament sought to act on the amendments by the end of 2013, but postponed action until late 2014. Current New Zealand statutes define human trafficking as a transnational offense akin to smuggling and do not include exploitation as an element of the crime. The Crimes Act of 1961 criminalizes only some specified forms of forced labor. Slavery is criminalized, but is limited to situations of debt bondage and serfdom; this prohibition does not cover forced labor obtained by means other than debt, law, custom, or agreement that prohibits a person from leaving employment. The Dealing in Slaves statute and the Prostitution Reform Act criminalize inducing or compelling a person to provide commercial sex and, with regard to children, provide a broader prohibition to include facilitating, assigning, causing, or encouraging a child to provide commercial sex. While statutory penalties for these crimes are generally commensurate with those prescribed for other serious crimes, such as rape, the maximum penalty of seven years' imprisonment prescribed for the sex trafficking of children is not commensurate with penalties imposed for rape or with the maximum penalty of 14 years' imprisonment prescribed for inducing or compelling the commercial sexual services of an adult. The Crimes Act of 1961 and the Wages Protection Act of 1983 prohibit fraudulent employment and recruiting practices and prescribe sufficiently stringent penalties of up to 20 years' imprisonment and a fine equivalent to approximately $250,000; these penalties are commensurate with those prescribed for other serious crimes, such as rape.

While these laws could be used to prosecute and convict trafficking offenders, the government has never done so. According to NGOs and government officials, the reason for the absence of anti-trafficking prosecutions and identification of victims is the high evidentiary bar of the current law. In 2013, the government initiated one new investigation, a decrease from the eight opened in 2012. The government investigated allegations of forced labor against a farmer, but it did not prosecute the farmer for labor trafficking, despite indications that he underpaid his workers and kept them in conditions that were indicative of forced labor. None of the three labor trafficking investigations that were pending at the close of the last reporting period resulted in trafficking convictions. A case involving Fijian nannies alleged to have been subjected to domestic servitude resulted in an acquittal on trafficking charges, although the nannies were awarded back pay and damages for underpayment of wages and excessively long work hours. A case involving Indian students who were forced to work in Auckland's liquor stores resulted in fines for non-trafficking offenses. A case involving a worker at a farm that experienced labor exploitation resulted in fines. The government did not report any sex trafficking investigations or prosecutions. The Immigration Act prohibits retention or control of a person's passport or any other travel or identity document, though there were no prosecutions under that provision during the year. The government continued to train customs officers on trafficking issues as part of a mandatory course and provided training sessions on victim identification to front-line officers at various agencies. It did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of New Zealand maintained its victim protection efforts. It did not identify any victims of trafficking. In 2012, the government reported adopting a victim-centered approach to monitoring industries with high numbers of migrant workers; this did not result in the identification of trafficking victims in 2013. Labor inspectors periodically visited legal brothels to ensure that working conditions were in compliance with New Zealand law; this did not result in the identification of trafficking victims. Labor inspectors reported conducting more than 1,000 audits in work places that employ migrant workers; identified breaches of labor standards did not result in trafficking investigations or prosecutions.

Although the government investigated allegations of children in prostitution and referred a child victim to social services in 2012, it did not report any investigations or referrals of child victims in 2013. The government continued to provide temporary work visas to 35 crew members of foreign charter

vessels during the ongoing investigations of alleged exploitation onboard the vessels.

New Zealand law requires that victims of crime, including human trafficking, receive access to and information about services, including medical care, legal aid, and counseling. Though the government did not operate any shelters specifically for trafficking victims, on a case-by-case basis New Zealand police have provided assistance, such as food and shelter, to victims of crimes and referred them to NGOs or other service providers. Immigration officers and labor inspectors used templates that include questions to determine if an individual is a trafficking victim; these templates were augmented with an online learning module that raised awareness of trafficking. The law also authorizes the extension of temporary residency to victims of trafficking for up to 12 months and makes them eligible for a variety of government-provided or government-funded services while their case is under investigation. There were no reports of trafficking victims detained, fined, or jailed for unlawful acts committed as trafficking victims. The government provided working visas to victims while trafficking cases are under investigation or in trial. The government reported providing legal alternatives to the removal of foreign victims of crime to countries where they may face hardship or retribution, but no trafficking victims received this benefit in 2013.

PREVENTION

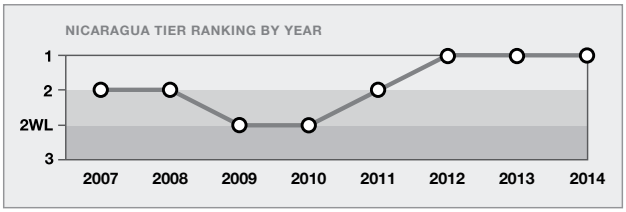
The Government of New Zealand maintained its prevention efforts. In March 2012, an inter-ministerial inquiry outlined specific steps for the government to take to prevent labor trafficking onboard foreign fishing vessels; these steps were not implemented in 2013. For example, a draft law requiring all foreign charter vessels fishing in New Zealand territorial waters to operate as New Zealand-flagged vessels and abide by New Zealand's health and labor laws failed to obtain approval in the parliament for the second consecutive year. At the end of the reporting period, the draft version of the law included a Maori quota exemption clause which may allow current labor trafficking offenders to continue operating in New Zealand territorial waters. Government oversight of the fishing industries failed to lead to any labor trafficking investigations. The Code of Practice on Foreign Fishing Crew to ensure fair payments was last updated in December 2012.

In April 2013, the government sponsored, with an international NGO, a Trafficking in Persons Conference, which included an action plan to incorporate more government-civil society partnerships in addressing human trafficking and a proposal for more proactive investigations by law enforcement. The government continued to distribute brochures on trafficking indicators to community groups in six languages through its regional offices; the government also distributed the brochures to those in the sex trade and the horticulture and viticulture industries. The Ministry of Business, Innovation, and Employment continued to use a train-the-trainer module to raise awareness about trafficking crimes and to teach indicators to police and immigration officers to help them identify victims within the vulnerable migrant populations. The government did not take significant steps to reduce the overall demand for forced labor. The government provided anti-trafficking training to diplomats and military personnel prior to their deployment abroad for diplomatic and international peacekeeping missions. The government continued to cooperate with foreign governments to identify child sex tourists and to prioritize the prevention of child sex tourism abroad by New Zealand residents, although these efforts did not result in any investigations or prosecutions.

NICARAGUA (Tier 1)

Nicaragua is principally a source and transit country for men, women, and children subjected to sex trafficking and forced labor. Nicaraguan women and children are subjected to sex trafficking within the country as well as in neighboring countries, most often in other Central American states, Mexico, and the United States. Trafficking victims are recruited in rural areas for work in urban centers—particularly Managua, Granada, and San Juan del Sur—and subsequently coerced into prostitution. Nicaraguan girls are subjected to sex trafficking in locations along the country's Atlantic Coast, where the lack of strong law enforcement institutions, a higher crime rate, and presence of drug trafficking increases the vulnerability of the local population. Nicaraguan adults and children are subjected to conditions of forced labor in agriculture, the informal sector, and domestic servitude within the country and in Costa Rica, Panama, and other countries. Children in artisanal mining and quarrying are vulnerable to labor trafficking within the country. Male migrants from other Central American countries transit Nicaragua *en route* to Panama in search of employment; some of them are vulnerable to labor trafficking in Panama. Nicaragua is a destination for child sex tourists from the United States, Canada, and Western Europe.

The Government of Nicaragua fully complies with the minimum standards for the elimination of trafficking. Authorities maintained strong efforts to investigate trafficking cases and prosecute and convict trafficking offenders, and continued robust prevention efforts, particularly through strengthening regional anti-trafficking working groups. The government continued to provide limited services to trafficking victims, though it was unclear how many victims were referred to specialized services during the year and services were weaker outside the capital. Prosecution, protection, and prevention efforts in the two Atlantic autonomous regions of Nicaragua continued to be much weaker than in the rest of the country. The government continued to lack comprehensive data on human trafficking investigations and prosecutions and identification of trafficking victims.



RECOMMENDATIONS FOR NICARAGUA:

Provide adequate funding for specialized services, including psychological, medical, and legal services for trafficking victims in partnership with civil society organizations; implement operating procedures that ensure victims identified within the country and repatriated Nicaraguan victims are referred to appropriate services; increase training and funding for government officials—including social workers, labor inspectors, and law enforcement officials—to facilitate increased victim identification and assistance, particularly in the autonomous regions; institute clear, formal, and proactive procedures for identifying trafficking victims among vulnerable populations; strengthen law enforcement and victim protection efforts in the Atlantic autonomous regions, including through

increased staff and funding; continue to investigate and prosecute cases involving all forms of human trafficking, and convict and punish trafficking offenders; partner with civil society organizations to ensure that victims receive long-term care and reintegration services; improve trafficking data collection on law enforcement and victim assistance efforts and improve data coordination across agencies; and continue to strengthen departmental and regional anti-trafficking coalitions.

PROSECUTION

The Government of Nicaragua continued strong law enforcement efforts to prosecute trafficking offenses and convict a significant number of trafficking offenders, though a lack of resources limited officials' ability to investigate cases across the country, and law enforcement efforts lagged in the autonomous regions. Nicaragua criminalizes all forms of human trafficking through Article 182 of its penal code, prescribing penalties of 10 to 14 years' imprisonment. A separate statute, Article 315, prohibits the submission, maintenance, or forced recruitment of another person into slavery, forced labor, servitude, or participation in an armed conflict; these offenses carry penalties of five to eight years' imprisonment. These prescribed punishments are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

Authorities maintained anti-trafficking units in the capital within the intelligence and judicial police forces and the women's police commission. Additionally, a designated police unit in each of the country's 15 departments and two autonomous regions was responsible for collaborating with the specialized units on trafficking investigations. A lack of resources hindered the specialized units' abilities to carry out investigations outside of major cities, particularly in remote parts of the autonomous regions. In particular, the continued lack of a prosecutor in the town of Waspam, on the Nicaraguan border with Honduras hampered prosecution of trafficking in that region. Law enforcement data on trafficking cases varied between different government agencies.

Police investigated 29 potential trafficking cases in 2013, compared with 27 such investigations in 2012. In 2013, the government prosecuted 44 accused trafficking offenders in cases involving 52 victims. Twenty-four of these prosecutions remained open at the end of the reporting period. Each completed prosecution in 2013 led to a conviction; judges convicted 20 trafficking offenders and sentenced them to 12 to 30 years' imprisonment. Twelve offenders were convicted for sex trafficking, while eight offenders were convicted for labor trafficking, including in one case involving nine adult male victims. In comparison, authorities reported prosecutions involving 57 alleged traffickers and convicting 35 traffickers in 2012, including 18 for forced labor, 13 of whom were also convicted of sex trafficking. Three convictions from 2012 were overturned by appeals courts in 2013, including two for sex trafficking and one for labor trafficking. Nicaraguan authorities collaborated with counterparts from four Central American countries to investigate trafficking cases. There were no reported investigations, prosecutions, or convictions of government employees for their alleged complicity in trafficking-related offenses during the year. There were continued reports that some law enforcement and labor officials in the autonomous regions incorrectly categorized potential trafficking cases as labor infractions or instances of victims running away from home. The government maintained efforts to train government officials—particularly police officers—on human trafficking, often in partnership with civil society organizations. For example, the government provided funds for over 850 police officers to receive training on sexual exploitation, while the Ministry of Family trained 340 officials on trafficking victim care.

PROTECTION

The Government of Nicaragua maintained efforts to protect victims by continuing to provide services to some victims and refer others to NGOs for further care, but the government continued to lack disaggregated data on victim assistance. The government reported identifying 55 trafficking victims in 2013, but did not specify how many were labor or sex trafficking victims. One Honduran victim was identified in 2013, while the rest were Nicaraguan citizens. The Ministry of Family did not report how many children in commercial sexual exploitation were identified in 2013 as it had done in past years. The government did not have formal procedures for identifying trafficking victims among high-risk populations, such as adults and children in prostitution, and victim identification in the autonomous regions continued to lag behind national efforts. Labor officials had limited capacity to identify victims of labor trafficking across the country, particularly in areas farther from the capital and in the large informal sector.

Nicaraguan authorities continued to provide services to victims in partnership with NGOs, but did not report how many identified victims received specialized services, such as shelter, in 2013. During the reporting period, the women's police unit maintained temporary shelters for victims of domestic violence and human trafficking in Managua and Jinotega, but did not report how many trafficking victims stayed at these shelters in 2013. Regions most affected by human trafficking lacked adequate services, though NGOs operated shelters for at-risk children and female adult victims of domestic abuse in Rio San Juan, Esteli, Rivas, Puerto Cabezas, and Managua. While the government did not provide funding to these NGOs, officials referred victims to them for assistance. One NGO in Managua reported that the government referred fewer child victims for services than in the previous year. Some shelter operators expressed concern that a government preference for family reintegration for child sex trafficking victims could put some victims at risk if their home situation contributed to their vulnerability to exploitation. Victims received legal support, limited medical and psychological assistance, and education, when appropriate, from the government. The government provided minimal longer-term care. Services and shelter for male victims remained limited.

The government encouraged victims to participate in trafficking investigations and prosecutions, and authorities reported that victims gave testimony in all 26 cases that were on or awaiting trial in 2013. Nicaraguan law allows for trafficking victims to provide documented testimony in advance of the trial. There were no reports of victims being penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Humanitarian visas were available to foreign trafficking victims, although authorities did not report issuing any during the year.

PREVENTION

The Nicaraguan government continued strong prevention efforts during the year by conducting anti-trafficking awareness events and maintaining regional anti-trafficking working groups across the country. The government-run anti-trafficking coalition, which is composed of government and civil society actors, met on a bimonthly basis and was responsible for coordinating anti-trafficking efforts and implementing an anti-trafficking strategic plan. The government continued to support regional

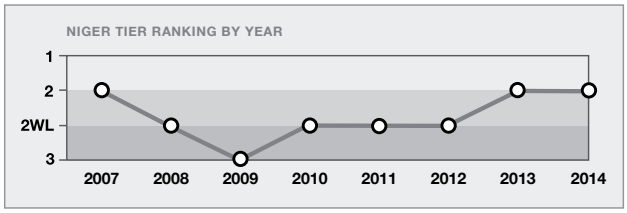
anti-trafficking working groups in the country's 15 departments and two autonomous regions, as well as 10 district working groups in the capital. These working groups held two national-level conferences in 2013 and varied in effectiveness, with some still in the development stage. The Nicaraguan government presided over the regional coalition against trafficking in 2013 in efforts to increase anti-trafficking coordination between Central American countries. Nicaraguan police reported partnering with NGOs to reach over 45,740 Nicaraguan citizens through training and awareness events with general information on women's issues and human trafficking. The government maintained an awareness campaign against commercial sex and continued to partner with the tourism industry on prevention of child sex tourism. Authorities did not report the number of investigations, prosecutions, or convictions of child sex tourists in 2013; in contrast, in 2012, the government prosecuted six child tourists, resulting in three convictions.

NIGER (Tier 2)

Niger is a source, transit, and destination country for children, women, and men subjected to forced labor and sex trafficking. Caste-based slavery practices continue primarily in the northern part of the country. Nigerien boys are subjected to forced labor, including forced begging within the country, as well as in Mali and Nigeria, by corrupt *marabouts* (religious instructors). Corrupt *marabouts* or loosely organized clandestine networks may also place Nigerien girls into domestic servitude or in the sex trade. Nigerien children are subjected to forced labor in gold mines, agriculture, and stone quarries within the country. Girls are subjected to prostitution along the border with Nigeria, particularly along the main highway between the towns of Birni N'Konni and Zinder. In the Tahoua region of Niger, girls born into slavery are forced to marry men who buy them as "fifth wives" and subsequently subject them to forced labor and sexual servitude; their children are born into slave castes. Traditional chiefs play a primary role in this form of exploitation, either through enslaving children in their own families or arranging "marriages" for other powerful individuals. Some girls in forced marriages may be exploited in the sex trade after fleeing their nominal "marriages." Nigerien girls reportedly enter into "marriages" with citizens of Nigeria and other foreign nationals living in Saudi Arabia and the United Arab Emirates, after which they are forced into domestic servitude upon arrival in these countries.

Nigerien women and children are recruited from Niger and transported to Nigeria, North Africa, the Middle East, and Europe where they are subsequently subjected to domestic servitude, sex trafficking, and forced labor in agriculture or animal herding. In 2013, 92 Nigeriens—mostly women and children suspected to be victims of trafficking—died in the Nigerien desert after their bus broke down *en route* to Algeria. Niger is a transit country for men, women, and children from Benin, Burkina Faso, Chad, Cameroon, Cote d'Ivoire, Gabon, Ghana, Liberia, Mali, Nigeria, and Togo migrating to northern Africa and Western Europe, where some are subsequently subjected to forced labor or sex trafficking. Additionally, some migrants are subjected to forced labor in Niger as domestic servants, mechanics, welders, laborers in mines and on farms, or as staff in bars and restaurants. Corrupt law enforcement and border officials accept bribes from traffickers to facilitate the transportation of victims into and throughout the country.

The Government of Niger does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The National Agency for the Fight against Trafficking in Persons (ANLTP), the government's permanent implementing body to address trafficking in persons, was established and became operational in 2014. The government continued to conduct awareness-raising events throughout the year, often with support from international organizations. In a positive development, the government convicted eight police officers for accepting bribes from suspected traffickers. It continued to prosecute and convict traffickers using its 2010 anti-trafficking law and to identify and refer victims to NGOs to receive care; however, a six-month staffing gap in the National Commission for the Coordination of the Fight against Trafficking in Persons (CNCLTP)—currently serving as the coordinating body for the government's anti-trafficking efforts—limited the effectiveness of the government's efforts, and the overall number of convictions obtained and victims identified declined considerably.



RECOMMENDATIONS FOR NIGER:

Vigorously prosecute and punish trafficking offenders, including those guilty of slavery offenses, using the anti-trafficking law; hand down adequate sentences for individuals convicted of committing trafficking offenses, including public officials, and enforce court judgments; train law enforcement and judicial officials throughout the country on the provisions of the anti-trafficking law in coordination with NGOs and international organizations; implement procedures to identify and protect trafficking victims among groups of vulnerable migrants during efforts to combat illegal immigration and people smuggling; train law enforcement officials to identify trafficking victims proactively among vulnerable populations, such as women in prostitution, girls born into slave castes, and children at worksites, and to refer them to protective services; develop systematic procedures to refer identified victims to protective services and support NGO partners in providing victim care; rescue and refer all suspected victims; increase the quantity and quality of services available to victims; increase efforts to rescue victims of traditional slavery practices and adult victims; initiate law enforcement investigations into suspected cases of local officials colluding with traffickers or accepting bribes to obstruct criminal investigations of trafficking crimes, particularly traditional slavery; allocate government funds to the operation of the CNCLTP and the ANLTP; and continue an initiative to raise public awareness about the anti-trafficking law—specifically targeting vulnerable populations, religious leaders, and traditional chiefs and encouraging victims to exercise their rights under the law.

PROSECUTION

The Government of Niger continued anti-trafficking law enforcement efforts, including through punishing public officials for acts that could facilitate trafficking, though the total number of prosecutions and convictions declined compared to 2012. Order No. 2012-86 on Combating Trafficking in Persons, enacted in 2010, prohibits all forms of trafficking, including slavery and practices similar to slavery. This law prescribes punishments of five to 10 years' imprisonment for committing trafficking offenses

against adults and 10 to 30 years' imprisonment when the victim is a child, penalties that are sufficiently stringent. Penalties for child trafficking are commensurate with those prescribed for other serious offenses, such as rape, but penalties prescribed for the trafficking of adults are not. The law defines slavery and practices similar to slavery and specifically prohibits exploitative begging. Other statutes prohibit certain forms of trafficking; the country's penal code prohibits slavery, procurement of a child for prostitution, and the encouragement of or profiting from child begging in Articles 270 (as amended in 2003), 292-293, and 181, respectively. Niger's labor code, enacted in September 2012, outlaws forced labor. The penal code's prescribed penalties of 10 to 30 years' imprisonment for slavery offenses are sufficiently stringent and reflect the serious nature of the crime. The penalties prescribed in the labor code for forced labor are also sufficiently stringent in terms of imprisonment, but the law allows for the option of a fine in lieu of jail time, which does not reflect the serious nature of this crime.

The government investigated 70 trafficking offenses, prosecuted 18 defendants suspected of labor trafficking offenses, and convicted five labor trafficking offenders, a decrease from the prosecution of 24 cases and 22 convictions during the previous reporting period. Convicted offenders received prison sentences ranging from 11 months to two years, and were reportedly ordered to pay fines used to compensate victims. Thirty investigations remained pending at the close of the reporting period. The government did not make progress in ending impunity for *marabouts* who force children to beg or traditional chiefs who facilitate the enslavement of children in 2013, though media reports indicate a *marabout* and his wife were arrested in February 2014 for suspected child trafficking. Structural barriers impeded victims' access to justice, as they were often uninformed about their legal rights and lacked the necessary capacities and resources to seek punitive action against their exploiters. There were no reported developments in pending slavery cases, some of which have reportedly been ongoing for years. There were reports that local officials chose not to pursue slavery cases brought to their attention due to social or political connections of the alleged traffickers. In November 2013, the government investigated 18 police officers for acts that may have facilitated trafficking; it prosecuted nine and convicted eight police officers in the Agadez region for accepting bribes to facilitate the illegal transportation of 92 migrants—suspected to have been trafficking victims—who subsequently died in the desert *en route* to Algeria. Seven of the convicted officers received suspended prison sentences, and one was sentenced to 11 months' imprisonment.

PROTECTION

The government continued modest efforts to identify and refer victims to NGOs to receive care, but overall victim protection efforts remained inadequate. Authorities did not develop or employ systematic measures to identify trafficking victims among vulnerable populations, such as women and girls born into traditional slave castes or children at worksites, and there were no formal procedures to guide officials in referring identified victims to protective services. There were no reports of victims of hereditary slavery identified or assisted during the year. The government, through the CNCLTP, identified 50 child victims and referred them to NGOs to receive protective care on an *ad hoc* basis, compared with 183 victims identified in the previous reporting period. The government provided medical assistance and temporary shelter in social service facilities to an unknown number of child victims identified. The government relied almost exclusively on NGOs and international organizations to provide services to victims, though NGOs' capacity to provide shelter or long-term services to victims was inadequate; their primary role was often to facilitate repatriation or family reunification of victims. Victims were often forced to return to their villages after a few months if NGO resources ran out, and some children spent the night in police stations when shelter space was not available. There were no specialized services available in Niger for adult victims or victims of hereditary slavery.

The government reported that adult victims would be encouraged to assist in the investigation and prosecution of trafficking cases, though the government did not identify any adult victims during the year. Victims of forced labor and caste-based servitude were able to file civil and criminal complaints simultaneously. There were no reports of civil complaints filed; the government reported some victims received compensation from fines imposed on convicted traffickers, but it did not provide additional details about the nature of this compensation or the number of victims receiving it. Victims' lack of awareness of the legal options available to them, fears of retaliation by traffickers, and lack of adequate shelter and protective services impeded efforts to obtain their participation in investigations and prosecutions. There were no reports that identified victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked; however, the government did not make adequate efforts to identify trafficking victims, which left many victims unidentified and likely led to some victims being treated as criminals. In November 2013, authorities at a domestic checkpoint arrested and detained 150 Nigerien and Nigerian migrants, including children, aboard five trucks attempting to cross the Sahara *en route* to Algeria, without efforts to screen for trafficking victims among them. Front-line officials did not receive training in identifying victims and referring them to protective services, and border guards often denied entry to suspected traffickers and victims rather than attempting to rescue victims and place them in protective care. The 2010 anti-trafficking law includes provisions to ensure foreign victims would be safe upon return to their countries of origin and provides for the possibility of granting victims legal status in Niger, including the ability to obtain employment.

PREVENTION

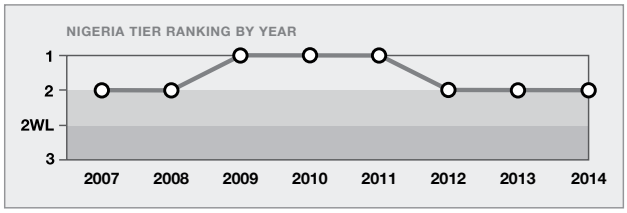
The Government of Niger increased its efforts to prevent human trafficking during the year. The CNCLTP continued to serve as the coordinating body for the government's anti-trafficking efforts, though a six-month gap in leadership and a lack of funding limited its effectiveness. In January 2014, the ANLTP became operational as the government's permanent implementing body to address trafficking in persons. The government completed a draft national action plan to combat trafficking, though it was not approved by the Council of Ministers during the reporting period. Senior officials recognized publicly the problem of human trafficking and Niger's policies to combat it; for example, in October 2013, the Minister of Justice chaired a seminar for 100 participants from government, civil society, and the community to raise awareness about laws prohibiting trafficking and mechanisms for trafficking case referral. The CNCLTP distributed information on the dangers of human trafficking to the public and organized donor-funded training and awareness programs, including a one-day conference in September 2013 that brought together approximately 1,000 government officials and community members. In July, the government produced panels on government-run television and radio platforms featuring government officials and civil society members to discuss issues of human trafficking. In November 2013, the government ordered

the closure of migrant "safe houses" in northern Niger, used as transit points for migrants *en route* to countries in North Africa and sometimes used to lure migrants into situations of forced labor or sex trafficking in destination countries; although allegedly prompted by protection concerns for migrants, this policy may have made some migrants—including unidentified trafficking victims—more vulnerable to harm, as these efforts were not accompanied by protection measures. The government took no discernible measures to address the demand for forced labor or commercial sex acts. Bylaws governing Niger's armed forces require troops to receive anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though there is no evidence the government implemented such training during the reporting period.

NIGERIA (Tier 2)

Nigeria is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking. Nigerian trafficking victims are recruited from rural and, to a lesser extent, urban areas within the country; women and girls for domestic servitude and sex trafficking, and boys for forced labor in street vending, domestic service, mining, stone quarrying, agriculture, and begging. Young boys who attend Koranic schools, commonly known as Almajiri children, are often moved between Kano, Kaduna, and Sokoto and subjected to forced begging. Nigerian traffickers rely on threats of voodoo curses to control Nigerian victims and force them into situations of prostitution or labor. Nigerian women and children are taken from Nigeria to other West and Central African countries, as well as to South Africa, where they are exploited for the same purposes. Children from West African countries—primarily Benin, Ghana, and Togo—are forced to work in Nigeria, and many are subjected to hazardous labor in Nigeria's granite mines. Nigerian women and girls—primarily from Benin City in Edo State—are subjected to forced prostitution in Italy, while Nigerian women and girls from other states are subjected to forced prostitution in Spain, Scotland, the Netherlands, Germany, Turkey, Belgium, Denmark, Finland, France, Sweden, Switzerland, Norway, Ireland, Slovakia, the Czech Republic, Greece, and Russia. Nigerian women and children are also recruited and transported to destinations in North Africa, the Middle East, and Central Asia, where they are held captive in the sex trade or in forced labor. Nigerian gangs subject large numbers of Nigerian women to forced prostitution in the Czech Republic and Italy, and the European Police Organization (EUROPOL) has identified Nigerian organized crime related to trafficking in persons as one of the largest law enforcement challenges to European governments. Nigerian women are trafficked to Malaysia, where they are forced into prostitution and to work as drug mules for their traffickers. West African women travel through Nigeria to destinations in Europe and the Middle East, where they are subsequently subjected to forced prostitution. In 2013, international observers reported that the terrorist organization, Boko Haram, had recruited and used child soldiers as young as 12-years-old, as well as abducted women and girls in the northern region of Nigeria, some of whom it later subjected to domestic servitude, forced labor, and sex slavery through forced marriages to its militants. Observers also reported that children were used at checkpoints in Borno state by a citizen vigilante group.

The Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government demonstrated an increase in anti-trafficking law enforcement efforts by increasing the number of trafficking investigations, prosecutions and convictions and by providing extensive specialized anti-trafficking training to officials from various government ministries and agencies. The National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP) increased protection efforts by developing a formal referral mechanism for victim protection, increasing the capacity of its shelters, and identifying and providing services to a larger number of victims. Despite these efforts, the government has yet to pass draft legislation that would restrict the ability of judges to offer fines in lieu of prison time during sentencing and, with the exception of receiving training from NAPTIP, the Ministry of Labor did not make any new efforts to address labor trafficking during the reporting period. Additionally, despite the growing number of Nigerian trafficking victims identified abroad, the government has yet to implement formal procedures for the return and reintegration of Nigerian victims.



RECOMMENDATIONS FOR NIGERIA:

Pass and implement the draft anti-trafficking bill, which would amend the anti-trafficking law to give prosecutors more authority and restrict the ability of judges to offer fines in lieu of prison time during sentencing; continue to vigorously pursue trafficking investigations, prosecutions of trafficking offenses, and adequate sentences for convicted traffickers, including imprisonment whenever appropriate; take proactive measures to investigate and prosecute government officials suspected of trafficking-related corruption and complicity in trafficking offenses; ensure that the activities of NAPTIP receive sufficient funding, particularly for prosecuting trafficking offenders and providing adequate care for victims; continue to provide regular training to police and immigration officials to identify trafficking victims among vulnerable populations, such as women in prostitution and young females traveling with non-family members; fully integrate anti-trafficking responsibilities into the work of the Nigerian Police Force and the Ministry of Labor; develop a formal system to track the number of victims repatriated from abroad, and upon repatriation ensure they are aware of available protective services; and ensure NAPTIP effectively interacts with and receives support from other government agencies that have a stake in addressing human trafficking.

PROSECUTION

The Government of Nigeria maintained strong anti-trafficking law enforcement efforts. The 2003 Trafficking in Persons Law Enforcement and Administration Act, amended in 2005 to increase the penalties for trafficking offenders, prohibits all forms of human trafficking. The law prescribes penalties of five years' imprisonment or a fine not to exceed the equivalent of approximately $645 or both for labor trafficking offenses; these penalties are not sufficiently stringent, because the law allows convicted offenders to pay a fine in lieu of prison time for labor trafficking or attempted trafficking offenses. The law prescribes penalties of 10 to 15 years' imprisonment for sex trafficking offenses or a fine of the equivalent of approximately $1,250, or both. For sentences that include only a fine, penalties are not

sufficiently stringent. In March 2014, the Senate passed a bill that would amend the anti-trafficking law to give prosecutors more authority and restrict the ability of judges to offer fines in lieu of prison time during sentencing; the bill was awaiting approval by the House and the President at the end of the reporting period.

The government reported that NAPTIP initiated 314 trafficking investigations, completed 43 prosecutions, and achieved 42 convictions during the reporting period. Another 170 prosecutions remained pending at the end of the reporting period. All prosecutions occurred under the 2003 Trafficking Act, and prison sentences upon conviction ranged from four months' to 10 years' imprisonments. Of the 42 convictions, 28 resulted in prison sentences without the option of paying a fine. The Nigerian Police Force reportedly prosecuted 25 suspected traffickers and secured 6 convictions; however, complete data regarding these cases was unavailable. The government also collaborated with law enforcement agencies from Cote d'Ivoire, Belgium, Czech Republic, Finland, France, Germany, the Netherlands, Norway, Taiwan, and the United Kingdom on investigations involving Nigerian nationals during the reporting period. The government investigated and initiated a prosecution against a senior government official who allegedly committed a labor trafficking offense against two child victims; the case remained pending at the close of the reporting period. The government also convicted another government official for committing a labor trafficking offense against a 12 year-old girl trafficking victim from the Republic of Benin. The government did not report any other investigations, prosecutions, or convictions of government officials complicit in trafficking offenses; however, corruption at all levels of the government remained a pervasive problem.

The government conducted extensive training sessions throughout the reporting period. NAPTIP, in collaboration with the Ministry of Women Affairs and international organizations, provided specialized training to approximately 420 government employees, including judges, prosecutors, and officials from NAPTIP, the Nigerian Police Force, the Nigerian Immigration Service, the Nigeria Security and Civil Defense Corps, the National Drug and Law Enforcement Agency, and the Economic and Financial Crimes Commission. These programs offered specialized training on social media, witness protection, identification and investigation of trafficking cases, criminal intelligence, gender-based violence, trial and prosecution of trafficking cases, migration policy, and counseling of victims.

PROTECTION

The Government of Nigeria increased efforts to protect trafficking victims during the year. The government and NGOs identified 777 trafficking victims within the country, including 187 victims of sex trafficking, and 539 victims of labor trafficking. Another 51 individuals were identified as victims of trafficking-related crimes. This is a significant increase from the 480 victims identified in the previous reporting period. All victims identified by NAPTIP received initial screening and assistance by NAPTIP, after which 265 were referred to government-run care facilities for further medical care, vocational training, education, and shelter. The government has formal written procedures to guide law enforcement, immigration, and social services personnel in proactive identification of victims of trafficking among high-risk populations. Police, immigration, and social services personnel received specialized training on how to identify victims of trafficking and direct them to NAPTIP. In July 2013, NAPTIP developed a National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria, which provides formal guidelines for law enforcement, immigration officials, and service providers to improve protection and assistance to trafficking victims.

In 2013, the Government of Nigeria allocated the equivalent of approximately $11.2 million to NAPTIP, a slight decrease from the 2012 budget of $11.9 million. NAPTIP spent roughly one-fourth of its operational budget, or the equivalent of approximately $453,000, on victim protection and assistance during the reporting period. State governments also contributed the equivalent of approximately $149,000 to support NAPTIP's efforts during the reporting period, and an additional $2.4 million to support state anti-trafficking efforts. NAPTIP operated nine shelters specifically for trafficking victims with a total capacity of 313 victims, an increase in capacity from the previous reporting period. Through these shelters, NAPTIP provided access to legal, medical, and psychological services, as well as vocational training, trade and financial empowerment, and business management skills. Victims who required additional medical and psychological treatment were provided services by hospitals and clinics through existing agreements with NAPTIP. All shelter staff received basic training in victim care, and NAPTIP funded additional specialized training for 30 counselors. NAPTIP shelters offered short-term care, generally limiting victims' stays to six weeks, though victims were allowed to extend their stays under special circumstances. If victims needed longer-term care, NAPTIP collaborated with NGO-run shelters, which provided such care. Victims in NAPTIP shelters were not allowed to leave unless accompanied by a chaperone. NAPTIP paid a monthly stipend of the equivalent of approximately $2,500 to a local NGO-run shelter and provided limited funding, in-kind donations, and services to NGOs and other organizations that afforded protective services to trafficking victims. On occasion, state and local governments also provided in-kind assistance through training and technical support to NGOs.

Despite the growing number of Nigerian trafficking victims identified abroad, the government has yet to implement formal procedures for the return and reintegration of Nigerian victims; consequently, many victims are not afforded adequate care upon their return to Nigeria. This is of particular concern, as some European countries deny Nigerian victims' attempts to seek asylum or to access European victim programs on the basis of the perceived availability of adequate victim services in Nigeria. Per provisions of the 2003 Trafficking in Persons Law Enforcement and Administration Act, Nigerian authorities ensured that identified trafficking victims were not penalized for unlawful acts committed as a result of being trafficked. On occasion, authorities initially detained individuals involved in prostitution or other unlawful acts before they were identified as trafficking victims. Once identified, NAPTIP worked with security services to remove victims from custody and provide them care. Officials encouraged victims to assist in the investigation and prosecution of trafficking cases, and NAPTIP reported that 32 victims served as witnesses or gave evidence during trial in the reporting period. All victims were eligible to receive funds from the victims' trust fund, which was financed primarily through confiscated assets of convicted traffickers. During the reporting period the equivalent of approximately $20,000 was disbursed among 47 victims for purposes ranging from vocational training to school tuition, although not necessarily in equal amounts. The government provided a limited legal alternative—short term-residency that could not be extended—to the removal of foreign victims to countries where they may face hardship or retribution.

PREVENTION

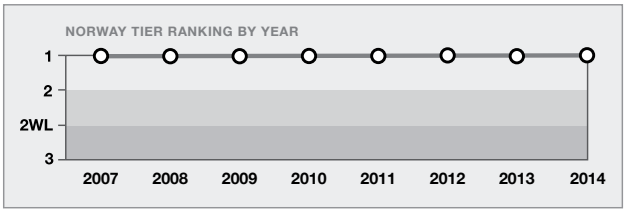
The Government of Nigeria sustained efforts to prevent human trafficking through campaigns to raise awareness and educate the public about the dangers of trafficking. NAPTIP's Public Enlightenment Unit continued to conduct extensive national and local programming through radio and print media in all regions of the country to raise awareness about trafficking, including warning about fraudulent recruitment for jobs abroad. The objective of these and several related programs was to sensitize vulnerable people, sharpen public awareness of trends and schemes traffickers use to lure victims, warn parents, and encourage community members to participate in efforts to prevent trafficking. NAPTIP also carried out advocacy visits with community leaders, opinion leaders, traditional and religious leaders, and government officials at both the local and national levels.

During the reporting period, the Government of Nigeria increased coordination between NAPTIP and various relevant ministries through newly formalized victim referral mechanisms and training efforts. NAPTIP held its annual stakeholders' workshop, which included representatives from key government agencies, NGOs, international organizations, and civil society, to set program priorities to implement the five year national action plan for 2012-2017. NAPTIP also trained more than 90 labor officers on identifying and investigating forced labor cases. However, the Ministry of Labor took no additional steps to address labor trafficking or to decrease the demand for forced labor. The government did not make any discernible efforts to decrease the demand for commercial sex acts. NAPTIP officials assisted other African governments and the Netherlands with their anti-trafficking efforts through training courses, joint intelligence sharing, and mutual legal assistance. It also hosted a regional consultation on the right to an effective remedy for trafficking victims, in collaboration with an international organization. The government, with foreign donor support, provided anti-trafficking training to Nigerian troops prior to their deployment abroad on international peacekeeping missions. The government also provided mandatory human rights and anti-trafficking training to all diplomats prior to departing to their foreign postings.

NORWAY (Tier 1)

Norway is a destination and, to a lesser extent, a transit and source country for women and girls subjected to sex trafficking and for men and women subjected to forced labor in domestic service, in nursing, and the construction sector. Children are subjected to domestic servitude, forced begging, and forced criminal activity, such as shoplifting and drug sales. Trafficking victims identified in Norway primarily originate in Eastern Europe (Bulgaria, Lithuania, and Romania), Africa (Cameroon, the Democratic Republic of Congo, Eritrea, Ghana, Kenya, and Nigeria), Brazil, and the Philippines. Female victims from African countries are often exploited by males who have legal residency in Norway; these perpetrators marry women in Africa, bring them to Norway, and coerce them into prostitution. Traffickers from Eastern Europe are typically members of small family mafias; offenders seduce young women in their home countries and convince them to come to Norway, where they are forced into prostitution. Some foreign *au pairs*, including those from the Philippines, are vulnerable to trafficking in Norway.

The Government of Norway fully complies with the minimum standards for the elimination of trafficking. The Norwegian government has adopted a victim-centered approach, offering generous and diverse victim services through specialized NGOs and local governments. In 2013, authorities investigated more trafficking cases, including labor trafficking cases, although convictions for trafficking offenses declined. Nevertheless, Norwegian law enforcement efforts were far lower than the reported number of initial victim contacts in 2013, and the government did not publish a self-critical evaluation of domestic efforts in 2013.



RECOMMENDATIONS FOR NORWAY:

Vigorously prosecute and convict both sex and labor trafficking offenders; investigate why few trafficking investigations and suspected trafficking victim identifications result in prosecutions; ensure the Oslo police department is adequately resourced to investigate trafficking crimes; continue to provide training to prosecutors on the application of Norway's trafficking law; ensure that child victims of trafficking receive specialized care; ensure that male trafficking victims receive adequate services and that all governmental anti-trafficking efforts are structured to address male as well as female victims of trafficking; ensure that front-line responders understand and offer a reflection period to identified victims, during which victims can receive services and recover from their trauma; consider options for the provision of longer-term victim assistance in non-emergency shelters; publish a self-evaluative report on the government's anti-trafficking efforts; monitor and prosecute labor recruitment offenses; and fund a national or targeted anti-trafficking awareness campaign.

PROSECUTION

The Norwegian government demonstrated some progress in law enforcement efforts through increased investigations of labor trafficking, though law enforcement efforts as a whole remained far below the rate of reported victim identification. Norway prohibits all forms of both sex and labor trafficking in persons through Criminal Code Section 224, which prescribes a maximum penalty of 10 years' imprisonment, which is sufficiently stringent and commensurate with punishments prescribed for other serious offenses, such as rape. Norwegian authorities initiated 30 sex trafficking investigations and 39 labor trafficking investigations in 2013, compared with 26 sex trafficking and 22 labor trafficking investigations initiated in 2012. The government prosecuted six sex trafficking suspects and three labor trafficking suspects in 2013, compared with two sex trafficking suspects and six labor trafficking suspects in 2012. Authorities convicted three sex trafficking offenders and two labor trafficking offenders in 2013, compared with three sex trafficking offenders and four labor trafficking offenders convicted in 2012. All of the convicted traffickers received jail sentences, including one who received three years' imprisonment.

Three Norwegian cities maintained specialized anti-trafficking units in their police forces. In 2012, observers reported that the Oslo police department reassigned officers with specialized anti-trafficking training to the organized crime unit, resulting in fewer investigations of trafficking cases in the capital city; in 2013, the Oslo police filed no new trafficking cases. Observers

reported that police districts have too few resources devoted to investigating human trafficking. Experts reported that prosecutors sometimes applied pimping charges to trafficking cases when the suspected trafficker used forms of coercion that were more subtle than violence; in these cases, victims in pimping cases were not eligible for the benefits provided under the trafficking laws. The government reportedly did not provide adequate training for prosecutors on applying the trafficking statute. The government continued to provide new police officers with training on identifying and assisting trafficking victims, as well as periodic in-service training to all police officers on the referral processes. The government also supplied the police with "action cards" that detail the appropriate procedures for interacting with and referring victims when encountering them. The government organized a two-day training seminar for nearly 300 participants from different authorities and NGOs on trafficking victim identification and referral. The Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA) reported deficient identification of potential victims by Norwegian border officials. Law enforcement authorities collaborated with other governments on trafficking investigations. The government did not report the investigation or prosecution of any public officials for trafficking-related complicity.

PROTECTION

The Government of Norway demonstrated strong protection efforts through sustained funding for victim services. The Norwegian government provided protection to trafficking victims through municipal crisis centers and government-funded NGOs. These NGOs offered both foreign and domestic victims a range of assistance, including shelter, legal aid, stipends for food, psychological care, medical assistance, fitness facilities, and Norwegian language classes. An NGO specializing in caring for trafficking victims who have received a reflection period provided vocational programs, education, and sponsored internships. Although the specialized NGOs primarily offered services to women, one NGO made two apartments available to male victims as needed. By law, Norwegian municipalities were obligated to offer trafficking victims shelter in crisis centers, regardless of their immigration status. One of the main government-funded institutions for trafficking victim care received 132 initial contacts from trafficking victims in 2013, in contrast to 146 contacts in 2012. Of these 132 initial contacts, 52 women or girl trafficking victims ultimately were housed by the victim care institution. The primary government-funded project received the equivalent of approximately $418,400 in funding for trafficking victim care, compared to the equivalent of approximately $401,700 in 2012; this sum does not include most of the aid given to victims by municipalities—including free medical care—nor the financial allocations to other NGO anti-trafficking projects. In 2013, the Norwegian government reported identifying and providing services for approximately 350 trafficking victims, including approximately 227 women, 35 men, and 88 children, an increase from 274 trafficking victims assisted in 2012. NGOs reported fairly extensive coordination efforts with the government on victim assistance. The government's Child Welfare Services provided specialized care to child victims, including accommodation in a child protection institution or a foster home. The Child Welfare Act continued to enable authorities to place children who are presumed victims of trafficking in an institution without their consent for a period of up to six months.

The Norwegian government permitted trafficking victims to stay in Norway without condition during a six-month reflection period, a time for them to receive assistance while they consider whether to assist law enforcement with a trafficking investigation and prosecution; authorities granted a reflection period to 30 victims in 2013, compared with 29 in 2012. In 2013, the government started issuing temporary residence permits to victims for use during the reflection period; this status provides victims with a widely-accepted identification card permitting them to work in Norway and access public services like health care. The government also offered a permanent residency permit for victims facing retribution or hardship in their countries of origin, on the condition that they give statements to the police outside of court. Any victim of trafficking—regardless of potential retribution or hardship at home—who made a formal complaint to the police, could remain in Norway for the duration of court proceedings; victims who testified in court were entitled to permanent residency. In 2013, Norwegian authorities issued 38 temporary residence permits to trafficking victims and granted a temporary asylum status to 19 trafficking victims. Several trafficking victims received restitution in 2013. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

PREVENTION

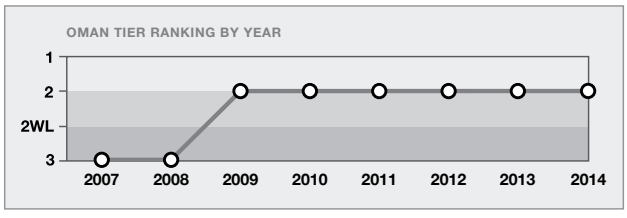
The Norwegian government demonstrated weak prevention efforts within the country. The government has not published a self-evaluative report on its anti-trafficking measures since 2012. The government did not fund any broad-based domestic trafficking awareness campaigns targeting labor or sex trafficking. The Ministry of Justice did not report any cases of authorities punishing labor recruiters involved in the recruitment of workers through knowingly fraudulent offers of employment. The government undertook steps to reduce the demand for commercial sex acts. The Norwegian national criminal investigation service monitored the travel of Norwegian nationals to known child sex tourism destinations.

OMAN (Tier 2)

Oman is a destination and transit country for men and women, primarily from India, Pakistan, Bangladesh, Sri Lanka, the Philippines, Ethiopia, Nepal, Kenya, and Indonesia, who may be subject to forced labor and, to a lesser extent, sex trafficking. Most migrants travel willingly and legally to Oman with the expectation of employment in domestic service or as low-skilled workers in the country's construction, agriculture, and service sectors. Some subsequently face forced labor, experiencing the withholding of passports and other restrictions on movement, nonpayment of wages, long working hours without food or rest, threats, and physical or sexual abuse. Labor source country officials report that the most common complaints among domestic workers seeking assistance at their embassies are excessive working hours, passport confiscation, and physical and mental abuse. Unscrupulous labor recruitment agencies and their sub-agents in communities in South Asia, as well as labor brokers in the United Arab Emirates (UAE), Oman, and Iran, may deceive workers into accepting work that constitutes forced labor. Many of these agencies provide false contracts with fictitious employers or wages and charge workers high recruitment fees (often in an amount exceeding the equivalent of approximately $1,000) at usurious rates of interest, leaving workers vulnerable to trafficking. Some Omani employers obtain foreign domestic workers at the porous border crossing between Buraimi, Oman and Al Ain, UAE, though the numbers crossing

into Buraimi reportedly decreased in 2013. Though employers typically secure a labor permit for domestic workers to legally work in Oman, often these women are runaway workers from Emirati families and are not aware they are being taken to another country to work, rendering them further vulnerable to exploitation in Oman. Women working in Oman as domestic workers from countries without a diplomatic presence in Oman, such as Ethiopia, are especially vulnerable to forced labor. In recognition of that problem, the Omani government imposed a ban on visas for Ethiopians in 2013 until the Omani government can appropriately address the trafficking problem. Government sources note that domestic workers who run away from their employers are also susceptible to forced prostitution. Male Pakistani laborers and other workers from India, Bangladesh, Sri Lanka, and East Asia transit Oman *en route* to the UAE; some of these migrant workers are exploited in situations of forced labor upon reaching their destination. Oman is also a destination and transit country for women from China, Bangladesh, Indonesia, India, Morocco, Eastern Europe, Uganda, Kenya, Ethiopia, Somalia, and Burundi, who may be forced into prostitution, typically by nationals of their own countries.

The Government of Oman does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted and convicted some sex trafficking offenders, and it continued to identify and assist victims of trafficking at a government-run shelter, though the facility remained underutilized. Nonetheless, the government's prosecution efforts declined from the previous reporting period, and as the government continued to treat potential forced labor cases as administrative violations, it failed to prosecute any suspected labor traffickers. For example, the Ministry of Manpower (MOM) and the Public Prosecution's Office of Labor Prosecutions assisted some potential victims through labor dispute settlement mechanisms. Though the government referred some victims to shelter services, Omani authorities did not employ formal procedures to proactively identify trafficking victims among vulnerable groups. Because authorities continued to rely on victims to voluntarily identify themselves and report abuses, rather than aggressively and proactively investigating trafficking in vulnerable communities, unidentified victims continued to be punished for crimes committed as a direct result of being trafficked.



RECOMMENDATIONS FOR OMAN:

Significantly increase efforts to investigate and prosecute trafficking offenses, and sentence convicted traffickers to imprisonment; make greater efforts to investigate and prosecute forced labor offenses, including those perpetrated by recruitment agents and employers; establish a formal mechanism for cooperation between the MOM and the Public Prosecution to investigate and prosecute cases of labor trafficking; institute formal procedures for identifying trafficking victims among all vulnerable populations, such as migrant workers and people in prostitution; amend the restrictions on victim referrals to allow broader victim access to shelter care; refer all suspected victims of trafficking to the government shelter, regardless of whether there is a corresponding prosecution of an alleged offender; offer shelter and specialized services to male victims and labor trafficking victims; ensure that unidentified victims of trafficking are not punished for acts committed as a direct result of being subjected to human trafficking, such as immigration violations or prostitution; enact and enforce strict penalties for employers who withhold their employees' passports, including government officials; increase and enforce legal protections for domestic workers; continue training government officials to recognize and respond appropriately to human trafficking crimes; and implement public awareness campaigns and other prevention programs to reduce the demand for forced labor and commercial sex acts.

PROSECUTION

The government made minimal progress in anti-trafficking law enforcement efforts. Through Royal Decree No. 126/2008, also known as the Law Combating Trafficking in Persons, the government prohibits all forms of both sex and labor trafficking and prescribes punishments of three to 15 years' imprisonment, in addition to financial penalties, for trafficking crimes. These punishments are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. A MOM circular (No. 2/2006) prohibits employers from withholding migrant workers' passports, but does not specify penalties for noncompliance. Though passport withholding is a widespread practice among employers in Oman, the government did not report any investigations or other actions against employers during the reporting period based on the prohibition. The government reported investigating six cases of sex trafficking and one case of forced labor, as well as prosecuting and convicting five cases of sex trafficking during the reporting period, in comparison to the 15 sex trafficking prosecutions and two sex trafficking convictions in 2012. Four of the convicted traffickers were sentenced to two and a half years' imprisonment. The government failed to prosecute or convict any forced labor offenders, despite cases of forced domestic servitude reported during the year; the government has not prosecuted or convicted a forced labor offender since 2010. Government and source country officials reported that cases of labor violations—some of which likely amounted to forced labor—were frequently classified as administrative complaints and rarely investigated for trafficking or referred to criminal court; thus, employers were not brought to justice for trafficking offenses. Overreliance on administrative avenues of labor enforcement was particularly problematic as domestic service—one of the sectors most vulnerable to abuse—was not within inspectors' mandate under Omani labor law. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking even though several government officials in Oman reported that they hold their domestic workers' passports for fear that the workers will abscond or lose their passports if they have them in their possession. The Royal Oman Police (ROP) continued to conduct victim identification trainings for all incoming cadets, while the inter-ministerial anti-trafficking committee conducted a separate training for ROP officials in March 2014. The Public Prosecution held a three-day anti-trafficking workshop in December 2013 for prosecutors and ROP officials; it also regularly conducted lectures for judges and lawyers on Oman's anti-trafficking law. The Ministry of Justice oversees a special judicial department at the Appeals Court in Muscat to handle trafficking-related cases.

PROTECTION

The government's efforts to identify and protect victims of trafficking remained limited. It did not proactively identify victims of trafficking among vulnerable groups, such as migrant workers and women in prostitution; on the contrary, victims were expected to identify themselves and report abuses to authorities. The lack of identification procedures prevented victims from accessing protection services and made them susceptible to being inappropriately incarcerated, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Though the government continued to operate and fund a permanent shelter that could accommodate up to 50 women and child victims of forced labor or sex trafficking, the shelter remained underused due to the government's poor victim identification efforts. The Public Prosecution identified and referred nine victims of trafficking to the shelter in 2013, an increase from the two sex trafficking victims referred in 2012. The shelter provided social, psychological, legal, and medical services at no cost to victims. Victims in the government shelter could not leave the premises unchaperoned, but they could reportedly request that shelter employees accompany them offsite. Though the ROP previously operated the government shelter, it was transferred to the Ministry of Social Development (MOSD) in 2013 in an effort to have victims treated less like criminals and detainees. The ROP and the MOSD cooperated to assist and escort potential victims to the shelter 24 hours a day.

Oman continues to lack shelter services available for male victims of trafficking. As in previous years, the government continued to fail to identify and refer any labor trafficking to the government care facility for assistance. As the government continued to treat potential forced labor cases as labor violations, potential victims of trafficking were neither identified nor provided protection services. The MOM cooperated with and requested that foreign embassies immediately refer all potential trafficking cases involving victims that sought assistance at the embassies of their home countries to the MOM for investigation. The government encouraged suspected foreign trafficking victims to assist in investigations and prosecutions of their traffickers, but did not provide information on the number of victims who did so during the reporting period. Victims were permitted to stay in Oman on a case-by-case basis, but were not permitted to work while awaiting court proceedings. The government did not provide foreign victims with legal alternatives to removal to countries in which they may face retribution or hardship.

PREVENTION

The government made minimal efforts to prevent human trafficking. Though a working group within the inter-ministerial anti-trafficking committee met regularly in this reporting period, the committee developed a fledgling interagency process to handle trafficking cases. In an effort to address concerns of Ethiopian domestic workers forced into domestic servitude in Oman, the ROP announced in March 2014 a temporary freeze on its issuance of work visas for new Ethiopian domestic workers; Ethiopians already working in Oman, however, were not provided any additional protections and remained eligible to renew their visas. The government blacklisted an unknown number of companies for illegal recruiting practices during the reporting period. The government also required that all employers post labor law regulations in the languages of their workers in prominent locations at worksites. The government did not report efforts to reduce the demand for commercial sex acts in Oman.

PAKISTAN (Tier 2 Watch List)

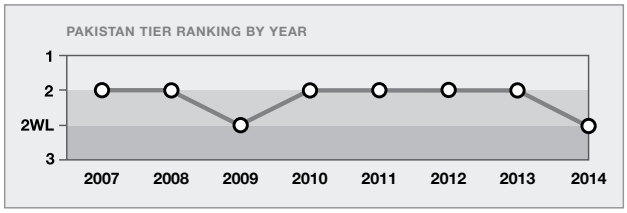
Pakistan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. A large percentage of trafficking that occurs within the country, particularly of children, is due in part to Pakistan's deteriorating security situation and weak economy. Counterterrorism and counterinsurgency efforts monopolized the Pakistani government's resources and attention. The country's largest human trafficking problem is bonded labor, in which landowners, traffickers, or recruiters exploit an initial debt assumed by a worker as part of the terms of employment, ultimately entrapping other family members and sometimes persisting for generations. Experts estimate that two to four million people are subjected to bonded labor in Pakistan at any given time. Bonded labor is concentrated in the Sindh and Punjab provinces, but also takes place in the Balochistan and Khyber Pakhtunkhwa provinces, in agriculture and brick-making and, to a lesser extent, in the mining and carpet-making industries. In some cases, when bonded laborers attempt to escape or seek legal redress, police return them to their traffickers, who then hold laborers and their families in private jails.

Children as young as 5-years-old are bought, sold, rented, or kidnapped and placed in organized begging rings, domestic servitude, small shops, brick kilns, and prostitution. Some children are intentionally injured by their traffickers: in September 2013, Pakistani police arrested 27 people in Punjab province for kidnapping and mutilating eight children between the ages of five and 10 for forced begging. In February 2014, a poultry farmer discarded two bruised and bloodied boys ages 7 and 9 on the side of a road in Punjab province after they complained of unpaid wages. NGOs report that boys are vulnerable to sex trafficking around hotels, truck stops, bus stations, and shrines. Parents allow illegal labor agents to find work for their children, who are subsequently subjected to exploitative conditions, forced labor, and prostitution. Trafficking experts describe a structured system for forcing women and girls into prostitution, including physical markets in which victims are offered for sale. In June 2013, Pakistani media documented the attempted sale of a 12-year-old girl in a Karachi market. Women and girls are also sold into forced marriages; in some cases their new "husbands" move them across Pakistan's land borders and force them into prostitution in Iran or Afghanistan. In other cases, sometimes organized by extra-judicial courts, girls are used as chattel to settle debts or disputes. Non-state militants kidnap children, buy them from destitute parents, or coerce parents with threats or fraudulent promises into giving their children away; these armed groups force children to spy, fight, or die as suicide bombers in Pakistan and Afghanistan, often through psychological coercion or sexual and physical abuse.

Many Pakistani men and women migrate voluntarily to the Gulf states, Iran, Turkey, South Africa, Uganda, Maldives, Australia, Greece, Spain, and other European countries for low-skilled employment; once abroad, some become victims of labor trafficking. Experts report that Pakistani men are subjected to forced labor in the EU, and Pakistani women are subjected to sex trafficking in the Gulf states. False job offers, especially for women and girls in the United Arab Emirates, and high recruitment fees charged by illegal labor agents or sub-agents of licensed Pakistani overseas employment promoters entrap Pakistanis into sex trafficking and bonded labor. Social media and internet cafes are used for recruiting and blackmailing girls for sex trafficking. There are reports of children subjected

to sex trafficking between Iran and Pakistan, and of Pakistani children and adults with disabilities forced to beg in Iran. Pakistan is a destination country for men, women, and children from Afghanistan, Iran, Uzbekistan, Tanzania, and Bangladesh subjected to forced labor. Women from Afghanistan, China, Russia, Nepal, Iran, Bangladesh, Uzbekistan, and Azerbaijan are reportedly subjected to sex trafficking in Pakistan. Refugees from Afghanistan, Bangladesh, and Burma, as well as religious and ethnic minorities, such as Hazaras, are particularly vulnerable to trafficking in Pakistan.

The Government of Pakistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to focus on trafficking as a transnational phenomenon, conflating trafficking and smuggling which are separate crimes under international law. While the Pakistani government has a draft anti-trafficking bill that would address gaps in its legislative framework, it did not introduce it in the National Assembly or Senate. The government reportedly rescued 1,871 bonded labor victims in 2013 and worked with international organizations on several training initiatives, but did not show progress in convicting trafficking offenders; therefore, Pakistan is placed on Tier 2 Watch List. In the 22 years since the Bonded Labor System (Abolition) Act (BLSA) was enacted, Pakistani officials have yet to secure a conviction under the law. The government also regularly arrested victims, including child sex trafficking victims, for crimes they were compelled to commit as a result of trafficking, including prostitution. The Pakistani government's efforts to fight trafficking were impaired by systemic corruption. During the reporting period, Pakistani media highlighted the Federal Investigative Agency's (FIA) involvement in human trafficking, causing experts to question the FIA's commitment to combating this crime. The absence of federal laws to address internal human trafficking and the poor implementation of existing laws also hampered Pakistan's anti-trafficking efforts. Government officials continued to demonstrate a lack of political will, acting to address trafficking only when pressured to do so by media and activists.



RECOMMENDATIONS FOR PAKISTAN:

Vigorously investigate and prosecute suspected human trafficking offenders, respecting due process, as well as government officials suspected of complicity in trafficking; pass an anti-trafficking law that prohibits and penalizes all forms of human trafficking, including internal trafficking; in partnership with civil society groups, work to identify trafficking victims among vulnerable populations, including street children, people in prostitution, Afghan refugees, and laborers in brick kilns and agriculture; conduct an official survey of bonded laborers in each province in coordination with experts from international organizations; work to ensure that trafficking victims are not penalized for acts committed as a result of being trafficked; clearly distinguish between human trafficking and human smuggling in trainings, policies, and programs; strengthen the capacity of provincial governments to address human trafficking, including bonded labor, through training, raising awareness, providing funding, and encouraging the adoption of provincial-level anti-trafficking action plans; require domestic workers and their employees to establish written, enforceable contracts in a language workers understand as a first step in incorporating domestic workers into the formal labor market and improving protection against exploitation; add transparency to the "peshgi" system of cash advances, which often leads to extended periods of bonded labor; improve efforts to collect, analyze, and accurately report anti-trafficking data, distinct from data on smuggling; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Pakistan failed to demonstrate adequate law enforcement efforts against trafficking; efforts to eliminate internal trafficking were hampered by the absence of federal laws to address internal trafficking, the poor or non-existent implementation of existing laws, and widespread corruption. The government does not prohibit and penalize all forms of trafficking. Several sections of the penal code criminalize some forms of human trafficking, such as slavery, selling a child for prostitution, and unlawful compulsory labor, prescribing punishments for these offenses that range from fines to life imprisonment. Transnational trafficking offenses, as well as some non-trafficking crimes—such as people smuggling and fraudulent adoption—are prohibited through the Prevention and Control of Human Trafficking Ordinance (PACHTO), which prescribes penalties of seven to 14 years' imprisonment. Prescribed penalties for the penal code and PACHTO offenses are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The BLSA prohibits bonded labor, with prescribed penalties ranging from two to five years' imprisonment, a fine, or both. Experts noted that fines and other penalties for bonded labor offenses are generally insufficient to deter unscrupulous employers or wealthy landowners. Under a devolution process that started in 2010, federal laws apply to provinces until corresponding provincial laws are enacted; as of the reporting period, only Punjab has adopted such a law. While the Pakistani government cooperated with an international organization to draft a comprehensive anti-trafficking bill to address the gaps in PACHTO, the legislation was not introduced in the National Assembly or Senate.

The government did not report disaggregated data on trafficking investigations, prosecutions, or convictions under the penal code. It is unclear how many trafficking cases or traffickers were prosecuted during the reporting period because the government's data did not reflect the number of prosecutions; instead, it reported how many prosecutions were brought under each provision of the penal code, without indicating whether specific cases were counted multiple times under several provisions. Furthermore, law enforcement officials continued to conflate human trafficking and migrant smuggling, with trafficking victims frequently prosecuted for immigration violations. The government reported that the penal code provisions were used approximately 138 times to prosecute trafficking cases in 2013, compared with 80 times in 2012. Trafficking-related crimes such as forced labor and child prostitution were not a law enforcement priority. Pakistani officials have yet to secure a conviction under the BLSA since this law came into effect in 1992. The International Labor Organization (ILO) Report of the Committee of Experts noted that land owners exploited bonded laborers with impunity. Observers noted that Pakistan's implementation of existing anti-trafficking laws was generally poor and that there was not a sustained effort by the government to find and prosecute traffickers, especially those involved in the

exploitation of bonded laborers. Police reportedly acted only when pressured by media and activists, and were indifferent to many harmful practices that included or contributed to human trafficking, such as the forced marriage of girls to settle disputes, commercial sexual exploitation of boys, and widespread debt bondage in the agricultural and brick kiln industries. Because of law enforcement inaction, wealthy landowners continued to exploit sharecroppers and brick kiln workers with impunity. In November 2013, landowners kidnapped and threatened the brother of an anti-bonded labor activist; authorities took no law enforcement action against the landowner. In February 2014, observers reported that police in Sindh province were reluctant to rescue a family held in bondage by a landowner, due to his influence. Government employees' complicity in trafficking remained a significant problem. During the reporting period, Pakistani media highlighted the FIA's involvement in human trafficking and the complicity of other government officials. In July 2013, the FIA arrested three of its own officials and removed an assistant director for complicity in a falsified documents scheme at the Islamabad airport. The combination of corruption and a reduction of approximately 25 percent of staff severely reduced FIA's capacity to combat trafficking. In February 2014, the FIA published a report on the most notorious human traffickers in the country, which included names of several politicians; the report's utility was limited due to its conflation of smuggling and trafficking, however, it did document that there were 141 human "trafficking" networks operating inside Pakistan and provided details about the complicity of immigration officials at airports in Karachi, Lahore, and Islamabad. In January 2014, police arrested a member of the Balochistan Assembly for allegedly enslaving laborers, including three children, and police officers in a private jail. The provincial legislator reportedly sent threatening messages to the presiding judge. The Balochistan Chief Minister commented that the case was nothing more than an administrative matter. In February 2014, authorities in Islamabad allegedly protected a suspected trafficker from an Interpol warrant.

The Government of Pakistan partnered with an international organization to develop a human trafficking curriculum for law enforcement agencies, which will eventually extend to provincial governments, focusing on investigation techniques, prosecutions, and data collection; the training was implemented only as a pilot program in 2013. The Interagency Task Force held several meetings to increase information sharing among Pakistan's various law enforcement groups in an effort to improve the tracking of migrant smugglers, including human traffickers.

PROTECTION

The Government of Pakistan failed to protect victims of human trafficking during the reporting period. Police were reluctant to assist NGOs in rescue attempts, often tipping off landowners, and punished victims for unlawful acts committed as a direct result of being trafficked. Police conducted raids at massage parlors, beauty salons, and other establishments used as fronts for forced prostitution, but often treated sex trafficking victims as criminals, claiming that they were willful participants. For example, in February 2014, the FIA arrested 12 women and two men from Azerbaijan, Ukraine, and Uzbekistan for immigration violations; some, if not all, of the people were potentially subjected to trafficking. Pakistani authorities did not have systematic methods for identifying trafficking victims among vulnerable populations and referring them to protective services. An FIA official acknowledged that the absence of victim centers, the lack of cross-border intelligence, and low public awareness hindered protection efforts. Pakistan's civil society continued to take the lead on victim protection, as the Pakistani government did not provide adequate protection and assistance services for trafficking victims. Officials admitted that there was no safe place to house deportees, and that hampered law enforcement's efforts to investigate human trafficking cases. Observers explained that there were only a few shelters designated for human trafficking victims and commented that many were ill-equipped to deal with the victims' myriad of social, economic, and psychological needs. Various government-run jail-like facilities that did not allow women to leave without a male relative or a court order, commonly called "women's shelters," were available to female trafficking victims; there were not only reports of abuse and severe lack of freedom of movement in these centers, but also allegations that staff and police sold some women unclaimed by their families to men under the guise of marriage. While there were shelters available to bonded laborers, they generally catered to women and children, offering no support to male victims.

The ILO Report of the Committee of Experts noted that the district vigilance committees set up under the BLSA "had not performed their functions of identifying" bonded laborers. The Government of Pakistan did not report data on the number of trafficking victims identified and referred to shelters during the reporting period. An NGO report estimated that Pakistani police rescued 1,871 bonded laborers—425 women, 944 men, and 32 children—in 2013. Activists claimed that after bonded laborers were freed, they received little support from the government to restart their lives, and actually returned to the brick kilns or farms due to lack of alternative employment opportunities.

Victims expressed reluctance to testify against their exploiters due to threats of violence against them and their families. In October 2013, Pakistani media reported the forced marriage of a 14-year-old girl whose family took her kidnapper to court, only for the judge to dismiss charges when she claimed, under threat of violence, that the marriage was consensual. Her exploiter had also forced her to engage in prostitution with several men, including police officers and a police chief. Observers also noted the absence of written contracts between many domestic workers and their employers; the lack of contracts left domestic workers even more vulnerable to trafficking. Undocumented foreign nationals were detained and charged under the penal code without screening to determine whether they had been subjected to human trafficking. Authorities detained returning Pakistani adults and children, some of whom were trafficking victims, for having left the country illegally. Victims of sex trafficking were often charged with crimes while their traffickers remained free.

PREVENTION

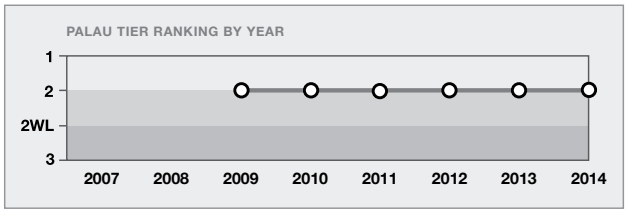
The Pakistani government made limited efforts to prevent human trafficking during the reporting period. Observers asserted that the government did not take sufficient steps to inform Pakistani emigrants about trafficking even though a significant number become victims. The FIA reportedly placed anti-trafficking posters at airports and border crossings to raise awareness of transnational trafficking. Many of the district vigilance committees charged with curbing bonded labor and mandated by law continued to be either inactive or ineffectual. Under the government's devolution process, labor regulation and other civil matters, as well as social service delivery, were devolved from the central government to provincial jurisdictions, which often did not have the financial resources and technical capacity to carry them out; this hampered the government's

overall efforts to effectively address forced labor and to provide protective services to trafficking victims. In Punjab province, the government distributed interest-free loans to 6,104 borrowers as part of the "Elimination of bonded labour in brick kilns" project. The FIA operated a hotline for trafficking victims. The government's efforts to reduce the demand for commercial sex acts were offset by the government's prosecution of females in prostitution without ensuring that they were not victims of trafficking. The government provided anti-trafficking training to sensitize troops prior to their deployment on peacekeeping missions. Pakistan is not a party to the 2000 UN TIP Protocol.

PALAU (Tier 2)

Palau is a destination country for women subjected to sex trafficking and for women and men subjected to forced labor. Palau's foreign population—the majority of whom are from the Philippines, China, and the Republic of Korea—comprises approximately one-fifth of the county's population of 17,400. Filipino, Chinese, and Korean men and women pay thousands of dollars in recruitment fees and willingly migrate to Palau for jobs in domestic service, agriculture, restaurants, or construction; upon arrival, some are forced to work in conditions substantially different from what was presented in contracts or recruitment offers, and some become trafficking victims. Women from China and the Philippines migrate to Palau expecting to work as waitresses or clerks, but some are subsequently forced into prostitution in karaoke bars and massage parlors; some illegal recruiters from the Philippines recruit foreign women for karaoke bars and massage parlors operated by Taiwanese or Filipino nationals. Foreigners who work on fishing boats experience conditions that may indicate human trafficking including fraudulent recruitment, altered working conditions, and withholding of salaries. Regulations make it extremely difficult for foreign workers to change employers once they arrive in Palau, increasing their vulnerability to involuntary servitude and debt bondage. Some Palauan and foreign employers also abuse foreign workers by subjecting victims to harsh working conditions and confinement.

The Government of Palau does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2013, the government initiated two prosecutions involving alleged sex traffickers and identified 11 victims from a December 2012 investigation. Government officials, however, demonstrated an uneven commitment to combat trafficking. In early 2013, the Attorney General organized a government anti-trafficking working group, but senior government officials ordered the working group to cease activities in December; the working group remained inactive at the end of the reporting period. The Attorney General subsequently resigned in April 2014. Senior government officials publicly criticized and downplayed the importance of anti-trafficking efforts in Palau. The government made inadequate efforts to assist potential trafficking victims—including victims identified in the December 2012 investigation. There were no trafficking convictions in 2013, and prosecutors sometimes charged suspected traffickers with labor violations instead of trafficking crimes that carry more severe penalties.



RECOMMENDATIONS FOR PALAU:
Increase efforts to investigate and prosecute trafficking offenses and convict sex and labor traffickers of both Palauan and non-Palauan nationals; establish formal procedures for front-line officers to identify and refer trafficking victims to protective services; continue to raise awareness of human trafficking, recognize and condemn incidences of trafficking, and implement anti-trafficking information and education campaigns; increase resources devoted to address anti-trafficking efforts; develop a national plan of action to combat human trafficking; continue to make vigorous efforts to combat corruption by officials involved in regulation of the immigration and employment of foreign workers, or officials complicit in forced prostitution; monitor employment agents recruiting foreign men and women for work in Palau for compliance with existing labor laws to prevent their facilitation of trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION
The Government of Palau demonstrated modest anti-trafficking law enforcement efforts. Palau's Anti-Smuggling and Trafficking Act of 2005 prohibits all forms of trafficking in persons and prescribes penalties for these offenses ranging from 10 to 50 years' imprisonment and fines of up to $500,000; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Prosecutors sometimes chose to charge suspected traffickers with labor violations instead of trafficking crimes that carry more severe penalties. In 2013, the Attorney General's office and members of other relevant ministries attended an anti-trafficking training and provided a site for a regional conference—both were funded by a foreign government.

In 2013, the government reported conducting one new investigation of a human trafficking case, which led to prosecutions of two alleged traffickers. In this case, and one pending case from December 2012, the government charged foreign citizens, but not Palauan citizens associated with the cases, with human trafficking crimes. The government reported no human trafficking convictions during the reporting period. The 2013 investigation resulted in the prosecution of two Filipino national defendants for subjecting women to forced prostitution in a karaoke bar. The governor of one of Palau's islands and a Palauan businessman involved in this case were not charged with human trafficking, but with prostitution-related crimes with lesser penalties. This case remained pending at the end of the reporting period. Ongoing prosecutions involving five defendants (one Palauan policeman and four foreign nationals) from a December 2012 human trafficking investigation remained pending at the end of the reporting period. In the December 2012 investigation, 11 Filipino victims were allegedly subjected to sex trafficking in a massage parlor. The four foreign national defendants, but not the Palauan policeman, have been charged with trafficking offenses; one of the four foreign national defendants traveled to his home country to raise money for his defense, but has yet to return to Palau despite the court's order.

Two additional Palauan defendants (including one immigration officer) involved in this December 2012 case were convicted of prostitution-related crimes.

PROTECTION

The Government of Palau made limited and inadequate efforts to identify and protect victims of trafficking. In 2013, the government identified 11 victims from the December 2012 investigation; it has not yet identified any victims from the December 2013 case. In a separate incident, the government attempted to deport a foreign worker who had filed a complaint about working conditions that could be indicative of forced labor, but his lawyer stopped the deportation; the government did not provide the worker assistance and its review of his complaint remained pending at the end of the reporting period. The government did not train officers to proactively identify victims among vulnerable populations, such as foreign workers or women in prostitution. The government did not provide shelter for trafficking victims and instead relied on local businesses, churches, NGOs, and foreign governments to assist victims. The government offered work permits to some potential foreign victims, including the December 2012 victims, while they remained in the country. The Attorney General's Office reportedly increased efforts to encourage victims' participation in investigations and prosecutions by holding counseling sessions to address victims' trauma and reduce their fear of reprisals from traffickers. Threats against trafficking victims were not formally investigated and prosecuted. All 11 victims from the December 2012 case were repatriated to their countries; many cited a lack of government assistance and threats to their safety as reason for voluntary repatriation.

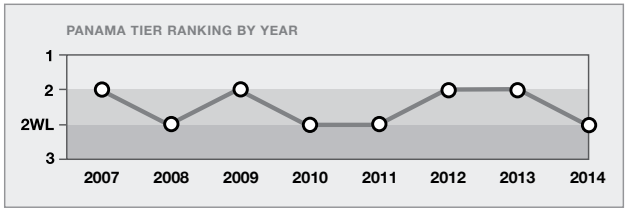
PREVENTION

The Government of Palau made minimal and inconsistent efforts to prevent trafficking. During the first half of 2013, the government established an anti-trafficking working group, but subsequently ordered the working group to cease all activities in December 2013. The group failed to develop a national action plan against trafficking and did not conduct educational or anti-trafficking public awareness campaigns. Senior Palaun officials publicly criticized the Attorney General's anti-trafficking efforts despite the significant progress made during her tenure; the Attorney General resigned in April 2014. The government made no discernible effort to address the demand for commercial sex acts or the demand for forced labor. Palau is not a party to the 2000 UN TIP Protocol.

PANAMA (Tier 2 Watch List)

Panama is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Most Panamanian trafficking victims are exploited in sex trafficking in the country. The majority of foreign trafficking victims found in Panama are adult women from Colombia, neighboring Central American countries, and the Dominican Republic. Most of these women migrate voluntarily to Panama for employment, but are subsequently exploited in sex trafficking, or to a lesser extent, in domestic servitude. In recent years, authorities have identified several East European women working in nightclubs as potential sex trafficking victims. Panamanian girls and young women, mostly from indigenous communities, are subjected to domestic servitude in the country. Men and women from China are subjected to debt bondage in Panama, including in supermarkets, laundries, and other small businesses operated by Chinese citizens. Authorities reported cases of traffickers subjecting men from Colombia and from Middle Eastern countries to forced labor in restaurants; in some cases, restaurant owners call immigration officials to deport victims after they have been exploited for several months. An international organization also identified cases of debt bondage of Indian men in door-to-door peddling. Men from Colombia and from other Central American countries, particularly Nicaragua, are also vulnerable to labor trafficking in Panama in construction, mining, and other sectors. Media reports indicated that some trafficking victims transited Panama *en route* to other countries, including Colombian women exploited in sex trafficking in the Caribbean.

The Government of Panama does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Panamanian authorities investigated seven potential trafficking cases, convicted three sex trafficking offenders, and continued public awareness efforts. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Panama is placed on Tier 2 Watch List. The government-operated trafficking victim assistance unit and fund, both required by Panama's 2011 anti-trafficking law, were not functional, raising concerns about a lack of political will to adequately assist victims. Victim identification and protection efforts remained weak, in part due to some government officials' limited understanding of human trafficking. Authorities did not report identifying or assisting any Panamanian children in commercial sexual exploitation.



RECOMMENDATIONS FOR PANAMA:

Increase funding for specialized victim services in partnership with civil society, including through implementing the dedicated victim assistance fund as required by law; verify through ongoing oversight that government officials refer identified victims to appropriate services, including by assigning adequate funds and personnel to the unit for trafficking victim identification and assistance; intensify proactive law enforcement efforts to investigate and prosecute both labor and sex trafficking crimes, and convict and sentence trafficking offenders; create and institutionalize government-provided training for police officers, prosecutors, immigration officials, social workers, and other government officials in anti-trafficking laws and victim identification and care guidelines; and strengthen interagency coordination mechanisms, including outside the capital.

PROSECUTION

The Government of Panama made uneven law enforcement efforts against human trafficking. Law 79 of 2011 prohibits all forms of trafficking, with prescribed sentences ranging from six to 30 years' imprisonment, depending on the nature of the offense. These punishments are sufficiently stringent and commensurate with those prescribed for other serious crimes,

such as rape. This law also prohibits moving adults for the purposes of prostitution—without requiring the use of force, fraud or coercion—and illegal adoption—without requiring the evidence of exploitation—as forms of trafficking, offenses that are not considered trafficking under the 2000 UN TIP Protocol. Panamanian officials categorized cases of human trafficking that did not involve movement as different crimes, such as commercial sexual exploitation, and treated these differently from trafficking cases involving movement.

In 2013, Panamanian authorities investigated seven new trafficking cases, four for sex trafficking, and three for labor trafficking. The government initiated no new prosecutions and convicted three sex trafficking offenders during the reporting period, equal to the number of convictions during the previous reporting period. The government did not report how many—if any—cases of internal sex trafficking or forced labor not involving movement it investigated or prosecuted in 2013, nor did it report any convictions for such crimes. Panama continued to lack a dedicated anti-trafficking police unit; the organized crime prosecutorial unit was responsible for investigating movement-based trafficking cases. The lack of systematic data collection for trafficking crimes remained an impediment to assessing anti-trafficking law enforcement efforts. Many officials demonstrated a lack of understanding of human trafficking. Panamanian prosecutors cooperated with Colombian officials on two trafficking investigations. The Government of Panama did not report any new investigations, prosecutions, or convictions of government employees complicit in human trafficking. The case of six former immigration officials allegedly involved in labor trafficking that was dismissed in 2012 remained under appeal during the year. Panamanian authorities did not report training officials on human trafficking, though international organizations and foreign governments organized and funded anti-trafficking training sessions in 2013 for hundreds of Panamanian officials, including police, prosecutors, and immigration officers.

PROTECTION

The Government of Panama did not adequately protect trafficking victims. During the reporting period, Panamanian authorities reported identifying and assisting a decreased number of trafficking victims, and victim assistance mechanisms required by Panamanian law were not implemented. Government officials identified 16 trafficking victims in 2013, but did not report how many were exploited in sex trafficking or labor trafficking, how many were adults or children, or how many—if any—were Panamanian citizens. During the previous reporting period, authorities identified 45 foreign women in prostitution as potential sex trafficking victims. The government did not report identifying any children in commercial sexual exploitation in 2013. NGOs reported that the government had a limited ability to identify children in forced labor, particularly in the informal sector and in rural and indigenous areas. Research conducted in 2013 found that most government officials did not know how to identify human trafficking and that some officials stigmatized potential sex trafficking victims and blamed them for their exploitation, particularly if they had initially agreed to engage in prostitution. The government collaborated with an international organization to publish guidelines for the identification of and provision of assistance to trafficking victims in 2013, but it was unclear to what extent authorities used these guidelines to identify trafficking victims among vulnerable populations, such as detained undocumented migrants and people in prostitution. Law 79 required the government to operate a unit for trafficking victim identification and assistance comprised of staff from government agencies; however, this unit was not functional. Likewise, the anti-trafficking law required the government to create a specific fund for assistance to trafficking victims, but the $200,000 earmarked for this purpose remained unobligated during the reporting period. The government funded no specialized services for trafficking victims. Though few victims were identified during the year, funding for services remained inadequate. Authorities did not report referring any potential victims to NGOs for care, and NGOs did not report providing services to any trafficking victims during the year. Prosecutors reported referring two sex trafficking victims to a temporary government shelter for female victims of violence, while shelter staff reported assisting five victims, highlighting discrepancies in data. The government did not report what services it provided, if any, to other victims identified during the year. Authorities reported that male trafficking victims could be housed in a migrant detention facility, an inappropriate treatment for victims of trafficking, but did not report providing shelter to any male trafficking victims in 2013.

Authorities did not report how many victims received medical, psychological, or legal services during the reporting period, and there were no long-term services available to trafficking victims. Panamanian authorities encouraged victims to assist with the investigation and prosecution of trafficking offenders, although officials did not report how many victims did so in 2013. The perception of impunity, a slow-moving justice system, and the lack of protection for witnesses were cited as obstacles to reporting human trafficking. Panamanian law provided legal alternatives to the removal of foreign victims of trafficking to countries where they might face hardship or retribution. The government did not report issuing any temporary resident permits for trafficking victims during the reporting period. Trafficking victims were not known to have been penalized for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

During the reporting period, the Government of Panama made some efforts to prevent trafficking, but did not fully implement its anti-trafficking action plan. The government's anti-trafficking commission was responsible for implementing the 2012-2017 national anti-trafficking action plan. NGOs and international organizations noted that implementation of the plan was weak in 2013 and that lack of dedicated staff impeded effective interagency coordination. Authorities conducted several public awareness events as part of an annual month-long trafficking awareness campaign and continued a campaign against sexual exploitation of minors. Child sex tourism is prohibited by law, and authorities worked closely with U.S. law enforcement to investigate cases, resulting in the arrest of three U.S. citizens for child sex tourism in Panama. The government did not report efforts to reduce the demand for forced labor.

PAPUA NEW GUINEA (Tier 3)

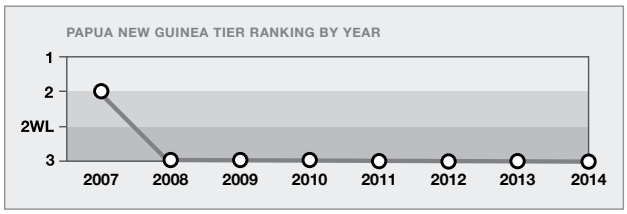
Papua New Guinea is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Foreign and Papua New Guinean women and children are subjected to sex trafficking and domestic servitude, and foreign and Papua New Guinean men are subjected to

forced labor in logging and mining camps. An estimated 19 percent of Papua New Guinea's labor market is comprised of child workers—some of whom are subjected to forced labor or child prostitution. "Mosko Girls"—young girls employed in bars to provide companionship to male patrons and sell an alcoholic drink called *mosko*—are vulnerable to human trafficking, especially around major cities in Papua New Guinea. NGO sources indicate that children in prostitution increased by 30 percent in 2013. Boys as young as 12 are exploited as "market taxis" in urban areas and required to carry extremely heavy loads for low pay; some may be victims of forced labor. Reports continue to allege that high-ranking public officials condone, are engaged in, or benefit from sex trafficking in Papua New Guinea.

Children, including girls from tribal areas as young as five, are reportedly subjected to commercial sexual exploitation or forced labor by members of their immediate family or tribe. Tribal leaders reportedly trade with each other the exploitative labor and service of girls and women for guns and to forge political alliances. Traditional customs in Papua New Guinea permit parents to sell or give away their daughters for forced marriages—often to wealthy men and politicians—to settle debts or as peace offerings, leaving the girls vulnerable to domestic servitude. Polygamy in Papua New Guinea can affirm patriarchal attitudes that men own women and perpetuate discrimination against women and girls. Young girls sold into polygamous marriages may be forced into domestic service for their husbands' extended families. In urban areas, parents reportedly prostitute their children directly or in brothels as a mean to support their families or to pay for school fees.

Malaysian and Chinese logging companies and foreign businesspeople arrange for some foreign women to voluntarily enter Papua New Guinea with fraudulently issued tourist or business visas. Subsequent to their arrival, many of the women—from countries including Indonesia, Malaysia, Thailand, China, and the Philippines—are turned over to traffickers who transport them to logging and mining camps, fisheries, and entertainment sites, and exploit them in forced prostitution and domestic servitude. Chinese, Malaysian, and local men are reportedly subjected to forced labor at commercial mines and logging camps, where some receive little pay and are compelled to continue working for the company indefinitely through debt bondage schemes. Employers exacerbate workers' indebtedness by paying low wages; in such circumstances, an employee's only option is to buy food and other necessities at usurious terms of credit.

The Government of Papua New Guinea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. In 2013, the government conducted two labor trafficking investigations and initiated one prosecution against an alleged trafficking offender. The government continued to lack a formal victim identification procedure or referral mechanism. The government did not investigate police officers and other government officials allegedly involved in human trafficking, despite reports of trafficking-related corruption at the highest levels of government. Government officials continued to facilitate trafficking by accepting bribes to allow illegal migrants to enter the country or ignore trafficking situations, and may have traded female trafficking victims in return for political favors or votes.



RECOMMENDATIONS FOR PAPUA NEW GUINEA:

Investigate and prosecute trafficking offenses under the recently enacted anti-trafficking law; punish trafficking offenders, including officials who facilitate or directly benefit from trafficking, using the recently enacted legislation; develop a national plan of action that outlines Papua New Guinea's commitment to combat trafficking under the recently enacted legislation; develop and institute a formal procedure to identify victims of trafficking among vulnerable groups, such as women and children subjected to prostitution and foreign women and men arriving for work in Papua New Guinea; train law enforcement officers to proactively identify victims and refer them to protective services; develop and implement procedures to ensure that victims of trafficking are not arrested, deported, or otherwise punished for acts committed as a direct result of being trafficked; work with NGOs and international organizations to increase protective services to victims of trafficking; increase collaboration with civil society, private sector, religious, and tribal leaders to raise awareness of and reduce demand for forced labor and commercial sex acts; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Papua New Guinea increased its anti-trafficking law enforcement efforts. In July 2013, the parliament passed the Criminal Code Amendment Bill of 2012, which prohibits all forms of trafficking, but the bill had not entered into force during the reporting period. The law prescribes penalties for adult sex and labor trafficking of up to 20 years' imprisonment; it prescribes penalties for child sex and labor trafficking of up to 25 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

In 2013, the government initiated two labor trafficking investigations and one prosecution of alleged labor trafficking offenses. Customs and Border Management (CBM) initiated an investigation of an Australian citizen who allegedly recruited and abused six crewmembers from Croatia, Jamaica, and Fiji onboard a tugboat. CBM determined that the crewmembers were trafficking victims, but the government did not file criminal charges against the alleged trafficker because he fled the country. In 2013, the Royal Papua New Guinea Constabulary (National Police) arrested a Filipino national and charged her with "deprivation of liberty" for confining her Papua New Guinean national maid. The defendant was let out on bail and the court deferred the trial. Government officials often did not prosecute trafficking-related crimes in criminal courts; rather, trafficking-related cases were often referred to village courts, which administered customary law. Cases adjudicated in these courts resulted in restitution paid by the trafficking offender to the victim but do not order imprisonment of offenders. Some victims of internal trafficking, or their parents, who received compensation from offenders were reluctant to notify police or bring criminal charges against traffickers.

The Department of Justice and Attorney General (DJAG), with foreign funding, trained a total of 70 law enforcement and 60 social service providers and representatives of the Department for Community Development in three provinces on human trafficking. The government continued to underfund law enforcement agencies, and most government offices remained weak as the result of corruption, cronyism, a lack of accountability, and a promotion system based on patronage. The government did not investigate or prosecute any government official for complicity in trafficking-related crimes during the year, despite allegations that government ministers, police, and other officials may be complicit in commercial sexual exploitation.

PROTECTION

The Government of Papua New Guinea did not make any discernible efforts to proactively identify trafficking victims, but minimally assisted trafficking victims. In 2013, the government identified seven labor trafficking victims. The government continued to lack a formal victim identification procedure or referral mechanism. The government did not operate any victim care facilities for trafficking victims, but referred the six foreign labor trafficking victims to a shelter for care before they were repatriated. None of the shelters run by NGOs or international organizations received financial or in-kind assistance from the government. Due to inadequate victim identification efforts by authorities, the government may have punished potential victims for crimes committed as a direct result of being trafficked. This was especially true for victims of sex trafficking, who may have been prosecuted for violation of the country's prostitution laws. The government did not offer legal alternatives to the removal of foreign victims of trafficking to countries where they may face hardship or retribution.

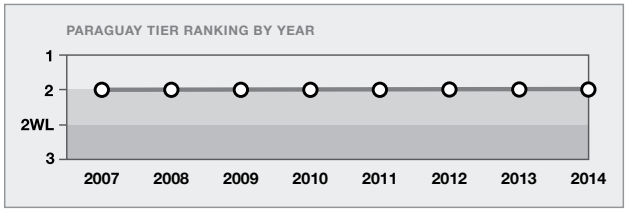
PREVENTION

The government made minimal efforts to prevent human trafficking. The government continued efforts to create a National Human Trafficking Committee chaired by DJAG; however, this committee did not meet regularly during the reporting year. The government does not have a national plan of action to address human trafficking. The government took no discernible actions to decrease the demand for forced labor or commercial sex acts. Papua New Guinea is not a party to the 2000 UN TIP Protocol.

PARAGUAY (Tier 2)

Paraguay is a source country for women and children subjected to sex trafficking, and for men, women, and children subjected to forced labor. To a more limited extent, Paraguay is a destination and transit country for men and women subjected to forced labor and forced prostitution. Sex trafficking and domestic servitude of Paraguayan women and children within the country are two of the more common forms of trafficking. Transgender Paraguayans are vulnerable to sex trafficking. Some Paraguayan children work as domestic servants in exchange for food, board, and occasionally education or a small stipend in a system called *criadazgo*; many of these children are trafficking victims. Statistics released in 2013 indicate that around 47,000 Paraguayan children, mostly girls, are exploited in this system, and NGOs report that child domestic workers were highly vulnerable to sex trafficking. Indigenous persons are particularly at risk of being subjected to forced labor and sex trafficking, especially in the Chaco region, where some indigenous Paraguayans are reportedly subject to debt bondage on cattle ranches and in agriculture. Children engaged in street vending and begging and working in agriculture, mining, brick making, and ranching are vulnerable to human trafficking. An armed group reportedly recruits adolescent Paraguayans to provide logistical support. Paraguayan victims of sex trafficking and forced labor are found in Spain and in other countries, particularly other South American countries, including Argentina, Chile, Bolivia, and Brazil. Authorities have identified foreign victims of sex and labor trafficking in Paraguay, mostly from other South American countries. There are continued reports from NGOs that men from Argentina and Brazil engage in child sex tourism in Paraguay, including in the tri-border area and on fishing and river boats. Prosecutors continue to report that Paraguayan women are recruited as couriers of illicit narcotics to Europe and Africa, where they are subsequently coerced into forced prostitution. Bolivian labor trafficking victims transit Paraguay *en route* to Brazil, and press reports indicate that Chinese labor trafficking victims transit Paraguay *en route* to Argentina.

The Government of Paraguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased staffing for dedicated police and prosecutorial units, but the number of trafficking convictions decreased significantly in 2013 compared to 2012. Law enforcement efforts to address the large number of children in domestic servitude remained weak. Authorities continued to provide some protective services to female trafficking victims, but specialized victim services were limited, and authorities lacked a formal system to proactively identify trafficking victims or to refer them to care services. Trafficking-related corruption remained a serious concern.



RECOMMENDATIONS FOR PARAGUAY:

Intensify efforts to investigate and prosecute trafficking offenses, including forced labor crimes and crimes involving official complicity, and to convict and punish trafficking offenders; enhance access to comprehensive services and shelter for victims of sex and labor trafficking through increased funding for victim services and enhanced partnerships with civil society organizations; institute formal referral mechanisms to ensure that all identified victims can access care services; increase efforts to proactively investigate forced labor cases and identify labor trafficking victims; increase training for government officials, including law enforcement officials, labor officials, judges, and social workers on how to identify and respond to trafficking cases; improve data collection on human trafficking; and continue to strengthen efforts to increase interagency coordination.

PROSECUTION

The government maintained uneven anti-trafficking law enforcement efforts by increasing anti-trafficking police and prosecutorial unit staff, but convicted significantly fewer traffickers than in 2012 and failed to address official complicity. Law 4788 of 2012 prohibits all forms of trafficking and prescribes

penalties of up to eight years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In contrast to international law, this law establishes the use of force, fraud, and coercion as aggravating factors only, and conflates facilitating or profiting from the prostitution of others and the illegal extraction of organs with human trafficking. Authorities failed to issue a regulatory framework for the law in 2013. Prosecutors continued to use other statutes, including those penalizing commercial sexual exploitation of children or child abuse, to prosecute some trafficking cases.

In 2013, Paraguayan prosecutors reported 48 new trafficking investigations, 28 for international trafficking and 20 for internal trafficking. Of these cases, 38 involved sex trafficking while 10 involved labor trafficking. Authorities initiated 14 new prosecutions, all but two for international trafficking. The government convicted two sex traffickers and one labor trafficker; two convicted offenders received suspended sentences of two years' imprisonment. The government also investigated 22 cases of child sex trafficking as aggravated pimping, leading to four prosecutions under statutes prohibiting pimping of minors. This represented a significant decrease from the 23 prosecutions and 14 sex trafficking convictions in 2012.

The police operated anti-trafficking units in five cities with a total of 42 officers, an increase of nine officers from the previous year; these units also investigate crimes such as extortion and the production of fraudulent documents. The government maintained a prosecutorial unit in the capital with three prosecutors and 35 assistants—an increase of 15 assistants compared with 2012. This unit focused on human trafficking and commercial sexual exploitation of children. The police and prosecutorial units had insufficient resources, including a lack of vehicles, and the law enforcement response in some parts of the country was severely limited or delayed. Civil society and government actors reported that awareness of internal trafficking crimes was weak among many officials. There was no formal mechanism for labor inspectors, social workers, or other officials to refer cases to prosecutors for investigation, and officials reported that the lack of efficient and timely cooperation from judicial authorities hindered law enforcement efforts. Much of the specialized training on human trafficking for Paraguayan officials was either funded or provided by international organizations or foreign donors, but prosecutors from the dedicated anti-trafficking unit trained prosecutors, police officers, and judges on the anti-trafficking law. Paraguayan officials collaborated with Argentine, Chilean, Bolivian, German, and Spanish officials on trafficking investigations and extradited an alleged Paraguayan trafficking offender to Argentina to face charges.

NGOs and some government officials report that government officials, including police, border guards, judges, and public registry employees, reportedly facilitated human trafficking, including by taking bribes from brothel owners in exchange for protection, extorting suspected traffickers in order to prevent arrest, and producing fraudulent identity documents. NGOs and prosecutors also reported that some traffickers used their connections with local politicians to intimidate judges and police officers, impeding their arrest. Authorities arrested the wife of a police officer for operating a brothel where a child was exploited in prostitution and are investigating possible ties between the officer and the brothel. The government did not report any other investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

Government efforts to protect trafficking victims were focused on female victims and remained uneven, particularly outside of the capital. Authorities did not employ formal procedures for proactively identifying trafficking victims among vulnerable populations, such as those in prostitution, domestic workers, or street children. Paraguayan officials experienced continued difficulties in collecting comprehensive and accurate victim data. Some officials did not identify trafficking victims as such due to an inaccurate belief that Paraguayan law required victims to be moved from location to another. The government did not report how many total trafficking victims it identified in 2013, but the women's ministry reported assisting 48 female victims in Paraguay and the foreign ministry reported identifying and assisting 100 Paraguayan trafficking victims abroad. It was unclear how many victims of child domestic servitude the government identified in 2013.

Specialized services, including shelters, remained inadequate. The anti-trafficking law required the government to create a national fund for trafficking victim assistance, but this fund was not operational. The law also required the anti-trafficking prosecutorial unit to certify victims' status to enable them to receive benefits; the government began slowly implementing this process in 2013. The women's ministry and the secretariat for children each operated anti-trafficking units to coordinate awareness efforts and victim referrals for trafficking victims and victims of abuse. The women's ministry ran one open shelter in Asuncion for female victims of trafficking and domestic violence that provided medical, psychological, and legal services to 21 victims during the year—12 girls and nine adult women. The women's ministry maintained drop-in centers in several cities for a variety of women's issues and four of these centers provided emergency assistance to a total of 33 trafficking victims during the year—21 women and 12 girls; the women's ministry provided follow-up assistance to all of these victims. Fifteen of these victims participated in a social reintegration program involving small grants funded by a foreign donor. The government decreased the women's ministry anti-trafficking budget by roughly 23 percent from 2012 levels, to the equivalent of approximately $598,000. The secretariat for children provided psychological care to 22 child trafficking victims. A unit in the attorney general's office provided emergency legal, psychological, and social services to an unspecified number of sex and labor trafficking victims and referred female victims to women's drop-in centers as available. NGOs provided additional services. Services for male victims remained virtually non-existent.

Paraguayan authorities encouraged victims to participate in the investigation and prosecution of trafficking offenders and many victims did so. In some cases, officials traveled to victims' home towns in order to facilitate videoconference testimony. Some victims avoided the court system due to social stigma, fear of retaliation, and concerns over the lengthy judicial process. Officials reported that one victim of forced labor in a servile marriage was detained, convicted, and imprisoned for eight months for document fraud committed as a direct result of being subjected to human trafficking. She was only identified as a trafficking victim after being released from jail. The government could offer a temporary residency status to foreign trafficking victims under the 2012 law and did so for the first time in 2013, issuing a renewable permit for an initial period of six months to one female victim and her dependents.

PREVENTION

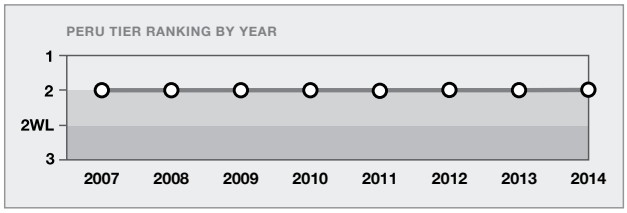
The Paraguayan government maintained multiple prevention efforts. The government-run anti-trafficking roundtable met several times during the year and had four sub-committees that met frequently. Roundtable members began drafting a national anti-trafficking plan in 2013, but the roundtable's effectiveness was limited by a lack of funding and haphazard participation of some government entities. The women's ministry launched five new regional anti-trafficking roundtables in 2013 for a total of 11 roundtables; these varied in effectiveness. The women's ministry and other government agencies conducted a variety of workshops and educational events on trafficking. Government agencies conducted several awareness campaigns—including one focused on *criadazgo*—often with foreign donor funding and civil society partnerships. These campaigns included public service announcements, media ads, and educational events. Authorities arrested one individual for engaging in commercial sex with a child, but did not take other efforts to reduce demand for commercial sex acts or forced labor. The government did not report any investigations of foreigners engaged in commercial sexual exploitation of children in Paraguay. The government provided anti-trafficking training to Paraguayan troops prior to their deployment abroad on international peacekeeping missions.

PERU (Tier 2)

Peru is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Indigenous Peruvians are particularly vulnerable to trafficking. Peruvian women and girls, and to a lesser extent boys, are exploited in sex trafficking within the country, often recruited through deceptive employment offers. Women and girls exploited near mining communities are often indebted due to the cost of transportation and unable to leave due to remoteness of camps and complicity of miners in their exploitation. Peruvian police estimated that in La Riconada, a mining community near the Bolivian border, there were more than 4,500 Peruvian and Bolivian girls in sex trafficking. To a lesser extent, Peruvian women and children are exploited in sex trafficking in neighboring countries—including Ecuador and Argentina—and women and girls from neighboring countries, especially Bolivia, are found in sex trafficking in Peru. Child sex tourism is present in areas such as Cuzco, Lima, and the Peruvian Amazon.

Peruvian men, women, and children are exploited in forced labor within the country, principally in informal gold mining and related services, logging, agriculture, brick-making, the informal sector, and domestic service. Peruvians working in artisanal gold mines experience forced labor, including through deceptive recruitment, debt bondage, restricted freedom of movement or inability to leave, withholding of or nonpayment of wages, and threats and use of physical violence. Forced child labor occurs in begging, street vending, and cocaine production and transportation. There are continued reports that the terrorist group *Sendero Luminoso*, or Shining Path, recruits children and adults to serve as combatants and in the illicit narcotics trade. Peruvian men, women, and children are found in forced labor in Argentina, Chile, Ecuador, Brazil, and the United States, among other countries. Peru also is a destination for forced labor victims from other countries, including Bolivia. During the year, five Indian citizens were identified in forced labor in a Peruvian hotel. Haitian migrants transiting through Peru to Brazil were reportedly vulnerable to trafficking.

The Government of Peru does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, authorities established a labor inspection unit to investigate forced and child labor, increased the number of regional-level anti-trafficking working groups, and doubled the Ministry of the Interior's budget for anti-trafficking prevention activities. In spite of the large number of trafficking victims in Peru, authorities failed to fund specialized services for these victims. Officials often failed to refer identified victims to any care services, and some officials' lack of understanding of human trafficking resulted in poor treatment of victims and impunity for traffickers. Trafficking-related complicity among officials remained a serious and largely unaddressed problem, as the government reported limited efforts to hold corrupt officials accountable through criminal investigations, prosecutions, or convictions. Efforts to identify and assist forced labor victims—particularly those exploited in informal gold mining—and to prosecute and convict labor traffickers remained inadequate. Government data on victim identification and law enforcement efforts was unreliable, making it difficult to assess these efforts.



RECOMMENDATIONS FOR PERU:

Fund specialized, comprehensive services for all trafficking victims, including adults, or provide funding to NGOs with capacity to provide such services; significantly increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, especially for forced labor; hold corrupt officials who facilitate trafficking accountable through criminal investigations and prosecutions; initiate proactive forced labor investigations through enhanced partnerships between law enforcement officials, labor officials, and civil society organizations; create and implement victim-centered identification and referral mechanisms that focus on avoiding re-victimization and coordinating interagency efforts, including during law enforcement operations; verify through ongoing oversight that police and prosecutors conduct intelligence-based raids and employ effective victim screening and referrals; dedicate funding in ministry budgets to carry out anti-trafficking responsibilities; establish a specialized prosecutorial unit; and improve data collection on law enforcement and victim identification.

PROSECUTION

The Government of Peru reported upholding final convictions of a significant number of trafficking offenders but made uneven efforts to investigate and prosecute trafficking offenses, and official complicity remained a serious concern. Law 28950 prohibits all forms of trafficking in persons, prescribing penalties of eight to 25 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, the Peruvian Congress enacted a law allowing a variety of offenders, including traffickers

convicted of aggravated trafficking offenses, to request and receive decreased jail time. Some police, prosecutors, and judges classified trafficking cases as other crimes, such as pimping, which carry lower penalties. The Peruvian ombudsman's office reported that judges often failed to sentence traffickers for aggravated trafficking in cases involving child victims, as required by law. Law enforcement officials continued to conflate prostitution and sex trafficking, making data unreliable.

Data collection continued to be uneven. Police did not use an existing electronic case database to track human trafficking investigations, as required by law, but for the first time, judicial officials reported improved data on the number of final convictions achieved. There was no reliable data on the number of anti-trafficking police investigations that began in 2013. Prosecutors reported over 200 open trafficking investigations in 2013, but did not identify how many of these investigations resulted in prosecutions. In 2013, 41 traffickers received final convictions, including convictions from previous years that were upheld by appeals courts. Under Peruvian law, illegal adoption and organ trafficking can be prosecuted as human trafficking, and some of these convictions may have been for these other crimes. The vast majority of these cases involved child victims, and authorities did not report the range of sentences. A court reversed the January 2013 acquittal of several traffickers in a high-profile sex trafficking case and convicted four traffickers in this case in December 2013, with sentences ranging from a four-year suspended sentence plus a small fine to 15 years' imprisonment. Two of these traffickers appealed their sentences and the principal trafficker remained at large.

The anti-trafficking police division was based in the capital, with a smaller unit in Iquitos. The division's effectiveness, particularly outside the capital, was hampered by limited resources and frequent staff turnover. There were no dedicated human trafficking prosecutors and many overburdened local prosecutors were not familiar with the crime. Police and prosecutors continued to suffer from a lack of coordination. Failures to coordinate between law enforcement officials in different parts of the country led to significant delays in efforts to rescue victims and investigate trafficking cases. Most law enforcement operations focused on child sex trafficking, and according to NGOs and government officials' investigations, prosecutions, and convictions for forced labor remained disproportionately low. In some parts of the country, lack of government presence, lack of services and shelter for victims, and officials' fear of retaliation from trafficking offenders prevented authorities from investigating reported cases of forced labor or forced prostitution. In partnership with civil society organizations and often with international organization and foreign government funding, the government provided anti-trafficking training to police, prosecutors, and other officials. Peruvian prosecutors coordinated with Ecuadorian authorities on one joint sex trafficking investigation in January 2014. Some police and prosecutors did not understand human trafficking and blamed victims for their exploitation or refused to open criminal investigations, handling the cases as labor irregularities or runaway youth. In the latter case, NGOs and the ombudsman's office noted that officials effectively shifted the blame from the trafficker to the victims' family members for negligence or abandonment. Some prosecutors reportedly refused to open investigations, sometimes because they did not believe victim statements in spite of other available evidence. An NGO and the ombudsman's office reported that members of the specialized anti-trafficking police unit acted inappropriately in a case involving a teenage sex trafficking victim that resulted in trauma for the victim, the escape of her trafficker, and her recorded testimony being leaked to radio and television outlets, exposing the victim's name.

Official complicity remained a serious challenge. Government officials and civil society organizations reported that police extorted nightclub owners using the threat of sex trafficking charges. Victims reported to NGOs that police falsely charged victims trying to escape bars or brothels with crimes such as theft; forced victims to sign declarations absolving their traffickers; asked for money to do police work, including raids; and suggested that family members rescue victims themselves. Officials and NGOs reported that police officers extorted women in prostitution, threatening to arrest them for sex trafficking; this intimidation served as a disincentive for trafficking victims to report their exploitation. Some officials' involvement in the mining industry posed a conflict of interest that impeded law enforcement action against sex trafficking and forced labor in mining areas. NGOs and the ombudsman's office in Madre de Dios reported that prosecutors accepted money from traffickers to send child sex trafficking victims home in exchange for dropping the charges or falsifying victim statements to exonerate traffickers. Criminal charges remained pending against two prosecutors who had been temporarily suspended in 2012 for accepting money to interfere with the prosecution of a trafficker. Authorities arrested a criminal investigative police commander in Lima in February 2014 for allegedly accepting a bribe to ignore human trafficking. The government did not report any prosecutions or convictions of government employees complicit in human trafficking.

PROTECTION

The Peruvian government provided inadequate services to trafficking victims and failed to dedicate funding for specialized care. Authorities did not develop nor employ systematic procedures for identifying trafficking victims among vulnerable populations. Officials had a limited ability to distinguish between women engaged in prostitution and sex trafficking victims and expected adult victims to self-identify in front of other potential victims and traffickers during raids. The government did not maintain reliable victim identification statistics. Police reported identifying 664 trafficking victims in 2013, including 617 adult women, 22 adult men, 19 girls, and six boys. Of the child victims identified in 2013, 15 were identified in labor trafficking and seven in sex trafficking.

The government had no formal process for referring trafficking victims to services, and it was unclear how many total victims received services, including shelter. Several ministries reported having internal victim assistance protocols, though few were implemented in 2013. The Ministry of Women and Vulnerable Populations (MIMP) was responsible for coordinating and providing services to trafficking victims in partnership with regional governments, but the ministry and regional governments did not have funding or capacity to fulfill this mandate. Law enforcement did not always refer victims to MIMP or other service providers, and reported that it was difficult to do so on weekends and evenings when most raids were conducted due to a lack of intake staff working at those times. Police temporarily housed victims after raids; however, some child victims remained at police stations for days when adequate shelter was not available. After gathering testimony, police often sent victims home—usually without adequate investigation into whether the victim's family was complicit in their exploitation—relying on civil society or traffickers to fund this return, instead of referring them to care services.

Specialized services for trafficking victims were lacking across most of the country. Civil society organizations provided most services to victims without government funding, and specialized psychological, legal, and other services remained unavailable in many regions, particularly for adults. Two government-funded shelters for girl victims of sexual exploitation could shelter child sex trafficking victims, though they were not equipped to provide specialized care for victims of trafficking. Other government-run general shelters for vulnerable children lacked basic infrastructure, including space to house victims. Likewise, government-run emergency centers for women provided no specialized services to trafficking victims and no shelter; these centers reported assisting 28 trafficking victims during the year. Two separate projects to build specialized shelters for child victims in the Madre de Dios region with foreign donor funding and civil society support were stalled due to the regional government's inability to fulfill project commitments, and a local government in the region refused to let an NGO use an inoperative new government shelter to provide services to trafficking victims. Specialized services for male victims were non-existent. While authorities reported they could pay for the repatriation of Peruvian victims exploited abroad, they did not report how many Peruvian victims were repatriated in 2013, and funding for reintegration and other services was lacking.

Victim participation in the investigation or prosecution of traffickers remained limited. The government was required to provide victims with a public defender during prosecutions of traffickers, but it was unclear how many victims received this assistance in 2013. NGOs and the ombudsman's office reported that victims received inadequate protection and assistance during trafficking investigations and prosecutions and many victims experienced aggressive questioning without an attorney or family member present. One victim chose to leave witness protection after two years as she was unable to come and go and communicate with her family at will or pursue gainful employment while participating in the program. Some police, prosecutors, and judges did not sufficiently protect the privacy of trafficking victims, which included passing names and case details to the press. There were no reports of the government penalizing victims for unlawful acts committed as a direct result of being trafficked. Foreign victims were eligible for temporary and permanent residency status under Peruvian refugee law, but the government did not report how many victims, if any, received this status in 2013.

PREVENTION

The Government of Peru maintained prevention efforts. The government's interagency committee, which also included civil society actors, met regularly, though NGOs and officials reported that the committee suffered from a lack of commitment on the part of some participating ministries. Most government entities continued to lack adequate funding to implement their responsibilities as outlined in the national anti-trafficking action plan, and the Ministry of Interior was the only ministry with a dedicated anti-trafficking budget. The Ministry of Interior more than doubled its budget for prevention activities from the equivalent of approximately $142,000 in 2013 to the equivalent of approximately $355,400 for 2014. Various ministries conducted awareness-raising efforts, often in partnership with civil society organizations and with foreign donor funding. Nineteen regional governments maintained anti-trafficking working groups, which varied in effectiveness. Authorities approved a second national forced labor plan in 2013, although the lack of dedicated funding made implementation difficult. Authorities assigned 16 labor inspectors to a revitalized unit focused on child and forced labor in 2013, but the unit was not fully operational during the reporting period. The government did not report conducting any inspections for forced child labor in artisanal mining in 2013. Labor inspectors fined two companies for labor trafficking violations, but it was unclear if these cases also resulted in criminal investigations. Authorities reported no prosecutions or convictions of child sex tourists in 2013 and no efforts to reduce the demand for commercial sex. The government did not report providing Peruvian peacekeepers with specific training on human trafficking prior to their deployment abroad on international peacekeeping missions.

PHILIPPINES (Tier 2)

The Philippines is a source country and, to a much lesser extent, a destination and transit country for men, women, and children subjected to sex trafficking and forced labor. A significant number of the estimated 10 million Filipino men, women, and children who migrate abroad for skilled and unskilled work are subsequently subjected to sex trafficking and forced labor, including through debt bondage, in factories, at construction sites, on fishing vessels, on agricultural plantations, as engineers or nurses, and in the shipping industry, as well as in domestic work, janitorial service, and other service sector jobs in Asia, throughout the Middle East, and increasingly in Europe. Many victims exploited overseas and domestically experience physical and sexual abuse, threats, inhumane living conditions, non-payment of salaries, and withholding of travel and identity documents.

Forced labor and sex trafficking of men, women, and children within the country also remains a significant problem. Women and children from rural communities, areas affected by disaster or conflict, and impoverished urban centers are subjected to domestic servitude, forced begging, forced labor in small factories, and sex trafficking principally in Manila, Cebu, Angeles, and cities in Mindanao, as well as within other urban areas and tourist destinations such as Boracay, Olongapo, Puerta Galera, and Surigao. Men are subjected to forced labor and debt bondage in agriculture, including on sugar cane plantations, and in fishing and other maritime industries. Hundreds of victims are subjected to sex trafficking in well-known and highly-visible business establishments that cater to Filipinos' and foreign tourists' demand for commercial sex acts. Child sex trafficking, which remains a serious problem, also occurs in private residences, facilitated by taxi drivers who have knowledge of clandestine locations. Child sex tourists include citizens from Australia, New Zealand, and countries in Northeast Asia, Europe, and North America. Increasingly, very young Filipino children are coerced to perform sex acts for internet broadcast to paying foreign viewers. The government and NGOs reported an increasing prevalence of boys becoming victims of sex trafficking.

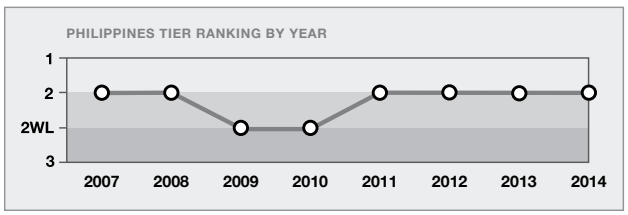
Traffickers, at times in partnership with local organized crime syndicates and corrupt government officials, recruit family and friends from villages and urban neighborhoods, sometimes masquerading as representatives of government-registered employment agencies. Traffickers increasingly use email and social networking sites to fraudulently recruit Filipinos for overseas work. Fraudulent recruitment practices and the institutionalized practice of paying recruitment fees leave workers vulnerable to trafficking. Illicit recruiters used student, intern, and exchange program visas to circumvent the Philippine

government and destination countries' regulatory frameworks for foreign workers. Recruiters employ various methods to avoid government-run victim detection units at airports and seaports. Organized crime syndicates transported sex trafficking victims from China through the Philippines *en route* to third-country destinations.

In November 2013, Typhoon Haiyan caused widespread damage in the Philippine provinces of Leyte and Samar, impoverished areas which are known to be source locations for victims of trafficking, and resulted in the displacement of more than four million people. Although the full extent of the typhoon's effect on trafficking in the Philippines is unknown, media sources reported isolated allegations of trafficking and illegal recruiting, and the Department of Justice (DOJ) investigated at least two suspected cases of typhoon-related trafficking.

Children and adults in conflict-afflicted areas were particularly vulnerable to trafficking; a violent crisis between the government and the Moro National Liberation Front (MNLF) in Zamboanga City and Basilan Province in September 2013 resulted in the displacement of more than 120,000 people and increased the vulnerability of children to recruitment by the MNLF, including for use as human shields. The UN reported that other armed militia groups operating in the Philippines, including the Moro Islamic Liberation Front, the New People's Army, the Abu Sayyaf Group, and the Bangsamoro Islamic Freedom Fighters recruited and used children, at times through force, for use in combat and noncombat roles during the reporting period. The UN noted concerns that the Armed Forces of the Philippines occasionally forced children—including those intercepted from armed groups—to act as guides and informants during military operations.

The Government of the Philippines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government nearly doubled its funding for the Inter-Agency Council Against Trafficking (IACAT) to the equivalent of approximately $2.4 million in 2013 and continued efforts to implement anti-trafficking laws and policies at the national, regional, and provincial levels. It undertook notable efforts to prevent the trafficking of overseas workers though training and awareness campaigns for government officials, prospective overseas workers, and members of the public and to proactively identify and rescue victims exploited within the country. The government obtained 31 trafficking convictions, including its first two convictions in Pampanga, a province known to have a high prevalence of trafficking. It did not, however, make significant progress in ensuring victims could access specialized services. Protection for male victims—a growing population—remained severely limited. Corruption at all levels of government, including in Philippine diplomatic missions abroad, enabled traffickers and undermined the government's overall efforts to combat trafficking.



RECOMMENDATIONS FOR THE PHILIPPINES:

Increase efforts to hold government officials criminally accountable for trafficking and trafficking-related offenses; increase efforts to investigate, prosecute, and convict an increased number of both labor and sex trafficking offenders implicated in trafficking within the country and abroad; hold continuous trials to decrease the burden that lengthy, discontinuous trials places on victims; increase the availability of shelter and protection resources that address the specific needs of trafficking victims, with a particular focus on addressing the needs of male victims; train civilian and military security forces on appropriate methods to handle children apprehended from armed groups; develop and implement programs aimed at reducing the demand for commercial sex acts, including child sex tourism; implement the anti-money laundering act in cases of trafficking and provide victims compensation through seized assets; increase the number of government officials, including police and prosecutors, whose duties are dedicated solely to anti-trafficking activities; allow freedom of movement to adult victims residing in government facilities; ensure the government's armed forces or auxiliary armed groups supported by the government do not recruit or use children, and immediately and thoroughly investigate any such allegations; continue to strengthen anti-trafficking training for police, prosecutors, judges, local officials, and diplomats; expand the use of victim processing centers to additional localities to improve identification of adult victims and allow for victims to be processed and assisted in a safe environment after a rescue operation; and provide long-term alternatives to removal to countries where foreign victims may face hardship or retribution.

PROSECUTION

The government continued to prosecute sex and labor trafficking offenses and to impose stringent sentences on convicted sex traffickers, but it did not make progress in convicting labor traffickers and its overall number of convictions remained low compared to the size of the problem. The Philippines prohibits sex and labor trafficking through its 2003 Anti-Trafficking in Persons Act and the Expanded Anti-Trafficking in Persons Act of 2012, which prescribe penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, the Philippines National Police (PNP) investigated 155 alleged cases of trafficking. Of these, 90 were cases of forced labor, 58 were cases involving sex trafficking, and details of seven were unknown. The National Bureau of Investigation (NBI) also initiated 82 trafficking investigations. Of the 82 cases, 25 cases were recommended for prosecution. During the reporting year, 317 new cases of trafficking were filed at the DOJ and prosecutors' offices nationwide, and of these 317 cases, 190 were filed in various courts and 663 defendants were prosecuted. The government convicted 31 sex trafficking offenders, compared with 25 during the previous year; it did not obtain any convictions for labor trafficking. Two of these sex trafficking cases were the first-ever trafficking convictions obtained in Pampanga, a province with a high prevalence of trafficking. Sentences for those convicted ranged from 10 years' to life imprisonment, with the majority of offenders sentenced to life imprisonment.

Although the DOJ encouraged courts' expedited processing of trafficking cases based on a 2010 supreme court circular setting a six-month limit, endemic inefficiencies—particularly a large backlog of cases and lengthy, discontinuous trials—continued to pose significant challenges to the success of anti-trafficking prosecution efforts. Government and NGO observers estimated

the average length of trafficking cases to be between three-and-a-half and five years, and 816 trafficking cases are currently in the trial stage. During the year, the government obtained a conviction in eight months, the fastest a trafficking conviction has ever been achieved in the Philippines. The government continued to employ an anti-trafficking taskforce model, in which prosecutors were assigned to assist law enforcement in building cases against suspected trafficking offenders; one new regional taskforce was established during the year, bringing the total to 13. Nineteen national-level prosecutors and an additional 73 assigned to regional taskforces were designated to work on trafficking cases in addition to their regular workloads. The government continued strong efforts to provide anti-trafficking training to government officials, with a focus on educating stakeholders on the provisions of the 2013 amendment to the anti-trafficking law; IACAT independently conducted 27 training sessions for 559 government officials and held 21 additional trainings for 836 officials in cooperation with other partners. Nonetheless, NGOs continue to report a lack of understanding of trafficking and the anti-trafficking legal framework among many officials at the local level; low awareness and high rates of turnover among officials continues to pose a significant impediment to successful prosecutions. Philippine officials cooperated with foreign counterparts in other countries and in the Philippines to rescue victims and pursue law enforcement action against suspected traffickers.

Law enforcement officials' complicity in human trafficking remained a problem in the Philippines, and government corruption enabled traffickers to operate with impunity. Corrupt officials in government units and agencies assigned to enforce laws against human trafficking reportedly accepted payments or sexual services from establishments where trafficking was known to occur, facilitated illegal departures for overseas workers, and accepted bribes to downgrade human trafficking charges. Police at times conducted indiscriminate or fake raids on commercial sex establishments to extort bribes from managers, clients, and victims in the sex trade, sometimes threatening the victims with imprisonment.

The government investigated allegations that personnel working in Philippine embassies in the Middle East mistreated and re-victimized Filipina victims of domestic servitude by sexually harassing them, failing to pursue their legal cases, withholding back wages procured for them, re-trafficking them into domestic servitude, and coercing sexual acts in exchange for government protection services. The government formed a taskforce to investigate the allegations, recalled 12 high-level officials, including ambassadors, to participate in the investigation, and filed administrative charges against three labor officials involved in the case. In December 2013, a former labor attaché in Jordan was found guilty of simple misconduct and was sentenced to four months suspension without pay, and in February 2014 a former labor attaché in Saudi Arabia was found guilty of simple neglect of duty and suspended for one month in service without pay. The Department of Labor and Employment (DOLE) dismissed three counts of administrative charges against the third former labor attaché in Saudi Arabia, but found him guilty of an administrative charge of sexual harassment. Media reports stated that the taskforce determined that one government official and other embassy personnel in Kuwait violated the Philippines' anti-trafficking law and recommended prosecution. To date, no criminal charges have been filed in these cases.

The Bureau of Immigration administratively charged 101 employees for committing acts that may have facilitated trafficking. Two cases against public officials were referred to the DOJ for trafficking charges; at the close of the reporting period, both were in the preliminary investigation stage and additional information was not available. In January 2014, a police officer was convicted for the purchase of commercial sex acts from a trafficking victim and sentenced to six months community service and ordered to pay a fine in the equivalent of approximately $2,250.

PROTECTION

The government continued to proactively identify and provide limited services to victims, but efforts were inadequate to serve the large number of victims in the country. Comprehensive statistics for the total number of victims identified and assisted were not available. IACAT taskforces and law enforcement agencies conducted 178 joint rescue operations and Department of Social Welfare and Development (DSWD) reported assisting 1,824 trafficking victims. The majority received some shelter, medical services, legal assistance, and limited skills training from the government; an unknown number of these also received financial assistance to seek employment or start their own businesses. The government identified six cases of children recruited and used by armed groups. There were reports that security forces at times mistreated and re-victimized children who were apprehended from armed groups. A significant portion of victims identified—including more than 27 percent of identified sex trafficking victims—were male, suggesting an improved awareness among government officials of the vulnerability of men and boys to trafficking.

The government sustained funding, the equivalent of approximately $550,000, to the DSWD to fund the Recovery and Reintegration Program for Trafficked Persons. Despite this funding, few protective services addressing the specific needs of trafficking victims were available. DSWD operated 26 temporary shelters for women and girls who have been victims of abuse. These facilities were generally inadequate to address the specific needs of trafficking victims, and at times they lacked the space necessary to accommodate an influx of victims following large-scale law enforcement operations. Child victims, who were required to stay temporarily in the shelters, and adult victims choosing to reside in shelters, were not permitted to leave the premises unattended. Services available to male victims were extremely limited. The majority of NGO shelters refused male victims, and the government placed boys in shelters for children in conflict with the law; the lack of appropriate facilities led the government to reintegrate male victims prematurely, negatively affecting their rehabilitation. The government provided a small amount of funding to NGOs, which delivered the vast majority of specialized services to trafficking victims in the Philippines. However, an overall lack of long-term care, the absence of available mental health services, and the frequency of family involvement in facilitating exploitation left victims vulnerable to re-trafficking.

The government followed formal procedures to identify and assist victims and refer them to government agencies or NGO facilities for care. Victims were identified through rescue operations, screening at departure and re-entry points, embassies abroad, and calls to the national anti-trafficking help line, which received and referred cases from within the country, Saudi Arabia, South Korea, and Malaysia. Many police units had specialized facilities for processing women and child victims. The government encouraged victims to assist in the investigation and prosecution of traffickers, but the lack of victim and witness

protection programs, exacerbated by a lengthy trial process and fear of retaliation by traffickers, caused many victims to decline or withdraw cooperation. During the year, 70 victims were enrolled in the DOJ's witness protection program, but the majority of victims did not have access to this form of protection. Further, victims lacked financial incentives to cooperate in criminal proceedings, as out-of-court settlements often resulted in monetary compensation, while financial penalties imposed upon offenders by courts often went unpaid. A 2013 amendment to the government's anti-money laundering law could be used to file a civil action requesting courts freeze and seize assets of suspected traffickers, but there were no reports that victims received this form of redress during the year.

The government increased its funding to two assistance programs managed by the Department of Foreign Affairs (DFA) to provide basic services, repatriation, and legal services to distressed Filipinos overseas, many of whom are victims of trafficking. The government continued to post social workers to Philippine diplomatic missions in Malaysia and Saudi Arabia and labor attaches to 36 countries with large numbers of Filipino workers. Government agencies in the Philippines and their representatives in overseas diplomatic missions coordinated with NGOs in other countries to provide temporary shelter, counseling, medical, legal, and repatriation assistance to 1,135 victims of trafficking and illegal recruitment identified abroad. During the year, DOLE launched a livelihood assistance and entrepreneurial skills training program that benefitted 683 women migrant workers returning from situations of distress overseas. Identified victims were not punished for unlawful acts committed as a result of being trafficked; however, efforts to identify adult sex trafficking victims were inadequate, making such victims vulnerable to punishment. UN reports indicate that in September 2013, eight boys associated with the MNLF were arrested and mistreated by government security forces; five, including one 14 year old, subsequently faced charges of rebellion. Two boys arrested in July 2013 for alleged crimes committed as members of the NPA were reportedly tortured while in military custody, before being transferred to DSWD. The government had policies for granting temporary residence status to foreign victims, but it did not provide long-term alternatives to removal to countries where victims may face hardship or retribution. No foreign victims were identified in the Philippines.

PREVENTION

The government continued its robust efforts to prevent human trafficking during the reporting period. It conducted public campaigns utilizing television, social media, and other platforms to raise awareness of the dangers of trafficking and how to seek help, and numerous government agencies conducted seminars and anti-trafficking training sessions for government officials and community members. The IACAT and other government taskforces involved in anti-trafficking activities continued to meet regularly and to implement the 2012-2016 strategic plan for combatting trafficking. The government made efforts to actively monitor and evaluate its efforts to implement the strategic plan. During the reporting period, the government established an inter-agency committee to address issues related to children involved in armed conflict, including the recruitment and use of children in armed groups.

The Philippine Overseas Employment Agency (POEA) conducted 682 pre-employment orientation seminars, mandated by law, for 81,218 prospective and outbound Filipino overseas workers, and the Commission on Filipinos Overseas held targeted counseling programs throughout 24 provinces for groups considered at-risk, including Filipinos seeking overseas marriages or those migrating to Europe to work as au pairs. Key partners such as faith-based groups and the media were also included in these programs. POEA and DOLE held training sessions on combating trafficking and illegal recruitment for 2,628 government and NGO stakeholders. POEA received and investigated 2,366 allegations of unlawful practices by recruitment agencies. It also revoked the licenses of 294 agencies, suspended the operations of 109 agencies, and permanently closed eight agencies for illegal practices. In addition, it referred 145 cases for criminal investigation proceedings and three cases for prosecution. NBI and the DOLE investigated an additional 325 cases of illegal recruitment, but the outcome of these investigations was unknown. The government's amended law on migrant workers maintained the ban on deployment of Filipinos to countries or territories deemed to lack adequate legal protections for workers.

The immigration department continued its intensified efforts to screen for potential trafficking victims at airports and seaports; this aggressive effort to "off-load" more than 40,000 potential victims for interviews raised concerns that Filipinos' right to travel out of the country might be unduly restricted. The government reported that all individuals who were able to produce proper documentation were eventually permitted to travel. From these efforts, 2,083 suspected victims were referred to IACAT or POEA for investigation of potential trafficking. To decrease the vulnerability to trafficking of thousands of undocumented Filipino workers in the Malaysian state of Sabah, the DFA sent a Philippine consul from its embassy in Kuala Lumpur to the region on a quarterly basis to provide services, including the provision of passports and other documents.

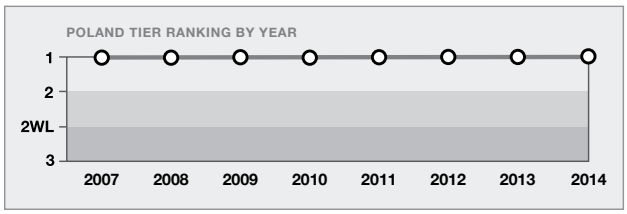
Despite significant local and foreign demand in the country's thriving commercial sex trade, the government's efforts to reduce the demand for commercial sex acts in the Philippines were negligible. Victims continue to be trafficked each day in well-known, highly visible establishments, most of which have never been the target of anti-trafficking law enforcement action. In an effort to prevent child sex tourism, the government, in cooperation with United States law enforcement, arrested and deported two individuals to face charges for child sex crimes committed in the United States. The DFA and other agencies that contribute staff to overseas diplomatic missions provided human trafficking training to personnel before their departure to foreign posts. Local observers who assist victims exploited overseas reported that, despite this training, embassy personnel were not adequately equipped to detect and properly handle the large number of cases of trafficking, particularly labor trafficking, affecting Filipinos overseas. The government provided training on human trafficking to Philippine troops prior to their deployment abroad on international peacekeeping missions.

POLAND (Tier 1)

Poland is a source, transit, and destination country for men and women subjected to forced labor, and for women and children subjected to sex trafficking. Men and women from Poland are subjected to forced labor in Europe, primarily Belgium, the Czech Republic, Italy, the Netherlands, the Scandinavian countries, and the United Kingdom (UK). Women and children from Poland are subjected to sex trafficking within the country and also in Austria, Germany, Italy, Japan, Malta, Morocco, the Netherlands, Sweden, and the UK. Women and children from

Belarus, Bulgaria, Moldova, Romania, and Ukraine are subjected to sex trafficking in Poland. Labor trafficking is increasing in Poland; forced labor victims originate from Belarus, Bulgaria, Moldova, Morocco, the Philippines, Romania, Russia, Ukraine, and Vietnam. Foreign children, particularly Roma children, are recruited for forced begging in Poland.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, authorities expanded the mandate of the border guard to investigate more trafficking cases and designated police investigators at the national and provincial headquarters to specialize in trafficking investigations. The government continued to provide training to border guard and police officers on trafficking; however, judges lacked adequate training opportunities. A large proportion of convicted traffickers continued to receive suspended prison sentences. The government increased funding for victim assistance and amended laws to improve available protections for identified victims. However, the Polish government did not systematically provide specialized services to child victims of trafficking, and authorities lacked a trafficking-specific shelter for men.



RECOMMENDATIONS FOR POLAND:

Systematically provide child victims of trafficking specialized care; continue to increase the shelter system's capacity to assist victims, including men and children; improve efforts to identify trafficking victims proactively among vulnerable populations, particularly unaccompanied children and irregular migrants; continue to vigorously investigate and prosecute trafficking offenses and take steps to ensure that trafficking offenders receive sentences commensurate with the severity of the crime; improve victim identification procedures and training on such procedures to better identify victims of labor trafficking; increase training for prosecutors and judges; incorporate the victim compensation process into criminal proceedings; amend the criminal code to ensure that identified victims of trafficking are not penalized for acts committed as a direct result of being trafficked; consider establishing an independent national rapporteur to monitor the government's anti-trafficking progress; ensure all victims are given access to and encouraged to use the reflection period; and conduct additional awareness campaigns to reduce the demand for commercial sex acts and deter child sex tourism.

PROSECUTION

The Government of Poland improved its anti-trafficking law enforcement efforts during the reporting period through establishing trafficking-specific police investigators and empowering the border guard to investigate more trafficking cases. Poland prohibits all forms of both sex and labor trafficking through several articles of its criminal code, including Articles 115.22, 115.23, 189a, 203, and 204.3. Prescribed punishments under these statutes range from one to 15 years' imprisonment; these sentences are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, Polish police investigated 68 new cases of human trafficking, compared to 60 in 2012. The border guard began nine additional investigations. The government prosecuted 48 suspected trafficking offenders and convicted 35 in 2013, compared to 24 defendants prosecuted and 39 traffickers convicted in 2012. In collecting data, the government only considered sentences issued after appeals to be final. In 2012, the most recent year for which post-appeal sentences were available, 64 traffickers were sentenced, compared to 63 in 2011. (Reporting inconsistencies on convictions result from the collection of data on first-instance court convictions, and post-appeal sentences. The government acknowledged that no central mechanism exists to cross-reference and consolidate these statistics.) Sentences ranged from suspended sentences to less than one year to eight years' imprisonment. Similar to the previous three years, approximately half of the convicted offenders received suspended sentences. The government did not report the investigation or prosecution of any public officials for alleged complicity in human trafficking-related offenses. Polish authorities collaborated on human trafficking investigations with counterparts in several European countries. The government continued to include a module on human trafficking in the basic training for all police officers and invited civil society to assist in training. During the year, the government continued to offer limited optional trainings on human trafficking to prosecutors and judges; according to the Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA), prosecutors and judges often lacked expertise in labor trafficking cases. Government officials acknowledged that police were less adept at identifying forced labor victims as compared to sex trafficking victims. In December 2013, an amendment to the Law on Aliens expanded the border guard's authority to investigate potential trafficking cases that did not involve another border-related offense, such as possession of false documents. In January 2014, the police established a department in its national headquarters that will have eight officers focused exclusively on human trafficking investigations. In addition, the police continued to designate 40 officers in provincial headquarters to handle trafficking offenses. Regional prosecutorial offices continued to designate specially trained prosecutors to assist local prosecutors with trafficking cases and assume lead responsibility for particularly complicated cases.

PROTECTION

The Government of Poland improved its anti-trafficking victim protection efforts during the reporting period through increased funding and legal changes, although authorities did not systematically provide specialized care for child trafficking victims. The police and border guard identified 218 possible victims of trafficking in 2013, compared to 90 possible victims identified in 2012. Observers reported that Polish authorities did not conduct sufficient outreach and proactive identification among unaccompanied children and irregular migrants held in detention. The government increased funding for victim assistance, allocating the equivalent of approximately $329,400 in 2013, compared to the equivalent of approximately $256,300 in 2012. The government continued to completely finance the NGO-run National Intervention-Consultation Center for Victims of Trafficking (KCIK) to provide assistance to foreign and Polish victims of trafficking, which provided assistance to 222 victims in 2013, compared to 198 in 2012. Of the 222 victims, 161 were women and 61 were men. Slightly more than half of these victims were foreign nationals and 31 of those assisted were child victims. Government-funded NGOs offered trafficking victims medical and psychological care, legal assistance, food, clothing, and employment-related training. Local governments

also funded and operated 178 crisis intervention centers around the country, 16 of which were prepared to accept trafficking victims and had a capacity to accommodate approximately 200 persons. Adult female victims of trafficking had access to trafficking-specific shelters, and they were allowed to leave the shelters unchaperoned and at will. KCIK was responsible for finding safe shelter for male trafficking victims and utilized crisis centers and hostels for this purpose, as there were no trafficking-specific shelters for men. The government placed child victims in orphanages and with foster families. The government did not systematically refer child victims of sex trafficking to KCIK for specialized care. GRETA reported that some unaccompanied minors disappeared from orphanages. The government provided training for social workers, consular officers, medical personnel, and other civil servants working with trafficking victims.

The government's witness protection program, which is implemented by KCIK, provided for a temporary residence permit, medical and psychological care, safe transportation, food, clothing, and shelter or lodging support for victims who cooperated with law enforcement. The government enrolled 56 trafficking victims into this program in 2013. The Law on Aliens offered foreign victims a three-month reflection period during which foreign victims can stay legally in Poland to decide whether to cooperate with the criminal process; however, no victims received a reflection period in 2013. GRETA reported that authorities do not systematically inform victims about the reflection period, particularly victims who chose not to participate in an investigation. Victims who decided to report the trafficking offense to law enforcement could apply for a temporary residence permit that enabled them to live and work in Poland. The December 2013 amendment to the Law on Aliens extended the duration of the temporary residency permit for victims of trafficking from six months to three years. The amendment also provided for the possibility of victims of trafficking to obtain permanent residency. The Interior Ministry continued to work with an international organization to repatriate foreign victims of trafficking, and in 2013, 25 trafficking victims were repatriated to their country of origin. During the reporting period, the government modified the code of criminal proceedings to establish special interview procedures for victims of sexual crimes and child victims to prevent re-traumatization. Victims may file civil suits against traffickers, but observers reported that very few trafficking victims have ever received compensation from their traffickers. There were no reports of trafficking victims punished for crimes committed as a direct result of being trafficked.

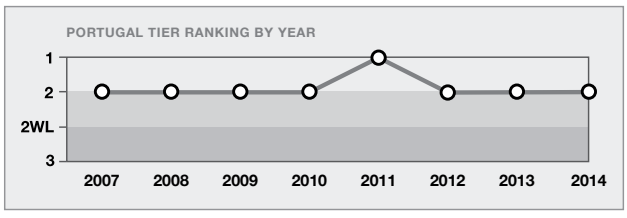
PREVENTION

The government sustained its strong anti-trafficking prevention efforts during the reporting period. In May 2013, the government adopted a 2013-2015 national action plan for combating trafficking. The plan was developed in coordination with NGOs and prioritizes enhanced care for child victims, more training for those likely to encounter victims, and information campaigns targeting the most vulnerable populations. The Interior Ministry continued to lead the inter-ministerial anti-trafficking team, as well as a working-level group of experts, which met regularly to coordinate efforts and develop national policies. However, observers reported that Poland lacked effective central operational coordination for all anti-trafficking activities. The government did not have an independent national rapporteur to monitor anti-trafficking efforts. The government sponsored a number of information campaigns, including a festival featuring films that highlighted human trafficking. Government-funded KCIK also operated an anti-trafficking hotline. Authorities continued to produce and distribute information to Polish citizens seeking work abroad, and the Ministry of Labor operated a website in which Polish citizens could chat with experts about finding legitimate jobs abroad. Authorities also continued to distribute labor rights information to foreign workers in Poland and migrants at Poland's eastern border crossings. The government offered a training session on combating human trafficking for 32 labor inspectors. A Polish court fined one individual for fraudulent recruitment of foreign workers. The government did not organize any programs to reduce the participation of Polish citizens in child sex tourism. The government did not run any programs specifically designed to reduce the demand for commercial sex or forced labor.

PORTUGAL (Tier 2)

Portugal is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Trafficking victims identified in Portugal are primarily from Brazil, Mozambique, Bulgaria, Ghana, Nigeria, Guinea, Mali, Romania, Bosnia, Croatia, Nepal, and Thailand. Victims transiting Portugal are often subjected to sex trafficking within the Schengen zone. Portuguese victims, primarily men, are subjected to forced labor in restaurants, agriculture, and domestic work in Portugal and Spain. Criminal groups exploited vulnerable Portuguese victims, usually male, homeless, and with addiction issues in forced agricultural labor in Spain. Victims are subjected to sex trafficking in private homes, hotels, and bars. Children from eastern Europe, particularly those of Roma descent, are subjected to forced begging in Portugal, often by their families; other children from eastern Europe have reportedly been forced to commit property crimes in Portugal. Portuguese victims are subjected to forced labor and sex trafficking after migrating to other destinations in Europe. International organized crime groups and recruiting agencies lure labor victims from Asia with false promises of employment and subject them to forced labor on Portuguese farms. Traffickers use falsified documents that present victims as family members as they attempt to transit trafficked minors through Portugal.

The Government of Portugal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government funded two shelters for victims of trafficking, opened a new shelter for male victims, and identified more victims in 2013 than in 2012. It amended the penal code to come into compliance with the EU anti-trafficking directive by excluding the consent of the victim as a defense to the charge of trafficking, and law enforcement authorities cooperated in many international trafficking investigations. However, enforcement and prosecution efforts resulting in convictions remained low. Accountability for trafficking offenders was minimal; the majority of convicted trafficking offenders did not serve time in jail.



RECOMMENDATIONS FOR PORTUGAL:
Investigate, prosecute, and convict trafficking offenders and sentence offenders appropriately, reflecting the severity of their crimes; provide specialized shelter and assistance for child victims; continue to train prosecutors and judges in order to raise awareness of human trafficking and encourage application of the law to obtain appropriate and dissuasive sentencing; continue to screen transiting passengers for signs of trafficking; continue to train immigration and social workers, law enforcement, labor inspectors, and NGOs on victim identification; continue to train law enforcement officials, prosecutors, labor inspectors, social workers, and NGOs likely to be in a position to identify and assist victims of trafficking to ensure victims are protected and trafficking offenders are effectively prosecuted; continue to conduct trafficking awareness raising campaigns on forced labor and sex trafficking; improve screening for trafficking among the vulnerable population of children in out-of-home care; and promote efforts to reduce the demand for forced labor.

PROSECUTION

The Government of Portugal maintained law enforcement efforts. It investigated more offenders; nevertheless, the reported statistics reveal that convicted trafficking offenders frequently avoided imprisonment, creating potential safety problems for victims of trafficking, weakening deterrence, and undercutting the efforts of police and prosecutors. Portugal prohibits all forms of both sex and labor trafficking through Article 160 of the penal code, which prescribes penalties of three to 12 years' imprisonment—penalties sufficiently stringent and commensurate with those for other serious crimes, such as rape. Article 160 also encompasses illegal adoption and organ removal. In 2013, Article 160 was amended to include slavery, forced begging, and the exploitation of any other criminal activity as forms of human trafficking; to provide more serious penalties for aggravated elements of the crime; and to expressly exclude consent of the victim as a defense to the charge of trafficking. In addition, Article 159 prohibits slavery, which prescribes penalties of five to 15 years' imprisonment; Article 163 prohibits forced prostitution, with penalties of one to eight years' imprisonment; and Article 175 prohibits the prostitution of children, with penalties of one to ten years' imprisonment. In 2012, the most recent year for which official data was available, the government reported investigating 35 trafficking cases involving 51 alleged offenders. Of the 35 cases, 19 involved forced labor, including two involving forced begging. The government prosecuted nine defendants for trafficking-related charges. Six defendants were prosecuted and convicted under Article 160 in 2012, compared with eight defendants prosecuted under Article 160 and six defendants convicted under Article 159 in 2011. Although the government did not report the specific sentences given to the convicted offenders, authorities reported that the six traffickers convicted were sentenced to imprisonment, although four defendants served their sentence on probation. Portuguese authorities also reportedly prosecuted possible human trafficking crimes under articles for pimping, criminal association, or abetting illegal aliens—crimes for which a lesser burden of proof is required and convictions were easier to obtain. The Government of Portugal maintains that it is prohibited by its constitutional privacy law from releasing data on convictions for crimes for which there were fewer than three incidents recorded within a year nationwide. Media reports indicated that in September 2013, Portuguese authorities initiated the prosecution of 59 defendants for the labor trafficking of Portuguese laborers on Spanish farms in a case involving charges of slavery (Article 159), kidnapping, and threats; the government confirmed these cases.

Law enforcement cooperated in 14 international investigations in 2013. For example, law enforcement authorities cooperated with Spanish and British authorities to dismantle a Nigerian sex trafficking ring, arresting seven suspects. Portugal had specialized law enforcement units that investigated organized crime, including trafficking in persons. Suspected cases of trafficking could be reported to the police by victims, social service agencies, health care providers, or through the national social emergency line. The government trained over 100 prosecutors and judges on trafficking investigation and prosecution. The government did not report any investigations or prosecutions of officials for alleged complicity in trafficking-related offenses.

PROTECTION

The government increased efforts to protect and assist victims of trafficking by opening a shelter for male victims and identifying more victims. The government identified 299 potential victims, compared with 93 potential victims in 2012. Of the 299 potential victims, 45 were confirmed victims of trafficking, 80 were found not to qualify as trafficking victims, and the confirmed identification of the remaining 174 were pending investigation. Of the 219 confirmed or pending cases, 138 victims were subjected to forced labor, and 53 victims were subjected to sex trafficking. Forty-nine potential victims were minors. All 45 confirmed victims had the right to shelter, subsistence, medical treatment, psychological treatment, police protection, translation and interpretation services, and legal services. There were two government-funded, NGO-run shelters available for victims: one for male and one for female victims. The shelter for female victims reported assisting five adults and four minor dependents; and the men's shelter assisted seven adults. The maximum shelter stay was one year, although it may be extended in cases of extreme vulnerability or reintegration difficulties, such as failure to secure employment. The shelter employed six staff members to provide 24-hour care and support to identified victims. The government provided the equivalent of approximately $145,000 for the female shelter, compared with the equivalent of approximately $136,000 in 2012. The shelter for male victims opened in 2013, and victims received health services, vocational training, education, Portuguese language tutoring, and a reintegration plan. The government provided the equivalent of approximately $84,000 for the male shelter. Other identified victims received housing, social, and economic support from NGOs and assistance with return to country of origin. Child victims of trafficking received services under the framework of the child protection system. In the event of imminent danger to the child, the government initiated emergency placement in an institution, when placement with family was unavailable.

The government provided all victims a "reflection period" of up to 60 days—time in which victims can recover before deciding whether to cooperate with law enforcement. The law also provides for a renewable residence permit that may be issued before the end of the reflection period if the victim agrees to cooperate with law enforcement or based on a personal situation with regard to the victim's security, health, or family. Two victims were issued a residence permit in 2013, compared with 29 victims in 2012. The permit was not conditional on participation in a trial. Long-term shelter was provided to foreign victims of trafficking who were accommodated at the female shelter, and they were entitled to education and employment

training. NGOs reported victims were hesitant to speak with authorities, and some NGOs refrained from referring potential victims for fear of exposing them to reprisal by their traffickers. Comprehensive witness protection was guaranteed to victims who assisted in trials. Victims were allowed to testify outside of court, either by deposition or video conference. There were no reports of victims being penalized as a result of their being trafficked. The government provided labor inspectors with contact information for victim referrals and a handbook with guidelines based on the ILO "Handbook for Forced Labor Delphi Checklist." The police and social service organizations were provided a checklist that listed the steps for identifying a potential victim.

PREVENTION

The Government of Portugal maintained efforts to prevent trafficking in persons during the year, although funding for new anti-trafficking projects remained limited. The government adopted its third national action plan for 2014-2016 in coordination with the national rapporteur, three NGOs and representatives from various government agencies. The government provided assessments of anti-trafficking efforts on its website. The government trained a variety of relevant officials and civil society members on trafficking, including NGO employees who work with immigrants, 217 labor inspectors, and intercultural mediators. The government developed awareness materials on gender and trafficking for equality counselors in two municipalities. The government launched a national information campaign on trafficking, which included radio spots, regional press, television announcements, posters at railway stations, and a television documentary. The government collaborated with members of the community of Portuguese language countries to establish common measures to prevent and combat trafficking. In June 2013, the government and NGOs established a government-civil society network on trafficking issues to facilitate more integrated intervention on the ground and serve as a source of information for criminal investigation and trafficking prevention efforts; under the network, four multidisciplinary teams began operating in four different regions in Portugal to identify and assist victims. The government did not demonstrate efforts to reduce the demand for sex trafficking or forced labor.

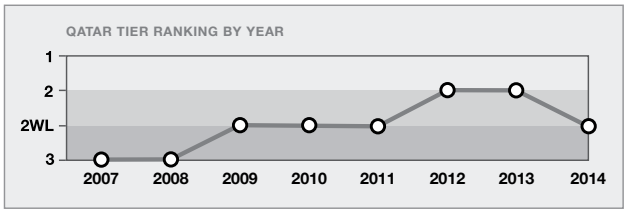
QATAR (Tier 2 Watch List)

Qatar is a destination country for men and women subjected to forced labor and, to a much lesser extent, forced prostitution. Approximately 1.2 million men and women—94 percent of the country's workforce—from Nepal, India, Pakistan, Bangladesh, the Philippines, Indonesia, Vietnam, Sri Lanka, Ethiopia, Sudan, Thailand, Egypt, Syria, Jordan, Morocco, Tunisia, Kenya, Burma, Nigeria, and China voluntarily migrate to Qatar to work as low- and semi-skilled workers, primarily in the construction, oil and gas, service, and transportation industries, as well as in domestic work, but many subsequently face forced labor. Female domestic workers are particularly vulnerable to trafficking due to their isolation in private residences and lack of protection under Qatari labor laws. Qatar is also a destination country for women who migrate for employment purposes and subsequently become involved in prostitution; some of these women may be runaway domestic workers forced into prostitution by traffickers who exploit their illegal status.

Many migrant workers arriving in Qatar have paid exorbitant fees to recruiters in their home countries, and some recruitment agencies in labor-sending countries have lured foreign workers with false employment contracts. Qatar's sponsorship system places a significant amount of power in the hands of employers and, therefore, debt-laden migrants who face abuse, or who have been misled, often avoid legal action because of fear of reprisal, the lengthy recourse process, or lack of knowledge of their legal rights, ultimately ensnaring them into forced labor, including debt bondage. Moreover, under the restrictive sponsorship system, employers have the unilateral power to cancel residency permits, deny workers the ability to change employers, and deny them permission to leave the country.

Instances of delayed or nonpayment of salaries are a leading driver of forced labor, including debt bondage, in Qatar. Many migrant workers also face denial of exit permits, threats of deportation, physical or financial harm, physical, mental, and sexual abuse, hazardous working conditions, and squalid living accommodations. Moreover, according to recent studies conducted by Qatar University's Social and Economic Survey Research Institute, despite laws against passport confiscation, 86 to 90 percent of expatriate workers' passports are in their employers' possession. International rights groups and the media also report that some migrant laborers face severe labor abuses, some of which amount to forced labor. Rights groups have also alleged that a high number of foreign laborers have died from heart failure due to harsh work in extreme heat.

The Government of Qatar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate evidence of overall increasing efforts to address human trafficking since the previous reporting period; therefore, Qatar is placed on Tier 2 Watch List. The government reported convicting five individuals for coerced prostitution under the penal code and four additional individuals for forced prostitution; the government also investigated four cases under the 2011 anti-trafficking law and fined 27 sponsors for withholding passports. The government demonstrated efforts to prevent human trafficking through convicting 40 individuals for visa selling, doubling the number of labor inspectors from 150 to 300, closing 14 recruitment firms, and implementing anti-trafficking awareness campaigns. It also identified some trafficking victims and provided them with shelter and other protection services and trained government officials. However, the government did not reform the restrictive sponsorship system, prosecute or convict any trafficking offenders under the 2011 anti-trafficking law, or sufficiently enforce the sponsorship law that provides sanctions for employers who withhold workers' wages and passports. Some government officials downplayed that human trafficking exists in Qatar, drawing a distinction between labor exploitation and human trafficking.



RECOMMENDATIONS FOR QATAR:

Abolish or significantly amend provisions of Qatar's restrictive sponsorship system; significantly increase efforts to investigate

and prosecute trafficking offenses, and convict and punish traffickers, particularly for forced labor crimes, under the anti-trafficking law; fine employers who withhold workers' wages or passports; enforce the law requiring that employees receive residence cards within one week of arrival as a means of preventing trafficking abuses, and further enforce the law criminalizing passport-withholding; institute and consistently apply formal procedures to proactively identify victims of all forms of trafficking among vulnerable groups, such as those arrested for immigration violations or prostitution, and provide victims with adequate protection services; collect, disaggregate, analyze, and disseminate anti-trafficking law enforcement data; continue to provide anti-trafficking trainings to government officials; and conduct anti-trafficking public awareness campaigns.

PROSECUTION

The government made limited law enforcement efforts to combat human trafficking. Qatar's comprehensive anti-trafficking law, which was enacted in October 2011, prohibits all forms of both sex and labor trafficking and prescribes penalties of no more than seven years' imprisonment and up to the equivalent of approximately $82,000 in fines, with penalties of no more than 15 years' imprisonment for trafficking offenses committed with aggravating circumstances. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as kidnapping. Qatar also prohibits employers' withholding of workers' passports under the 2009 Sponsorship Law, though the law was not rigorously enforced. During the reporting period, Qatari courts fined 27 sponsors for withholding passports and issued court orders mandating they hand over the passports to the rightful owner. The government's primary solution for resolving labor violations was to transfer a worker's sponsorship to a new employer with minimal effort to investigate whether the violations may have amounted to forced labor. During the reporting period, the government reported four investigations, but no prosecutions or convictions, of trafficking offenders under its anti-trafficking law. The government also reported that under the penal code, five individuals were convicted for coerced prostitution and four additional individuals were convicted for forced prostitution, compared to two ongoing prosecutions for forced and bonded labor and 19 cases referred for prosecution for forced and bonded labor and sexual exploitation in the previous reporting period. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses. The Qatar Foundation to Combat Human Trafficking (QFCHT), Qatar's national coordinating body for anti-trafficking activities, continued to provide a number of training workshops for over 100 law enforcement officials, public prosecutors, judges, and public health professionals on the anti-trafficking law and victim identification. These workshops included trafficking victim identification training for doctors and nurses; training on the role of law enforcement in combating and investigating trafficking cases and the importance of international law enforcement cooperation; and training on the prosecution of trafficking cases. The police training institute continued to train Ministry of Interior officials on conducting trafficking investigations.

PROTECTION

The government sustained its efforts to protect some victims of trafficking, though many victims of forced labor, including debt bondage, remained unidentified and unprotected as government officials did not proactively identify victims among vulnerable populations. The government frequently treated disputes between workers and employers as administrative issues and made minimal efforts to identify victims of forced labor among these cases. Some Qatari officials failed to recognize that severe labor abuses could amount to human trafficking. Nonetheless, the government continued to identify and provide protective services to some victims of trafficking. During the reporting period, the QFCHT distributed a manual to law enforcement, immigration authorities, and social service providers on procedures to proactively identify victims of trafficking. The government continued to use its national victim referral system to coordinate victim identification and referral efforts between government authorities and non-government organizations. The referral system included the provision of safe shelter, health care, and legal assistance. The QFCHT continued to operate a trafficking shelter for women and children, which provided access to medical and psycho-social care, social services, rehabilitation and reintegration programs, repatriation assistance, and legal aid. Victims had the right to leave the shelter without supervision, and victims were able to access the shelter even if their employers had filed charges against them. The shelter also provided long-term housing during judicial proceedings, and shelter residents were able to earn an income through work at the shelter's rehabilitation center; it also provided repatriation assistance to those wishing to return to their countries. The government reported that it referred 11 trafficking victims to the QFCHT shelter, which also housed and provided health, social, and psychological services to 62 suspected female trafficking victims in 2013. The shelter also reported assisting 1,701 individuals—some of whom were potentially vulnerable to trafficking—by offering a range of services, including legal advice, filing lawsuits, following up on cases, transferring workers' sponsorships, obtaining workers' exit permits, and providing workers with financial compensation.

Some unidentified victims of trafficking continued to be punished for unlawful acts committed as a direct result of being subjected to human trafficking. For example, Qatari authorities regularly arrested, detained, and deported potential trafficking victims for immigration violations and running away from their employers or sponsors. Some victims occasionally languished in detention centers for up to six months because of debts allegedly owed or false charges of theft filed by their employers against them. Ministry of Interior officials reportedly interviewed all detainees in the deportation center and were required to determine whether the workers were victims of trafficking and offer them protection, although it was unclear how many victims were identified through this screening process in 2013. The costs of legal representation under these circumstances were sometimes borne by the worker, but were often waived by the government due to workers' inability to pay. Domestic workers, who were not covered under the labor law, continued to face difficulties seeking legal redress for abuses through civil court action. For example, in practice, civil suits against an employer were difficult to win unless the employer failed to meet his or her financial obligations to the domestic worker; therefore, civil suits were rare. The government reportedly encouraged trafficking victims to testify against their traffickers by assuring victims' safety, providing free legal counseling, and allowing victims to pursue various claims, such as financial compensation; however, the government did not report how many victims testified against their traffickers or received these benefits during the reporting period. Trafficking victims had the option to remain in the country during judicial proceedings or request an immediate exit visa; these benefits were not linked

to the successful outcome of a trafficking prosecution. The government offered foreign trafficking victims legal alternatives to their removal to countries where they may face retribution or hardship.

PREVENTION

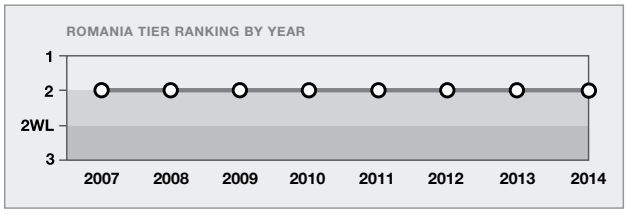
The government made efforts to prevent trafficking in persons. It continued to raise public awareness and implement its National Plan for Combating Human Trafficking for 2010-2015, which aimed to prevent the spread of human trafficking, provide protection for victims, and punish traffickers; however, the government did not reform its sponsorship law, which continued to contribute to forced labor in the country. The government reported spending the equivalent of approximately $10.2 million on the QFCHT's anti-trafficking efforts; the QFCHT conducted anti-trafficking awareness campaigns through various media outlets, published trafficking awareness and workers' rights materials for foreign workers in multiple languages, and conducted a number of anti-trafficking awareness workshops for more than 400 migrant workers in Doha's industrial area. The government's National Human Rights Council conducted a series of information campaigns about forced labor and distributed pamphlets to foreign workers at various industrial locations with large migrant worker populations. The QFCHT, in coordination with the Ministries of Interior, Foreign Affairs, and Labor and Social Affairs, participated in a committee to study the issue of visa selling and the reasons workers flee from their employers. The National Alliance to Combat Human Trafficking, comprised of government agencies and civil society representatives to collaborate on anti-trafficking efforts, met six times to discuss victim referral processes, visa selling issues, and implementation of Qatar's national plan to combat trafficking. The quasi-governmental Qatar Foundation and Qatar 2022 Supreme Committee, which was set up to organize the 2022 World Cup, both issued mandatory workers' labor rights standards for all their construction and service delivery contracts; the standards legally bind all their contractors and subcontractors to adhere to labor standards that are stricter than Qatari labor law. These standards include a "no recruitment fee" policy at all stages in the recruitment process, hotlines for workers' complaints, and independent auditing to ensure contractual compliance and that employees are paid on time.

The government routinely inspected and monitored recruitment companies and actively sought to punish companies that were found making fraudulent offers or imposing exorbitant fees in selling visas, which makes migrant workers particularly vulnerable to trafficking. The government convicted 40 individuals, to include Qatari nationals, for illegal visa selling, issuing one to three year prison sentences and financial penalties. The government also referred 50 companies to the public prosecutor for illegal visa selling, while the QFCHT referred 26 companies to authorities for labor law violations. During the reporting period, the Ministry of Labor and Social Affairs (MOLSA) blacklisted 2,000 companies; permanently revoked the licenses of 14 recruitment firms for violating the labor law; proposed amendments to the labor law that would impose fines for delayed or unpaid wages; advanced a draft decree that would mandate companies open bank accounts for their employees and pay them electronically; and proposed a workers' rotation scheme, which would permit laborers to switch jobs freely after the completion of their employment contract. The MOLSA also piloted a three-tiered ranking system intended to give companies incentives to comply with the labor law and reduce workers' vulnerabilities to abuse and exploitation; companies were evaluated on several criteria, including their history of paying workers' salaries on time, health and safety records, and the number of workers' complaints. Nonetheless, the government did not systematically investigate companies for the withholding of workers' passports. Although the sponsorship law requires an employer to secure a residence card for laborers within seven days, reports indicated that this sometimes did not happen; the lack of a residence card essentially renders the worker illegal, and affects the workers' ability to access health care or lodge complaints with authorities. The QFCHT continued to operate an anti-trafficking hotline, which received 134 calls, though it is unknown how many trafficking victims were identified through the hotline. During the reporting period, the government consolidated the QFCHT underneath a broader organizational structure, the Qatar Foundation for Social Work. The government did not report efforts to reduce the demand for commercial sex acts, nor did it report efforts to prevent child sex tourism of Qataris traveling abroad.

ROMANIA (Tier 2)

Romania is a source, transit, and destination country for men, women, and children subjected to labor trafficking and women and children subjected to sex trafficking. Romanians represent a significant source of trafficking victims in Europe. Romanian men, women, and children are subjected to labor trafficking in agriculture, construction, domestic service, hotels, and manufacturing, as well as forced begging and theft in European countries, including Austria, Azerbaijan, Cyprus, the Czech Republic, Denmark, France, Germany, Greece, Ireland, Italy, Lithuania, the Netherlands, Norway, Poland, Slovakia, Slovenia, Spain, Sweden, Switzerland, and the United Kingdom (UK). Women and children from Romania are victims of forced prostitution in European countries, including Belgium, Croatia, Cyprus, Finland, France, Germany, Greece, Hungary, Ireland, Malta, the Netherlands, Norway, Portugal, Slovenia, Spain, Sweden, Switzerland, and the UK, as well as Canada. Underage girls represent nearly one-third of Romanian trafficking victims. Victims of forced begging are typically ethnic Roma. Two-thirds of Romanian victims were recruited through acquaintances in 2013, indicating a declining trend in victims recruited through employment agencies and job advertisements. Romania is a destination country for a small number of foreign trafficking victims, including sex trafficking victims from Moldova and Poland, and labor trafficking victims from Bangladesh and Serbia.

The Government of Romania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to identify a large number of victims, but public or private institutions offered assistance to only a minority of victims. For a fifth consecutive year, the government did not provide funding to NGOs offering assistance to victims and did not offer specialized shelter services in Bucharest for adults and children. The hotline for victims to seek help continued to operate only during business hours. Some victims also had difficulty obtaining medical services, psychological counseling, and restitution from their traffickers. Prosecutions and convictions remained high, but authorities sentenced a lower proportion of convicted offenders to prison terms.



RECOMMENDATIONS FOR ROMANIA:

Allocate public funding for NGOs providing services to victims; ensure victims can easily access medical assistance and are provided with an adequate number of psychological counseling sessions; provide trafficking-specific shelter for repatriated victims in Bucharest through funds for private care providers or operating a government-run shelter; withhold publication of the names of victims who testify in trials; pursue criminal action against labor recruitment companies engaged in fraudulent practices; consistently inform victims of their right to apply for compensation, and assist victims in obtaining compensation ordered by the courts; remove non-security related restrictions on victims' movements while housed in government-funded shelters; improve efforts to identify potential victims among vulnerable populations, such as undocumented migrants, foreign workers, Roma, and children involved in begging or prostitution; ensure convicted traffickers receive sentences commensurate with the severity of their crime; vigorously investigate and prosecute acts of trafficking-related complicity allegedly committed by public officials, and punish officials convicted of such crimes with prison sentences; continue to provide victim sensitivity training for police and judges; increase awareness of the anti-trafficking hotline and consider operating it on evenings and weekends; improve the reporting of data on trafficking crimes prosecuted under Section 210(1) and other relevant laws by disaggregating reporting on sex and labor trafficking offenses; and consider offering foreign victims the right to work during the duration of their temporary residence permits.

PROSECUTION

The Romanian government demonstrated robust anti-trafficking law enforcement efforts. A new criminal code entered into force in February 2014, modifying the penalties prescribed for trafficking. Romania prohibits all forms of both sex and labor trafficking through Article 210, which prescribes penalties of three to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The new criminal code provides that a victim's initial consent does not invalidate an act of trafficking. Romanian authorities investigated 714 trafficking cases in 2013, a decrease from 867 cases in 2012. The government prosecuted 552 defendants in 2013, compared with 667 in 2012 and 480 in 2011. Romanian courts convicted 252 traffickers in 2013, compared with 427 in 2012 and 276 in 2011. The government does not disaggregate law enforcement statistics to demonstrate action against both sex and labor trafficking. The government reported that 59 percent of convicted traffickers were sentenced to some time in prison, receiving terms ranging between six months and 10 to 15 years' imprisonment; this marked a decline from 2012, when 78 percent of convicted traffickers were sentenced to time in prison. The government provided specialized anti-trafficking training to police officers, prosecutors, and judges. Romanian authorities collaborated on transnational investigations with foreign counterparts, including Austria, Croatia, Cyprus, France, Germany, Ireland, Italy, Poland, and Switzerland. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Romania demonstrated weak efforts to protect victims, as the number of victims identified far exceeded the services available to assist them. Additionally, the government relied on NGOs to help identify and assist victims, yet did not provide NGOs with any funding for operations. The government reported the identification of 896 victims by public officials and NGOs in 2013, compared with 1,041 victims identified in 2012. Approximately half of the total victims, 450, were sex trafficking victims, whereas 375 victims were subjected to forced labor, including begging and theft. The government continued to operate its national victim identification and referral mechanism, which provided formal procedures for victim referrals between law enforcement and other institutions, though observers noted police in some areas, including Bucharest, were not sufficiently proactive in identifying victims and relied on NGOs to identify victims. As in previous years, only a minority of registered victims benefitted from assistance; in 2013, 291 victims received rehabilitative services from public institutions and NGOs. For the fifth consecutive year, the government failed to provide funding to NGOs offering protection services to trafficking victims, reportedly due to a legal preclusion of direct funding for NGOs. Local governments financed and operated assistance centers, some of which were trafficking-specific. In 2013, these facilities provided services to 228 victims, including housing for 72 victims. Observers reported that lack of freedom of movement was a significant issue in these shelters. Depending on the particular situation, victims received medical assistance, psychological counseling, school reintegration, job training, and legal advice. Observers noted the scarcity of psychologists available for victims. Victims had difficulty qualifying for medical coverage because they were not previously part of the formal labor market, and thus not paying into the state's social insurance fund. The government did not operate or fund trafficking-specific shelter for adult trafficking victims in Bucharest, the country's largest city and often first destination for repatriated Romanian victims. The government maintained six transit centers for child victims located near international border crossings, although child victims identified abroad were often repatriated by plane via the airport in Bucharest. The government provided non-specialized care for child victims at emergency reception centers for abused children, which are located in each of the 41 counties and six administrative districts of Bucharest. The government reported funding the transportation costs for 54 of the 121 Romanian victims identified abroad.

The government continued to operate a trafficking-specific hotline, which allowed officials to identify victims and refer them to care, though it was not staffed during evenings and weekends. During the reporting period, the government fined some trafficking victims for crimes they committed as a direct result of being trafficked. Romanian law permitted foreign victims a 90-day reflection period, as well as a temporary residence permit to remain in the country until the completion of a prosecution, though they were not allowed to work in Romania during the time of their residence permit. Romanian trafficking victims participated in criminal prosecutions at a high rate; 886 victims participated in 2013, 63 of whom testified in trial; in 2012, 1,024 victims participated and 205 testified. Some victims reportedly chose not to testify against their traffickers because the Ministry of Justice publishes the names of all trial witnesses, including children, on its public website. Romanian law entitled victims

to restitution from their traffickers; however, only 14 percent of victims requested compensation and courts rarely approved applications from adult male victims. Additionally, many victims who were granted court-ordered restitution did not receive compensation because they did not have the resources to hire judicial enforcers to induce payment from convicted traffickers.

PREVENTION

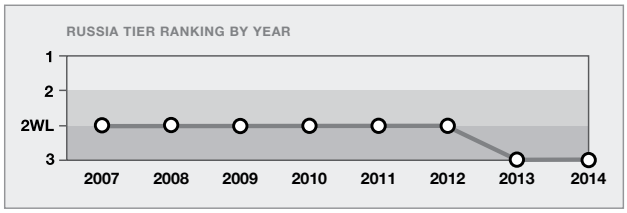
The Government of Romania sustained prevention efforts, though authorities have never criminally punished a labor recruitment firm for fraud. The National Agency against Trafficking in Persons continued to coordinate the implementation of anti-trafficking policies and the 2012-2014 action plan. The agency continued to regularly publish reports and statistics on trafficking. The government implemented six national awareness campaigns and 49 regional and local campaigns in 2013 that targeted adults seeking work abroad and schoolchildren. The government has never reported punishing a recruitment company for trafficking-related acts, despite a 2006 amendment to the criminal code that prohibited Romania-based recruitment companies from facilitating the exploitation of citizens abroad. The government demonstrated efforts to reduce the demand for commercial sex, but not for forced labor.

RUSSIA (Tier 3)

Russia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Labor trafficking remains the predominant human trafficking problem within Russia, accelerating in the context of Russia's significant increase in labor migration. Official and unofficial statistics estimate that there are between five million and 12 million foreign workers in Russia. According to official statistics, in 2013, an estimated 1.1 million labor migrants were employed in the Moscow region alone. Of this number, 22,000 worked in the housing and utilities sector, 110,000 in the construction industry, and the rest worked primarily as public transport drivers, seasonal agricultural workers, tailors and garment workers in underground garment factories, and vendors at marketplaces and shops. Many of these migrant workers experienced exploitative labor conditions characteristic of trafficking cases, such as withholding of documents, nonpayment for services rendered, physical abuse, or extremely poor living conditions. During the year, workers from Russia and other countries in Europe, Central Asia, and Southeast Asia, including Vietnam and North Korea, were subjected to forced labor in Russia. Instances of labor trafficking have been reported in the construction, manufacturing, agriculture, grocery store, maritime, and domestic service industries, as well as in forced begging, waste sorting, and street sweeping; trafficking also continued to be prevalent in textile and garment factories. In factories in the Moscow suburbs, textile workers were beaten, poorly fed, refused medical care, and prohibited from leaving the factory. Human Rights Watch reports that construction of facilities for major events drew estimated tens of thousands of migrant laborers to Russia. Human Rights Watch also documented that employers of construction projects related to the 2014 Winter Olympic Games in Sochi withheld pay, disregarded contracts, and seized passports and work permits to keep workers in conditions of exploitation. Human Rights Watch and other sources reported that Russian authorities rounded up many of these migrants, many of whom were vulnerable to human trafficking, for alleged status violations and detained or deported them without any reported efforts to identify them as trafficking victims. According to official sources, there have been criminal cases involving Russian officials allegedly facilitating trafficking in the country, including by facilitating victims' entry into Russia, providing protection to traffickers, and returning trafficking victims to their exploiters, and of employers bribing Russian officials to avoid enforcement of penalties for engaging illegal workers. Organized crime syndicates from Russia were also involved in arranging trafficking. According to the Federal Migration Service, under a state-to-state agreement, approximately 20,000 North Korean citizens are imported annually by the North Korea government for work in Russia in a variety of sectors, including the logging industry in Russia's Far East, and many of these North Korean citizens reportedly are subjected to conditions of forced labor. There were also reports of Russian citizens facing forced labor abroad.

Reports of Russian women and children subjected to sex trafficking, both in Russia and abroad, continued in 2013. Also in 2013, Russian citizens were reportedly victims of sex trafficking in many countries, including in Northeast Asia, Europe, Central Asia, Africa, and the Middle East. There were also reports of children and women from European (predominantly Ukraine and Moldova), Southeast Asian (primarily Vietnam), African, and Central Asian countries being forced into prostitution in Russia. Law enforcement cases from this reporting year indicate that forced prostitution occurs in brothels, hotels, and saunas, among other locations; certain traffickers advertised the sexual services of some minors over the internet.

The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. During the reporting period, an international organization opened a trafficking shelter in space granted by a municipal government in St. Petersburg. The government also submitted to the Russian Security Council for approval a national anti-trafficking in persons action plan, which included a request for authority to appoint a trafficking rapporteur. The Security Council did not announce a decision on this request. The absence of a national action plan, to combat trafficking, non-existence of a single coordinating authority for anti-trafficking efforts, and the absence of funding in the federal and local budgets for trafficking prevention and victim protection illustrated the Government of Russia's low political will to address human trafficking. The Russian government has signed the Program of Cooperation between CIS Member States against Trafficking in Persons, but to date there have been no specific steps taken toward implementation. Previous promises of creating an interagency committee to address human trafficking were not fulfilled. During the reporting period, the government did not establish any concrete system for the identification or care of trafficking victims and lacked a victim referral mechanism, though there were reports of victims being identified and provided assistance on an *ad hoc* basis. Prosecutions remained low compared with estimates of Russia's trafficking problem. The government detained and deported hundreds of migrant workers, many of whom were vulnerable to human trafficking, without any reported efforts to identify them as trafficking victims.



RECOMMENDATIONS FOR RUSSIA:

Develop formal national procedures to guide law enforcement and other government officials, including labor inspectors and health officials, in identification and referral of victims to service providers; allocate funding to state bodies and anti-trafficking NGOs to provide specialized trafficking victim assistance and rehabilitative care; establish a national rapporteur to be a central coordinator for the Russian government's response to trafficking; create a national anti-trafficking action plan; increase efforts to identify and assist both sex and labor trafficking victims, particularly among exploited labor migrants in Russia; implement a formal policy to ensure identified victims of trafficking are not punished or detained in deportation centers for acts committed as a direct result of being trafficked; ensure that victims have access to legal alternatives to deportation to countries where they face hardship or retribution; increase the number of investigations, prosecutions, and convictions for trafficking offenses, and investigate and criminally punish government officials complicit in trafficking; create a central repository for investigation, prosecution, conviction, and sentencing data for trafficking cases; increase efforts to raise public awareness of both sex and labor trafficking; and take steps to investigate allegations and prevent the use of forced labor in construction projects and North Korean-operated labor camps.

PROSECUTION

The Government of Russia demonstrated law enforcement efforts during the reporting period, although such efforts were far lower than the estimated occurrence of trafficking in the country. Articles 127.1 and 127.2 of the Russian criminal code prohibit both sex trafficking and forced labor, although they also cover non-trafficking offenses. Other criminal statutes were also used to prosecute trafficking offenders, such as Articles 240 and 241 for involvement in or organizing prostitution. Article 127 prescribes punishments of up to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. In 2013, law enforcement agencies registered 66 reports of crimes of trafficking in persons, of which 63 were for the purpose of sexual exploitation. According to media reports, the government investigated at least 15 potential sex trafficking suspects under Article 127.1, and at least five labor trafficking cases under Article 127.2 in 2013. By comparison, the government investigated 70 sex trafficking and 17 labor trafficking cases in 2012. The government reportedly prosecuted at least 18 defendants in seven cases of sex trafficking and at least ten defendants in four cases of forced labor in 2013, compared with twenty-two sex trafficking prosecutions and ten labor trafficking prosecutions in 2012. Russian authorities report they often charge sex trafficking cases under Articles 241 and 240, addressing the inducement to and organization of prostitution, as the elements of those crimes are often easier to prove; there is no public information on how many such cases involved forced as opposed to voluntary prostitution. In 2013, at least 28 trafficking offenders were convicted under Article 127.1, the article typically used for sex trafficking crimes, and four traffickers were convicted of the use of slave labor under Article 127.2, compared with a total of 29 people convicted under Article 127.1 and five convicted under Article 127.2 in 2012. Official sources reported that 23 trafficking offenders were sentenced to imprisonment, and nine were given suspended sentences; in 2012, 26 offenders were sentenced to imprisonment, seven were given suspended sentences, and two sentenced to other dispositions. Unofficial reports confirmed sentences of a few months' to 13 years' imprisonment, slightly higher than last year's range of up to 12 years' imprisonment. In some regions of Russia, experts report that authorities ignore or fail to pursue cases of human trafficking.

During the reporting period, the former chief of the Criminal Investigation Unit of a police precinct in the Chuvash Republic, who had provided protection to a trafficking ring, received two suspended sentences of eight years' and four years' imprisonment. The Moscow Police Department initiated a criminal case under Article 127.2 against one official of the Federal Migration Service (FMS) and two suburban Moscow police officers, alleging that the suspects had organized illegal entry to Russia of over 700 foreign citizens, primarily nationals of Vietnam, for the purpose of labor exploitation at an illegal garment factory in Moscow. The government initiated a prosecution against a Samara region senior investigator charged with refusing to initiate a criminal case of deprivation of liberty of two women by a criminal group. The government did not report progress in complicity cases cited in the past *TIP Report*, including the instance of a Moscow criminal case against a police officer who allegedly forced two women into prostitution. The North Korean government continued to export workers for bilateral contracts with Russia and other foreign governments. Despite reports of slave-like conditions of North Koreans working in Russia, the Russian government did not report any investigations into such situations.

The Russian authorities reportedly collaborated with some foreign law enforcement bodies on the investigation of transnational trafficking cases. There were reports that Russian law enforcement was not always cooperative or responsive to investigative requests from foreign governments. The Ministry of Internal Affairs, the lead law enforcement agency in the majority of trafficking cases, conducted regular training during the reporting period designed to guide its officers in handling trafficking cases. According to government officials, the General Procuracy, the Investigative Committee, the Russian Academy for Justice (training of judges), and the Russian Academy of Advocacy (training of lawyers) also provided periodic training on handling human trafficking cases.

PROTECTION

The Russian government continued to demonstrate minimal progress in efforts to protect human trafficking victims during the reporting period; a majority of foreign labor trafficking victims remained outside the scope of victim protection. Government-funded victim care was not available for the vast majority of trafficking victims in the country, and victims were routinely deported and detained with no effort to identify them or refer them to care. The government did not develop or employ a formal system to guide officials in proactive identification of trafficking victims or referral of victims to available services, and there continued to be no available official statistics on the number of trafficking victims identified or assisted by the government or NGOs. One of the agencies most frequently in contact with potential trafficking victims, the FMS, did not have

the authority to conduct investigative activities into suspected cases of trafficking, which resulted in trafficking victims being punished for crimes committed as a direct result of being trafficked. Russian authorities charged some suspected trafficking victims with residing illegally in the territory of Russia without the proper papers and reportedly deported trafficking victims without offering assistance. Throughout the summer and fall of 2013, the Russian government also conducted sweeps of areas with migrant labor, rounded up thousands of migrants, and charged the migrants without screening for indicators of trafficking. There were also reports that Russian authorities deported Nigerian and Kenyan sex trafficking victims in 2013 without any investigation into the crime, despite the victims' fear of retribution in their home countries. In several such cases involving foreign victims in one region of Russia, police chose to deport these individuals instead of prosecuting the traffickers.

The government did not publicly report any funding or programs for specific assistance to trafficking victims, and the government did not verify how many trafficking victims benefitted from funding or programs intended for other general purposes, such as witness protection, child protection, or government crisis centers, which were unlikely to accept victims who were not registered in the district in which the center is located. Foreign trafficking victims, the largest group of victims in Russia, were not entitled to access state-provided rehabilitative services. No ministry has publicly acknowledged responsibility for or agreed to use ministerial budgets to create and operate shelters for victims or create and sustain a national referral mechanism that would refer victims to assistance providers. In April 2013, the Russian Red Cross opened a foreign-funded eight-bed trafficking shelter in a space granted by the St. Petersburg municipal government. The shelter has cared for 19 victims since its opening, including victims from Europe, Central Asia, Africa, and Russia. Various organizations referred victims to the shelter, including elements of the Russian federal government.

Russian authorities reported that a December 2013 amendment to the law on state protection of victims, witnesses, and other participants in criminal proceedings expanded the rights of crime victims, including through damage compensation and notice to victims on the release of convicts. However, because the text of the law does not distinguish any specific category of victims, it is not clear whether it would benefit trafficking victims and there was no evidence that it has thus far been used to protect such victims. Although a law on temporary residency provided the opportunity for a person officially recognized as a victim of human trafficking to apply for an adjustment of pre-existing temporary residency permits, there were no reports that any trafficking victims received such a benefit and this law would not apply to any trafficking victims who were illegally present in Russia. There were otherwise no trafficking-specific formal legal alternatives to deportation for foreign victims.

PREVENTION

Russia's national government demonstrated limited efforts to prevent trafficking over the reporting period. During the reporting period, there were no efforts to develop public awareness of possible forced labor or sex trafficking. The government did fund three projects to prevent trafficking, including for the prevention of the use of forced labor of soldiers in the armed forces and for the development of a pilot prototype of the Russian National Monitoring Center for Missing Children and Child Victims. In June 2013, the prosecutor general's office posted an article on its website providing an overview of Russian trafficking cases and international law on trafficking, including recommendations for increased activities to fight trafficking; the article advocated for prosecutorial oversight of the anti-trafficking fight in Russia.

The government did not have a body to monitor its anti-trafficking activities or make periodic assessments measuring its performance. In early December 2013, representatives of the prosecutor general's office announced they had submitted a national anti-trafficking action plan that included a request for authority to appoint an anti-trafficking rapporteur to the Russian Security Council for approval. At the close of the reporting period, neither the action plan nor the rapporteur were in place, and the Commonwealth of Independent States anti-trafficking plan remained the Government of Russia's sole anti-trafficking plan, but has not yet been implemented. The government took efforts to reduce the demand for commercial sex acts by newly criminalizing obtaining the sexual services of a minor aged 16 to 18 years old. The government did not report any specific measures to ensure that its military personnel, when deployed abroad as part of peacekeeping or other similar missions, did not engage in or facilitate human trafficking.

RWANDA (Tier 2 Watch List)

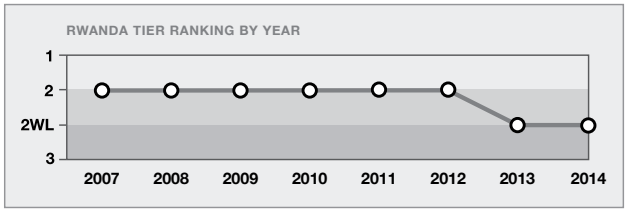
Rwanda is a source and, to a lesser extent, transit and destination country for women and children subjected to forced labor and sex trafficking. Rwandan girls and, to a lesser extent, boys are exploited in domestic servitude within the country, often through extended family networks; some of these children experience nonpayment of wages and physical or sexual abuse. Older females offer vulnerable younger girls room and board, and force them into prostitution to pay for their expenses. Brothel owners supply girls in prostitution to clients staying at hotels. Rwandan men, women and children are recruited and transported abroad, including to Kenya, Uganda, South Africa, the United Arab Emirates (UAE), Malaysia, China, the United States, and Europe where they are subjected to forced agricultural and industrial labor, domestic servitude, and prostitution.

Women and children from neighboring countries and Somalia are subjected to prostitution and forced labor in Rwanda. A limited number of foreign nationals transit Rwanda before being exploited in third countries; for example, in 2013, an unknown number of potential African victims transited Kigali airport *en route* to destinations in the Middle East. Kampala- and Nairobi-based labor recruiters and brokers recruited workers through fraudulent offers of employment or excessive fees; these recruiters coached potential victims on evading detection at Rwanda's land border crossings or hired smugglers to assist in illegal, unregulated crossings.

In 2013, the UN Group of Experts and Human Rights Watch (HRW) reported that Rwandan government officials provided support to the M23, an armed group operating in the eastern Democratic Republic of the Congo, which recruited children and men, at times fraudulently and by force. The government's material and logistical support to the M23 included weapons, ammunition, the provision of training by Rwandan Defense Forces (RDF) officers, and reinforcement by RDF soldiers during combat operations. The M23 recruited men and children in Rwanda in 2013, with some demobilized M23 soldiers reporting being initially conscripted by Rwandan Defense Force (RDF) soldiers. HRW indicated that Rwandan army officers also forcibly returned Rwandan deserters to the M23. The M23 were militarily

defeated in November 2013. The Rwandan government refrained from reinforcing the M23 during final combat operations against the group, and Rwandan support to and recruiting for the M23 ceased following the group's defeat.

The Government of Rwanda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government investigated 17 suspected traffickers and initiated prosecutions involving 11 defendants. It opened five additional centers that provide assistance to victims of gender-based violence, including screening for trafficking victimization. The government failed to convict any traffickers in 2013 and did not provide details on the number of victims identified and assisted during the year. The police continued to arrest and detain some trafficking victims in government transit centers, where officials sporadically screened for trafficking victimization and referred victims to subsequent care. Further, the government remained complicit in the commission of trafficking crimes through its provision of material and logistical support to the M23, an armed group in eastern DRC that—through its forced or fraudulent recruitment of children and men to serve in combat and support roles—directly engaged in trafficking. In addition, Rwandan officials reportedly actively recruited children for use by the M23 and forcibly returned those attempting to desert. The government denied re-entry into Rwanda to some demobilized M23 combatants of Rwandan nationality and did not provide assistance to repatriated M23 members as part of greater reintegration efforts carried out by the Rwanda Demobilization and Reintegration Commission (RDRC). Such efforts run counter to the government's years of unparalleled care for former adult and child combatants. While the government ceased its support of the M23 in November 2013, it has not acknowledged or taken action to address the trafficking crimes that took place beginning in early 2012. Due to these aforementioned failures and its support for the M23 during the reporting period, Rwanda did not demonstrate increased efforts to combat trafficking and is placed on Tier 2 Watch List for the second consecutive year.



RECOMMENDATIONS FOR RWANDA:

Investigate and prosecute those suspected of forcibly or fraudulently recruiting men and children in support of the M23 in Rwanda; enforce the trafficking-specific penal code amendments through increased investigations and prosecutions of trafficking offenses; draft and enact a national action plan; increase the number of labor inspectors and resources available to them to carry out their roles; use judicial police specifically trained on gender-based violence to supplement the work of the national police's anti-trafficking unit and government's labor inspectors; build capacity to screen for trafficking victims at child transit centers through increased collaboration between the police and the Ministry of Gender and Family Promotion (MIGEPROF) or NGOs; establish policies to provide foreign trafficking victims with relief from deportation; launch a national awareness campaign; and institute a unified system for collecting trafficking case data for use by all stakeholders.

PROSECUTION

The government maintained strong efforts to investigate and prosecute some trafficking crimes; however, it remained complicit in other trafficking crimes through its support to the M23 until November 2013. Rwanda's penal code, promulgated in June 2012, criminalizes trafficking in persons under a variety of articles, mostly contained in Chapter 8. This chapter, in combination with forced labor articles and other provisions of law, cover almost all forms of trafficking. However, the penal code narrowly defines trafficking as a crime requiring movement, which would appear to leave some forms of trafficking outside the scope of the law. For example, it is not clear whether the law criminalizes the recruitment of an individual for the purpose of forced labor in the absence of movement. Chapter 8 prescribes penalties of seven to 10 years' imprisonment or fines the equivalent of approximately $7,900 to $15,900 for internal trafficking, and up to 15 years' imprisonment for transnational trafficking, penalties which are sufficiently stringent and commensurate with those prescribed for other serious crimes. However, penalties for trafficking crimes in other portions of the penal code differ; Article 206 (inciting adults into prostitution) and Article 178 (forced labor) prescribe penalties that are insufficiently stringent and not commensurate with other serious crimes. Child trafficking convictions are subject to a minimum five-year prison term, while slavery convictions carry three to 12-year prison terms. The Law Relating to the Rights and Protection of the Child, enacted in 2012, outlaws child trafficking, prostitution, and slavery under Article 51; however, the law fails to include penalties alongside these prohibitions, limiting its utility.

In 2013, the Rwandan National Police (RNP) and National Public Prosecution Authority (NPPA) reported the investigation of 17 suspected offenders and initiated prosecution of 11 defendants, some of which were charged under Chapter 8. These cases involved the sex trafficking of Rwandan women and girls abroad, often by Rwandan or Ugandan recruiters. Unlike previous years, the government did not convict any traffickers in 2013. Rwandan law enforcement officials cooperated with other countries to investigate transnational trafficking offenses, facilitate the repatriation of trafficking victims, and disrupt trafficking operations. Police and immigration officials maintained strict border control measures to prevent transnational trafficking. For example, in 2013, the government opened an INTERPOL liaison office at Kigali international airport, where Rwandan officials intercepted Ugandan women transiting to Dubai—where they may be subjected to sex trafficking or transit *en route* to similar exploitation in Asia.

The NPPA expanded its gender-based violence unit, which handles trafficking cases, from two to 12 prosecutors. The gender desk at each of Rwanda's 75 police stations has at least one judicial police officer; all judicial police officers specializing in serious crimes have undergone training on identifying and assisting victims of trafficking, and investigating and prosecuting trafficking cases. The government reported that an unknown number of NPPA, RNP, Ministry of Public Service and Labor (MIFOTRA), and Ministry of Health staff received training on trafficking as part of standard training on gender-based violence. All newly hired immigration officers received training on the identification of trafficking victims. Government officials facilitated sessions as part of NGO-funded trainings that reached 60 judicial police and prosecutors in 2013. RNP officials reported the number of investigators remained inadequate to properly investigate the numerous reports of forced labor, sex trafficking, and sexual exploitation of child domestic workers.

The government did not report any investigations, prosecutions, or convictions of government employees complicit in trafficking or trafficking-related crimes, including those involved in the recruitment of child soldiers and border officials accepting bribes to allow irregular border crossings.

PROTECTION

In past years, the government was recognized for its unparalleled level of care for former child combatants; however, in 2013, victim protection efforts were undermined by support for the M23's at times forcible recruitment of child soldiers and denial of care to former M23 combatants. The government did not allow former M23 combatants—including both children and adults—to reintegrate through RDRC facilities. The UN Organization Stabilization Mission in the DRC (MONUSCO) also reported that in early 2014, the government denied some demobilized combatants their Rwandan citizenship and barred them from reentering Rwanda. The UN Group of Experts reported the repatriation of 78 Rwandan members of M23 in 2013, including 18 children. Thirty-eight former child combatants associated with other armed groups in the DRC received three months' care, including psycho-social counseling, at the government's center for child ex-combatants in Musanze. The RDRC worked with local authorities and an NGO to locate the children's families, and social workers sensitized families to their acceptance of the children's return.

The government did not provide detailed information on the number of victims identified and assisted in 2013. Police identified and referred an unknown number of sex and labor trafficking victims to a network of centers that provided assistance to victims of gender-based violence, including child domestic workers and children in prostitution. In 2013, the government opened five additional centers in district capitals, sometimes co-located with public hospitals, which provided medical exams, counseling, legal assistance, and short-term shelter. Social workers utilized a set of questions to identify potential cases of trafficking upon a person's arrival at these centers and, when working with victims, police used a standardized checklist, which required: securing medical, social, and counseling services; the presence of a victim's advocate during questioning; and referrals of victims to NGOs, religious entities, or community groups for further assistance. Judicial police officers encouraged victims to participate in the investigation and prosecution of trafficking crimes and interviewed victims at these centers rather than at police stations; these initial statements could stand as testimony if victims did not wish to appear in court. While the government took great care to protect victims during the trial process, officials acknowledged the frequent unwillingness of victims to cooperate with investigators and prosecutors, leading to the dismissal of an unspecified number of cases due to lack of evidence. The police headquarters in Kigali continued operating a hotline for reporting gender-based violence crimes; the number of trafficking-related calls received in 2013 was unknown. During 2013, the National Commission of Children deployed psychologists and social workers to three of Rwanda's 30 districts in order to identify and rehabilitate victims of child labor and gender-based violence, including trafficking.

The government allocated the equivalent of approximately $400,000 to support 17 private or NGO-run child rehabilitation centers offering shelter, basic needs, and rehabilitative services to street children in 2013. It operated three transit centers for street children, including children in prostitution and street and market vendors, after their arrest by the RNP. MIGEPROF screened some of the children and young adults detained in these centers and referred some to rehabilitation centers or their families; however, such screening was sporadic and inadequate. The RNP often discharged young people from the transit centers without proper screening for trafficking victimization. Police held some child victims of trafficking in detention at these transit centers for weeks or months as they sought placement with their families, an appropriate foster home, or an institution. The one government-run rehabilitation center for street children provided psychosocial support, education and vocational trainings, and reintegration services to 135 former street children in 2013. Due to inadequate screening of vulnerable groups, victims likely remained unidentified and faced time in prison or the Nyagatare Rehabilitation Center for unlawful acts committed as a direct result of being trafficked. RNP officials acknowledged that training in victim identification and investigation remained inadequate.

Although Rwandan law does not provide foreign trafficking victims with legal alternatives to their removal to a country where they may face hardship or retribution, in practice, the government exercised discretion on a case-by-case basis to provide such alternatives. An NGO reported that officials sheltered one Congolese victim in a transit center rather than deporting her. Rwandan officials worked with the Rwandan embassies to locate, recover, and repatriate Rwandan victims; in August 2013, officials assisted in the repatriation of an unknown number of Rwandan women from Uganda. The government continued to encounter difficulty working with Chinese authorities to repatriate approximately 100 Rwandan women exploited in various cities in China; similar frustrations were reported involving a lack of cooperation from authorities in the UAE.

PREVENTION

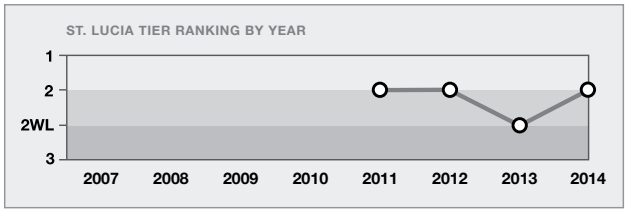
The government maintained anti-trafficking prevention efforts, but remained without a lead ministry or formal coordinating body to oversee its anti-trafficking efforts; the RNP and NPPA served as *de facto* coordinators of an interagency anti-trafficking working group that included the Directorate General of Immigration and Emigration, the National Institute of Statistics, and the Ministries of Internal Security, Local Government, Gender, Education, and Public Service and Labor. The government lacked a national action plan to guide government anti-trafficking efforts; nonetheless government ministries coordinated policies on gender-based violence and related trafficking issues, as part of its 2011-2016 National Gender-Based Violence Action Plan. The government continued a multi-stakeholder campaign against gender-based violence, including trafficking; as part of this campaign, billboards, radio and television programs, and school education campaigns included messages on sex trafficking. In 2013, women parliamentarians and an NGO partnered on an awareness-raising campaign to prevent employers and officials from coercing women to perform sexual acts in exchange for employment or services. The RNP and NPPA reported that law enforcement activities targeted labor recruiters, brokers, and international trafficking rings in 2013. In January 2014, the permanent secretary of MIGEPROF held a press conference to denounce the sending of Rwandan girls to third countries for commercial sexual exploitation and urged Rwandans to assist the government in identifying young women who might be susceptible to recruitment by trafficking rings. In 2013, MIFOTRA continued its review of draft amendments for the labor law to include new regulations on labor recruitment. MIFOTRA continued to train all labor inspectors twice per year

on how to identify and handle cases of child labor, including trafficking in persons. MIFOTRA's labor inspectors held monthly sensitization activities and quarterly trainings for employers and local authorities on child labor regulations. However, these 30 district labor inspectors were insufficient to fulfill their monitoring mandate, and the government did not provide them with adequate resources. MIFOTRA continued its public awareness campaigns on the worst forms of child labor, including trafficking, through radio shows, television announcements, and skits. Officials and international organizations acknowledged that child labor programming continued to overlook children in domestic servitude. Although it reported the arrest of men soliciting prostitution, the government did not take coordinated action to reduce the demand for commercial sex acts. The government trained Rwandan troops on gender sensitivity and sexual exploitation prior to their deployment to UN peacekeeping missions abroad.

ST. LUCIA (Tier 2)

St. Lucia is a source and destination country for persons subjected to forced prostitution and forced labor. Legal and illegal immigrants from Haiti, Jamaica, the Dominican Republic, Guyana, and South Asia, especially those working in domestic service, are the groups most vulnerable to human trafficking. There are indications that internal prostitution of St. Lucian children occurs; third-party prostitution of children under 18 is a form of human trafficking. Foreign women in prostitution are also vulnerable to sex trafficking. According to the police and NGOs, pimps, strip club operators, and brothel owners are the most likely sex trafficking perpetrators in the country. St. Lucian citizens are subjected to forced prostitution in other countries.

The Government of St. Lucia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated significant progress in the identification and referral of potential trafficking victims during the reporting period. It increased its anti-trafficking law enforcement efforts by launching two anti-trafficking investigations. It did not prosecute any trafficking offenders, including any government employees complicit in human trafficking. In addition, the government made few discernible efforts to prevent human trafficking during the reporting period.



RECOMMENDATIONS FOR ST. LUCIA:
Continue to identify and provide assistance to trafficking victims, including prostituted children under 18; vigorously prosecute, convict, and punish perpetrators of forced labor and sex trafficking, including officials complicit in human trafficking; provide and encourage the use of standard operating procedures to guide police, immigration, labor, child protection, and social welfare officials in the proactive identification of trafficking victims and their referral to appropriate services; and provide police and other law enforcement officials with standard operating procedures on a victim-centered approach to the investigation of suspected trafficking cases.

PROSECUTION
The Government of St. Lucia made progress in addressing human trafficking through law enforcement means during the reporting period. The government prohibits all forms of trafficking through the 2010 Counter-Trafficking Act, which prescribes punishments of five to 10 years' imprisonment with fines. These penalties are sufficiently stringent and commensurate with other serious crimes, such as rape. The government initiated two sex trafficking investigations during the reporting period; this represents an improvement from the previous year when it did not conduct any trafficking investigations. The government did not report any prosecutions of trafficking offenses or convictions of trafficking offenders or public officials complicit in human trafficking in 2013, 2012, or 2011. Security for sex trade establishments was reportedly sometimes provided by off-duty police officers, an arrangement that risks inhibiting law enforcement's willingness to investigate allegations of human trafficking in the sex trade. There were no standard operating procedures in place to guide law enforcement authorities in how to handle trafficking cases. The government provided in-kind support to an IOM-led training workshop related to human trafficking for 32 participants from 20 government ministries and NGOs. The Ministry of National Security reported training 130 police officers in six trafficking awareness sessions from September 2013 through March 2014. The training included trafficking sensitization, an overview of St. Lucian trafficking laws, and coordination with outside organizations to address trafficking.

PROTECTION
The government demonstrated important progress to identify and protect victims of human trafficking during the reporting period. In March 2014, the government identified four potential trafficking victims; this is an increase from no potential victims identified the previous year. The government partnered with IOM to ensure proper care and assistance for the victims and provide appropriate temporary shelter. The government reported running a system of informal shelters in which victims, including male children, could seek assistance. A government-funded NGO ran a shelter for girls, but it was not known if the facility assisted any trafficking victims. The government did not have formal procedures to guide law enforcement, health, and other officials in how to identify trafficking victims and refer them to available protection and assistance services. Strong victim protection provisions in the 2010 Counter-Trafficking Act were intended to encourage victims to participate in the investigation and prosecution of trafficking offenders. The act provides that the alleged consent of a victim to the exploitation, as well as the past sexual behavior of a victim, is irrelevant to status as a victim. The act also protects trafficking victims from prosecution for crimes committed as a direct result of their being trafficked and protects foreign victims from deportation. The government did not report using any of these protections during the reporting period.

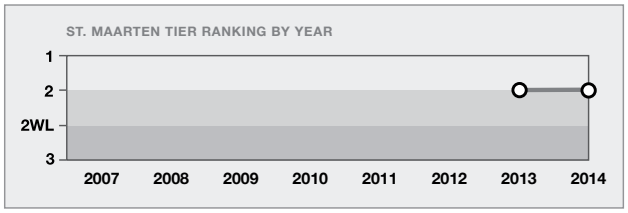
PREVENTION
The government made no discernible efforts to prevent human trafficking during the reporting period. There was no national campaign to raise awareness about forced labor and sex trafficking. An interagency taskforce drafted a human trafficking national action plan, which was undergoing review before

being presented to the Cabinet of Ministers. The government did not have a campaign to reduce the demand for commercial sex acts or forced labor. The government has not identified a problem with child sex tourism in St. Lucia. In July 2013, St. Lucia became a party to the 2000 UN TIP Protocol.

ST. MAARTEN (Tier 2)*

St. Maarten is a source, transit, and destination for women, children, and men subjected to sex trafficking and forced labor. There are indications that some foreign migrant women in St. Maarten's sex trade are subjected to debt bondage. Women and girls from Colombia, the Dominican Republic, Jamaica, and other countries in the region are the most vulnerable to sex trafficking. Other nationalities that are vulnerable to sex trafficking include women from Russia and Eastern Europe. Foreign women working in the regulated brothels and strip clubs on St. Maarten are typically granted short-term, temporary residence permits, usually valid for three to six months, after which they are required to leave the country. Strip club dancers and women in prostitution in St. Maarten are dependent upon strip club and brothel managers to obtain their work permits, increasing their risks of sex trafficking in these establishments. Reports indicate a significant number of an estimated 15,000 illegal migrant workers in the country are highly vulnerable to forced domestic service and forced labor in construction, Chinese supermarkets, retail shops, security, landscaping, and housekeeping. St. Maarten authorities report that workers from India, China, Haiti, Jamaica, and other Caribbean islands are subjected to exploitive conditions involving indicators of forced labor in the country. A 2013 UN Report on St. Maarten cited a UN Committee recommendation to update data on the number of children involved in sexual exploitation, including trafficking, and on the number of children provided access to recovery and reintegration services.

The Government of St. Maarten does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government established a national reporting bureau on human trafficking, conducted an awareness campaign, and launched an anti-trafficking hotline in 2013. While the government initiated new trafficking investigations, it did not hold any trafficking offenders accountable during the year. Officials in St. Maarten did not proactively identify trafficking victims nor refer any potential victims for care. The government's lack of victim identification in St. Maarten—despite a very large vulnerable population of illegal migrants and foreign women in prostitution, including women employed by licensed brothels—significantly hampered the government's anti-trafficking efforts.



RECOMMENDATIONS FOR ST. MAARTEN:
Identify and assist potential trafficking victims by implementing formalized, proactive victim protection measures to guide officials, including health workers, on how to identify and assist victims of forced labor and sex trafficking in the regulated and unregulated sex trade; implement procedures to transport potential trafficking victims to a safe location for victim identification interviews, as victims often first appear as immigration violators and are reluctant to disclose details of their exploitation; proactively implement the anti-trafficking law by vigorously prosecuting, convicting, and sentencing trafficking offenders, including officials complicit in human trafficking; include a trained Spanish-speaking victim advocate in routine health inspections at legal brothels to ensure the rights of women in these legal brothels are protected; conduct outreach with all incoming migrants, including domestic workers and foreign women on temporary entertainment visas, to ensure they are informed of their rights, the new anti-trafficking hotline, and ways to seek help; continue to consult with the Government of the Netherlands on how it proactively identifies trafficking victims; consider establishing a stand-alone position for the national trafficking coordinator to ensure anti-trafficking responses are separate from immigration enforcement; and continue to educate the general public, public officials, and victims about trafficking in St. Maarten and its distinctions from human smuggling.

PROSECUTION
The government sustained anti-trafficking law enforcement efforts. St. Maarten's June 2012 penal code prohibits all forms of trafficking in persons through articles 2:239-245 and prescribes penalties ranging from four to 24 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. The government initiated two sex trafficking investigations against suspected traffickers in 2013, the same number of investigations as in the previous year. It did not launch any new prosecutions or convict any trafficking defendants in 2013; in the previous year, a defendant was convicted for sex trafficking at a regulated brothel. According to media reports, officials granted the establishment a new operating permit despite a request by the prosecutor's office to close down this brothel. Immigration authorities reported that the standard law enforcement response for women who escape government-licensed brothels continued to be deportation, rather than investigating the circumstances driving their escape. The government did not report any new investigations or prosecutions of government employees, including among high-level officials with alleged financial ties to brothels in the country, for alleged complicity in trafficking-related offenses.

PROTECTION
The Government of St. Maarten demonstrated uneven progress in the protection of trafficking victims in 2013. During the year, its newly established National Reporting Bureau on human smuggling and human trafficking received reports of at least seven potential labor trafficking victims, but it did not refer these potential victims to care or assistance. The government has not formally identified any trafficking victims since 2011. During the year, it improved its capacity to identify trafficking victims by

** St. Maarten is a semi-autonomous entity within the Kingdom of the Netherlands. The Kingdom Charter divides responsibility among the co-equal parts of the Kingdom based on jurisdiction. For the purpose of this report, St. Maarten is not a "country" to which the minimum standards for the elimination of trafficking in the Trafficking Victims Protection Act apply. This narrative reflects how St. Maarten would be assessed if it were a separate, independent country.*

distributing an NGO-developed checklist of trafficking indicators for immigration officials and other stakeholders. However, the government has yet to employ formal standard operating procedures to identify potential sex trafficking and forced labor victims and how to refer them to care. The government established an inter-disciplinary team, chaired by the director of immigration, to conduct inspections in government-licensed brothels during the year. Although the government reported conducting two immigration-related enforcement checks for safety code violations in all regulated brothels in 2013, it was unclear to what extent these inspections involved explicit screening for trafficking indicators. The government did not identify or refer to victim services any potential sex trafficking victims identified in government-licensed brothels in 2013. Furthermore, it was unclear whether weekly-required health checks of these highly vulnerable women also included a systematic assessment for indications of trafficking.

The government did not provide any funding to NGOs responsible for trafficking victim care in 2013. The government reported that foreign trafficking victims could be granted temporary residency permits; it did not issue any such permits during the year. It did not report that it had a formal policy to protect identified victims from being punished for crimes committed as a direct result of being trafficked. The lack of standard operating procedures for victim identification for front-line responders hindered the government's ability to identify trafficking victims and likely resulted in victims' inadvertent arrest and deportation.

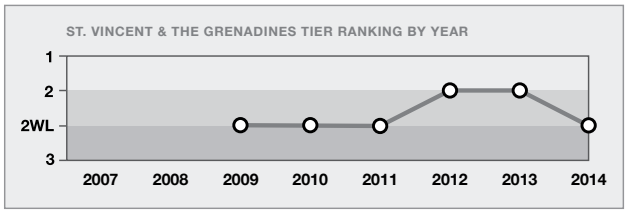
PREVENTION

The government demonstrated notable progress in its anti-trafficking prevention efforts during the year. In September 2013, it established a National Reporting Bureau, with a staff of four, as the lead agency on human smuggling and trafficking. This Bureau launched an anti-trafficking hotline and awareness campaign in October of 2013 to inform potential victims and the public about forced labor and sex trafficking. The awareness campaign included a list of common trafficking indicators that was disseminated to media outlets and posted on a government website. The campaign also included public service announcements, brochures, flyers, and posters disseminated in local businesses and other official and public venues. Observers reported that the government continues to conflate human trafficking with human smuggling as part of its anti-trafficking response. In August 2013, the government adopted a national action plan on trafficking; the plan incorporated elements of the government's anti-trafficking memorandum of understanding with the Government of the Netherlands and contained key recommendations on victim protection from the anti-trafficking community. The government gave the Director of Immigration and Border Control the role of national anti-trafficking coordinator; the director also chairs the National Reporting Bureau. As part of the larger awareness campaign, the national coordinator conducted outreach with immigrant communities vulnerable to labor trafficking in 2013, providing them with information on how to report potential victims and trafficking crimes. The government reported that foreign women employed in the adult entertainment industry received anti-trafficking brochures and information on the new government hotline. The government did not launch any campaigns explicitly targeted at reducing the demand for forced labor or discouraging potential clients from engaging in the sex trade in St. Maarten. The government has not identified incidents of foreign child sex tourism in St. Maarten.

ST. VINCENT AND THE GRENADINES (Tier 2 Watch List)

St. Vincent and the Grenadines is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. NGOs and local government officials report that some adults pressure children under the age of 18 to provide sex acts to men in exchange for money or gifts; third-party prostitution of children under 18 is a form of human trafficking. Local officials and NGOs have also raised concerns regarding foreign women engaged in prostitution or foreign workers subjected to forced labor in or transiting through the country; foreign workers employed by small, foreign-owned companies have been identified as particularly vulnerable to trafficking. Men, women, and children remain vulnerable to forced labor in the country, primarily in the agriculture sector.

The Government of St. Vincent and the Grenadines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government conducted three trafficking investigations during the year and increased its anti-trafficking awareness efforts in schools. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, St. Vincent and the Grenadines is placed on Tier 2 Watch List. It did not prosecute or convict any trafficking offenders. The government neither demonstrated proactive victim identification efforts nor identified or referred any trafficking victims for care. This is a decline from the previous year when it identified five potential trafficking victims.



RECOMMENDATIONS FOR ST. VINCENT AND THE GRENADINES:

Proactively identify and refer any suspected victims of trafficking to appropriate care and services; promote a victim-centered approach to victim identification by involving NGOs or other victim advocate officials in the identification process; develop and disseminate a government-wide referral process for various types of suspected trafficking victims (child, adult, male, female, national, non-national); prosecute and convict human trafficking offenders; take additional steps to ensure potential trafficking victims are taken to a safe location while conducting victim identification interviews, as victims often first appear as immigration or prostitution-related violators and are reluctant to disclose details of their exploitation; and identify a social worker or NGO who can coordinate assistance, serve as the victim's advocate, and liaise with law enforcement.

PROSECUTION

The Government of St. Vincent and the Grenadines demonstrated minimal law enforcement efforts against human trafficking. The Prevention of Trafficking in Persons Bill of 2011 prohibits forced prostitution and forced labor, including bonded labor, and prescribes punishments of up to 20 years' imprisonment

with fines. These penalties are sufficiently stringent and commensurate with penalties for other serious crimes, such as rape. The government did not report it prosecuted or convicted any trafficking offenders in 2013. During the reporting period, the special police unit focusing on human trafficking, sexual offenses, and domestic violence initiated three human trafficking investigations, compared with four investigations in 2012. It did not initiate any prosecutions of trafficking offenders in 2013. The government did not report any convictions of trafficking offenders or government employees complicit in human trafficking offenses in 2013, 2012, or 2011. During the reporting period, the government's ministerial-level national taskforce conducted training on victim identification for all new police officers and incorporated a trafficking section into its officer's training manual. The government provided in-kind assistance to IOM-led anti-trafficking training for officials and local NGOs.

PROTECTION

The government did not demonstrate progress in victim identification or the provision of protective services during the reporting period. It did not identify or refer any potential trafficking victims for care in 2013. This represents a decline from the previous reporting period when it proactively identified five potential victims.

During the reporting period, the government officially implemented the use of screening forms developed the previous year to guide officials in identifying trafficking victims. However, it has not yet completed guidelines on the referral of victims to appropriate shelter and services initiated in 2012. In addition, the government did not fund any trafficking-specific assistance programs, though it continued to fund a short-term domestic violence shelter that could also accommodate adult women, men, and child trafficking victims. As the government did not identify any trafficking victims in 2013, no trafficking victims assisted law enforcement during the reporting period.

The government's anti-trafficking law contains incentives to encourage victims' assistance in the investigation and prosecution of human trafficking offenders, including temporary and permanent residency permits. The anti-trafficking law thus provides alternatives to the removal of foreign victims to countries where they would face hardship or retribution, though during the reporting period, no foreign victims received such immigration relief. The trafficking law also protects victims from punishment for crimes committed as a direct result of being trafficked, and there were no reports that victims were inappropriately punished during the reporting period.

PREVENTION

The government made limited progress in preventing human trafficking during the reporting period. While working level officials continued to acknowledge a trafficking problem in the country, public comments by high-level officials that the problem does not exist diminished the impact of trafficking awareness campaigns. The police continued to operate a hotline for reporting human trafficking cases; the police reported that the hotline received several calls during the year. The police increased their trafficking sensitization efforts in schools by training 8,584 students and 571 teachers, a significant increase from outreach efforts the previous year. The police also provided trafficking awareness training to staff from the Ministry of Agriculture, the Ministry of Education, and other governmental entities on how to identify and assist victims. The prime minister chaired a ministerial-level national anti-trafficking taskforce. During the year, the taskforce submitted a National Action Plan covering 2013-2015 to Parliament for approval; however, Parliament has yet to vote on the plan, and it lacks an allocated budget or other resources for its implementation. While the taskforce took some initial steps to develop a working level coordination group, it has yet to form this group. The government has not recognized the problem of foreign child sex tourists in St. Vincent and the Grenadines. It reported no efforts to reduce the demand for commercial sex acts or forced labor.

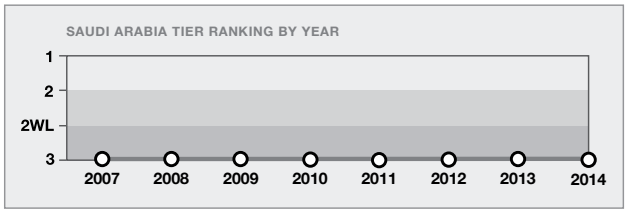
SAUDI ARABIA (Tier 3)

Saudi Arabia is a destination country for men and women subjected to forced labor and, to a lesser extent, forced prostitution. Men and women from countries in South Central Asia, the Middle East, and Africa, such as Bangladesh, India, Sri Lanka, Nepal, Pakistan, the Philippines, Indonesia, Sudan, Ethiopia, Kenya, Burma, and Yemen, as well as many other countries voluntarily travel to Saudi Arabia as domestic workers or low-skilled laborers; many subsequently face involuntary servitude, experiencing nonpayment of wages, withholding of passports, confinement to the workplace, long working hours without rest, deprivation of food, threats, physical and sexual abuse, and restrictions on movement. Sending-country embassies and consulates indicate that non-payment of wages is the most widespread complaint from foreign workers in Saudi Arabia. The foreign worker population is the most vulnerable to trafficking in Saudi Arabia, particularly female domestic workers, due to their isolation inside private residences. The International Labor Organization (ILO) estimates that Saudi Arabia is one of the largest employers of domestic workers in the world; this sector has the highest average working hours in Saudi Arabia. Although many migrant workers sign contracts delineating their rights, some report work conditions that are substantially different from those described in the contract. Other migrant workers never see a contract at all, leaving them especially vulnerable to forced labor, including debt bondage. Some migrant workers voluntarily enter into illegal arrangements and pay a Saudi national to sponsor their residency permit while they seek freelance work, thus becoming vulnerable to possible extortion by their sponsors. Due to Saudi Arabia's requirement that foreign workers receive permission from their employers to obtain an exit visa before they are legally able to leave the country, some migrant workers report that they are forced to work for months or years beyond their contract term because their employers will not grant them an exit permit; the government extended an amnesty from this provision to migrant workers between April and November 2013.

Some women, primarily from Asia and Africa, are believed to be forced into prostitution in Saudi Arabia. Some female domestic workers are reportedly kidnapped and forced into prostitution after running away from abusive employers. Children from Yemen, Nigeria, Pakistan, Afghanistan, Chad, and Sudan are subjected to forced labor as beggars and street vendors in Saudi Arabia, facilitated by criminal gangs. A Saudi government study conducted in 2011 reported that most beggars in Saudi Arabia are Yemenis between the ages of 16 and 25. Migrants from Yemen and the Horn of Africa enter Saudi Arabia illegally via the border with Yemen; some of them may be trafficking victims. Some Saudi nationals engaged in sex tourism during the reporting period in various countries worldwide. The Saudi government

did not report efforts to address child sex tourism by Saudi nationals abroad through any law enforcement efforts. Some Saudi men used legally-contracted "temporary marriages" as a means by which to sexually exploit young girls and women overseas in countries such as Egypt, India, Jordan, Mauritania, Yemen, and Indonesia.

The Government of Saudi Arabia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not report prosecuting or convicting any trafficking offenders. Though the government identified and referred some victims to protection services, authorities identified fewer victims than in the previous reporting period. The government did not make systematic efforts to proactively identify trafficking victims among foreign migrants, runaway domestic workers, and vulnerable children. Some Saudi police and officials continued to arrest, detain, and sometimes charge runaway and illegal migrant workers who may be unidentified trafficking victims, while some police referred others to government-run camps for individuals being deported. During the government's amnesty period and migrant round-ups, the government did not have a systematic process in place to identify victims of trafficking among the thousands of foreign migrants who were arrested, detained, and deported; however, it reportedly investigated some potential trafficking cases at detention and deportation centers. Moreover, some migrants—some of whom may be victims of trafficking—reported abuses at the hands of government authorities during the detention and deportation process. The sponsorship system, including the exit visa requirement, continued to restrict the freedom of movement of migrant workers and to hamper the ability of victims of trafficking to pursue legal cases against their employers. Though the government adopted new laws in 2013 that provide some protections for domestic workers, including establishing working hours and requiring direct wage payments into bank accounts, the new laws also provided that domestic workers cannot refuse to work if it is in their contract; this may increase domestic workers' vulnerability to forced labor. Employers continued to regularly withhold workers' passports without punishment as a means of keeping workers in forced labor, despite this practice being prohibited by law.



RECOMMENDATIONS FOR SAUDI ARABIA:

Significantly increase efforts to prosecute, punish, and stringently sentence trafficking offenders, including abusive employers and those culpable of sex trafficking, under the 2009 anti-trafficking law; significantly improve efforts to ensure that victims of trafficking are not punished for acts committed as a direct result of being subjected to human trafficking, such as running away from abusive employers, immigration violations, or engaging in prostitution; institute a formal victim identification mechanism to identify trafficking victims among the thousands of workers deported each year for immigration violations and other crimes; improve victim protection at government-run centers by ensuring autonomy and freedom of movement, providing on-site interpreters, and respecting residents' right to privacy; expand full labor protections to domestic workers; ensure that all victims of trafficking can seek assistance and protection services; reform the sponsorship system and enforce existing laws to discourage employers from withholding workers' passports and restricting workers' movements, including the denial of exit visas, as a means of preventing trafficking abuses; ensure trafficking victims are able to pursue criminal cases against their employers in practice; and continue to train government officials on identifying cases of forced labor and sex trafficking, and expand anti-trafficking public awareness campaigns.

PROSECUTION

The government's law enforcement efforts against human trafficking declined. The 2009 Suppression of the Trafficking in Persons Act, promulgated by Royal Decree number M/40, defines and prohibits all forms of human trafficking, prescribing punishments of up to 15 years' imprisonment and fines of up to the equivalent of approximately $266,700 for violations. Penalties may be increased under certain circumstances, including trafficking committed by an organized criminal group or committed against a woman, child, or person with disabilities, or if trafficking is committed by a law enforcement officer. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes. Since the law covers offenses that are broader than human trafficking, such as prostitution, the government would have to disaggregate law enforcement activity to determine which prosecutions and convictions are for trafficking. Although the anti-trafficking law does not address the withholding of passports and exit visas as means of obtaining or maintaining a person's forced labor or service, the Council of Ministers' Decision 166 of 2000 prohibits the practice of withholding workers' passports as a separate, lesser offense. The government did not report efforts to enforce this decision, though reports indicate that the practice of withholding passports continued to be widespread. However, in late 2013, local media reported that dozens of Saudis were arrested for improper sponsorship under the new labor laws. Several of these reported arrests were made after November 2013 and involved travel agencies accused of sponsoring religious pilgrims with the intent to funnel them into the private sector for exploitative work; some of these pilgrims may have been subjected to human trafficking. The government reported difficulties in tracking and collecting law enforcement data in a timely manner due to slow bureaucratic processes, thus it did not provide law enforcement data for this reporting period. The government investigated an unspecified number of allegations of abusive employers of domestic workers in private homes and complaints of withholding workers' passports. The government relied on foreign workers to make complaints of abuse, though many workers had minimal ability to communicate such complaints to authorities. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. In January 2014, the Ministry of Labor (MOL) conducted a workshop for government officials on the implementation of new labor laws and how these laws will assist the government in combating human trafficking.

PROTECTION

The government did not demonstrate overall progress in victim protection; it exhibited diminishing efforts in reporting on its efforts to identify and protect trafficking victims among vulnerable populations. Government officials continued to arrest, detain, deport, and sometimes prosecute victims of trafficking for unlawful acts committed as a direct result of being trafficked, particularly domestic workers who ran away

from abusive employers and illegal foreign workers. The Saudi government acknowledged that victims of trafficking might be among those detained. Women arrested for prostitution offenses—some of whom may be unidentified victims of trafficking—faced prosecution and, if convicted, imprisonment or corporal punishment; however, in practice, non-Saudi offenders were either deported or held in detention before being deported. The government authorized an amnesty period from April to November 2013, allowing several million migrant workers to correct their residency and work status or leave the country without penalty; migrants who were unable to obtain their sponsors' permission were granted an "exit visa" in order to leave the country legally during that period. After the amnesty, authorities initiated extensive round-ups of migrant workers, including some night raids on homes, arresting, detaining, and deporting workers. As of November 2013, the government deported nearly 400,000 foreign migrants from the country. An international organization identified some trafficking victims among the Ethiopians deported, while several hundred continued to be detained pending resolution of financial disputes with their sponsors or correction of their residency status. Authorities made limited attempts to screen for and identify trafficking victims among this vulnerable population during the amnesty and deportation periods. An international organization and NGO in Ethiopia identified and assisted 87 Ethiopian trafficking victims who were deported from Saudi Arabia during this timeframe. Furthermore, migrant workers, international organizations, foreign embassies, and the media reported lengthy detentions for some of the migrant workers, poor quality of detention facilities, and some instances of abuse of migrants, such as physical beating, during the detention and deportation process; some workers were reportedly exploited by unscrupulous employers and that officials within the Saudi Passport Directorate accepted bribes to more quickly issue some migrant workers' passports and residency permits than others. Some labor-sending countries reported that a small fraction of the migrant workers who arrived in the Kingdom illegally were unable to take advantage of the amnesty to legalize their work status, thus they remained highly vulnerable to trafficking.

While victim identification screening was not incorporated into the tens of thousands of deportations, the anti-trafficking secretariat distributed victim identification criteria, established by the UNODC, to the Ministry of Social Affairs and law enforcement officials and trained officials how to use the victim identification criteria. However, the government did not implement procedures to systematically identify victims of trafficking among vulnerable populations, such as foreign migrants, domestic workers, and women in prostitution. As a result, some victims of trafficking who overstayed their visas, fled their employers, or otherwise violated the legal terms of their visas were sometimes jailed without being identified as victims. In smaller cities in Saudi Arabia with poor access to such facilities, victims of trafficking were kept in jails until their cases were resolved. Some Saudi employers refused to permit foreign workers exit visas to leave the country, which resulted in workers working beyond their contract terms and against their will or languishing in detention centers for long periods of time.

However, the amnesty period also provided other workers the opportunity to escape abusive or unscrupulous employers. Some employers filed false counter claims against foreign workers for theft in retaliation for workers' claims of abuse. The government identified 35 victims of trafficking in 2012—the most recent statistics available—which was a decrease from the 51 victims identified in the previous reporting period. Sixteen of the 35 victims were under the age of 18; seven of these children were victims of sex trafficking. The government reported that it referred some of these victims to shelters and facilitated the return of others to their country of origin, in coordination with the Ministries of Social Affairs, Interior, and Health to provide various services to victims.

In the absence of adequate protection services, many victims of trafficking continued to seek refuge at their embassies. Source-country diplomatic missions reported handling thousands of complaints of unpaid wages, physical or sexual abuse, and poor working conditions experienced by their citizens in Saudi Arabia each year; most of these complaints were for unpaid wages. There were no specialized shelters for victims of sex trafficking or male trafficking victims. The government continued to operate shelters for child beggars in various cities in the country, as well as a welfare center for female runaway domestic workers in Riyadh. These facilities reportedly provided accommodation and social, psychological, and health services to victims of trafficking during investigations or court proceedings. The welfare center's staff made no systematic efforts to identify trafficking victims among residents seeking assistance at the center. The movements of women in the center were restricted, as was their communication with family and consular contacts. In addition, women may not have been given access to on-site interpreters and may have been subjected to male staff walking into their living quarters with no acknowledgement that this may be a violation of the women's privacy. Some government officials did not view runaway domestic workers as potential victims of trafficking.

In July 2013, the Council of Ministers issued Decision No. 310 governing the work relationship between employers and domestic workers, which included the creation of a dispute mechanism for the settlement and adjudication of financial claims and imposed financial penalties and suspension of expatriate recruitment rights on employers violating the law. In August 2013, the Council of Ministers issued a decision that criminalized domestic violence and abuse, including abuse directed against domestic workers. Both of these laws outlined plans for providing emergency support, temporary shelter, and legal recourse to domestic workers whose employers abused them or violated the terms of their contracts. Though the domestic worker law sets maximum working hours and requires direct payment of wages into bank accounts, it also provides that domestic workers cannot refuse work if it is in their contract, which increased domestic workers' vulnerability to forced labor. Few migrants successfully pursued criminal cases against abusive employers due to lengthy delays in the immigration and justice system. Trafficking victims were reportedly given the option to remain in the country—either in protective custody or working for a new employer—during judicial proceedings, or they could request an immediate exit visa; these benefits were not linked to the successful outcome of a prosecution of their trafficker. The anti-trafficking secretariat worked with the Ministry of Interior to extend the residency permits of such victims of trafficking on a case-by-case basis. It is unclear if victims received these benefits or if the government encouraged victims to assist in the investigation and prosecution of trafficking offenders.

PREVENTION

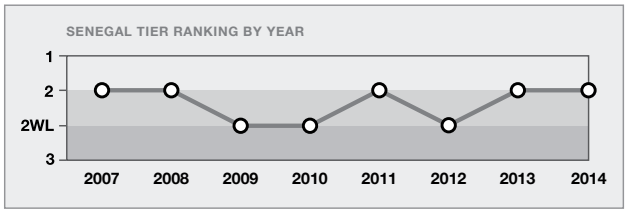
The government made some progress in preventing human trafficking, but systemic problems resulting from regulations of the sponsorship system persisted. The anti-trafficking secretariat was the main body responsible for coordinating the government's

anti-trafficking efforts and includes representatives from various ministries; the Bureau for Investigation and Prosecution joined the committee in this reporting period. The anti-trafficking secretariat continued to give media interviews in Arabic-language press acknowledging trafficking, particularly forced labor. In 2013, the secretariat also began preparing a biannual report about the situation of trafficking in the country, which would focus on raising awareness within the government about trafficking. As mandated in the anti-trafficking law, the government updated a national anti-trafficking action plan, which aims to monitor trafficking in the country, provide protection to victims, prevent trafficking, and develop inter-ministerial coordination to combat trafficking. In December 2013, the MOL announced that labor recruiters and brokers that fraudulently hire foreign workers would be prosecuted under the anti-trafficking law. During the government's post-amnesty period in late 2013, local media reported that eight Saudi nationals were detained for illegally bringing workers into the country for work; however, the details of these cases were unclear. The government continued to implement regulations mandating the formation of new unified recruitment companies. In 2013, the government began requiring that companies with more than 1,000 employees and individual employers pay all foreign migrant workers through bank transfers, thereby allowing independent verification of timely and complete wage payments; migrant workers were also issued bank accounts and ATM cards. In March 2014, the government established a new online portal which provides domestic workers and employers information about their legal rights, as well as a helpline for information about the new labor laws and resources for labor dispute courts and domestic abuse support services. To increase workers' awareness of their rights, the MOL continued to produce a guidebook distributed to all migrant workers entering the country in Arabic, English, and some source country languages; these guidebooks also contained a telephone number for workers to report abuse. Additionally, Saudi police maintained a 24-hour emergency anti-trafficking hotline with operators who spoke Arabic and English, though it was unclear how many victims were identified through this hotline. The government took actions to reduce the demand for commercial sex acts and forced labor. The government did not report efforts to address child sex tourism by Saudi nationals abroad through any law enforcement efforts. Saudi law does not have extraterritorial coverage to prosecute Saudi nationals who commit sex tourism crimes outside of Saudi Arabia.

SENEGAL (Tier 2)

Senegal is a source, transit, and destination country for children and women who are subjected to forced labor and sex trafficking. Children, most of whom are *talibes*—students attending *daaras* (Koranic schools) run by teachers known as *marabouts*—are forced to beg throughout Senegal. In Dakar alone, approximately 30,200 *talibes* beg in the streets. Senegalese boys and girls are also subjected to domestic servitude, forced labor in gold mines, and exploitation in the sex trade. Internal trafficking is more prevalent than transnational trafficking, although boys from The Gambia, Mali, Guinea-Bissau, and Guinea have been identified in forced begging and forced labor in artisanal gold mines and agriculture in Senegal. Senegalese women and girls are transported to neighboring countries, Europe, and the Middle East for domestic servitude. NGO observers believe most women and girls exploited in prostitution remain in Senegal. Senegalese women and girls were increasingly exploited in prostitution in the southeast gold-mining region of Kedougou, in addition to women and girls from Nigeria, Cote d'Ivoire, and Mali. Women and girls from other West African countries, particularly Liberia, Ghana, Guinea, Guinea-Bissau, Sierra Leone, and Nigeria, are subjected to domestic servitude and commercial sexual exploitation in Senegal, including for sex tourism. Cambodian fishermen have been identified as trafficking victims aboard fishing vessels in Senegal's territorial waters.

The Government of Senegal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increased law enforcement efforts, reporting three investigations, two prosecutions, and one conviction; the government reported no law enforcement efforts in the previous reporting period. The government also maintained modest protection efforts by identifying and providing services to child victims of trafficking, providing increased funding to the National Taskforce against Trafficking Especially of Women and Children, and conducting two awareness campaigns for media and the general public. Despite these efforts, the government did not identify or provide services to any adult victims, did not take law enforcement efforts against unscrupulous *marabouts* engaged in forced begging, and did not adequately regulate the informal sectors of the economy, such as mining or agriculture, to ensure the prevention of forced labor.



RECOMMENDATIONS FOR SENEGAL:

Vigorously investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; improve efforts to collect law enforcement data on trafficking offenses, including cases prosecuted under separate statutes in the penal code; provide anti-trafficking training to law enforcement, labor, and social welfare officials on how to adequately identify victims, investigate cases, and refer victims to appropriate services; develop standardized procedures for referring trafficking victims to NGO care services and socialize these mechanisms among government officials and the NGO community; provide appropriate funding to expand government-funded shelters or partner with international organizations or NGOs to establish wider sheltering options for trafficking victims; expand labor inspections and labor trafficking investigations in the informal sector of the economy; and increase efforts to raise public awareness about trafficking, including the trafficking of adults.

PROSECUTION

The Government of Senegal demonstrated slightly increased anti-trafficking law enforcement efforts. Senegal's 2005 Law to Combat Trafficking in Persons and Related Practices and to Protect Victims prohibits all forms of trafficking and prescribes penalties of five to 10 years' imprisonment for violations, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government did not maintain or publish comprehensive statistics relating to human trafficking law enforcement efforts for the second consecutive year. However, the government reported two prosecutions and one conviction, both involving the prostitution of girls in the

gold mining region of Kedougou. In one case, a trafficker was convicted and sentenced to two years' imprisonment, a fine of the equivalent of approximately $10,500 to be paid to the government, and a fine of the equivalent of approximately $3,000 to be paid to the victim. The second prosecution was pending at the close of the reporting period. Additionally, in March 2013, Senegalese police intercepted a truck from Guinea that was transporting 20 children to work in gold mines in Saraya, some of whom authorities believed were potential trafficking victims; one alleged trafficker was initially arrested, but eventually sent back to Guinea through coordination with Guinean law enforcement. Despite the increasingly prevalent issue of forced begging by unscrupulous Koranic school teachers, the government failed to take any law enforcement actions against this form of trafficking during the reporting period.

In June 2013, the National Taskforce Against Trafficking Especially of Women and Children (national taskforce), the government's designated coordinating body for anti-trafficking efforts, co-hosted a three-day training session funded by international organizations for 30 police officers and border protection agents responsible for enforcing the 2005 anti-trafficking law. Many law enforcement and judicial personnel remained unaware of the anti-trafficking law's existence and may have used other statutes to investigate and prosecute trafficking cases; this lack of awareness continued to hinder efforts to collect data on human trafficking law enforcement efforts. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Senegal maintained modest efforts to identify child trafficking victims and provide them with protective services. The government identified and offered services to at least 155 child trafficking victims, including 73 children from Guinea-Bissau; the majority of these children were victims of forced begging. This signifies an increase from the 110 child trafficking victims reported during the last reporting period. The Guinddy Center, the only government-run shelter in Senegal, provided protective services to all 155 victims; the government provided the equivalent of approximately $73,000 to the center in 2013 to provide child victims with shelter, food, medical and psychological care, family mediation and reconciliation services, and limited education and vocational training. This funding was a decrease from the $100,000 appropriated in 2012, and the center remained underfunded and lacked the resources to adequately pay its staff or provide any specialized training for the social workers who counsel street children and victims of trafficking. The 73 victims from Guinea-Bissau were repatriated with the assistance of international organizations and NGOs. During the year, the Guinddy Center's child protection hotline received 3,704 calls concerning children in distress or requesting information; an unknown number of these calls concerned cases of human trafficking. Government social services reported identifying an unknown number of victims of labor and sex trafficking in the isolated Kedougou mining region, but it is unclear whether the government formally identified or provided any of these victims with services.

The government referred an unknown number of child trafficking victims to NGO-run shelters. It does not have a formal referral mechanism in place to facilitate and standardize the process and does not provide funding or other support to such shelters. The government failed to identify any adult victims of trafficking during the reporting period. Senegal's law provides legal alternatives to the removal of foreign victims who may face retribution or hardship upon returning to their home countries, including the option to apply for temporary or permanent residency status; however, the government did not indicate whether it provided any victims this immigration relief during the reporting period. The government encouraged two trafficking victims to participate in the investigation or prosecution of their traffickers during the reporting period. The 2005 anti-trafficking law absolves victims from responsibility for unlawful acts committed as a result of being trafficked, and there were no reports that victims were penalized for these unlawful acts in 2013.

PREVENTION

The Government of Senegal maintained modest efforts to prevent human trafficking. It allocated the equivalent of approximately $100,000 to the national taskforce in 2013, which was used to begin implementation of the 2012-2014 national action plan; this amount is a significant increase from the 2012 budget of $20,000. In May 2013, the national taskforce conducted a seven-day outreach campaign for 20 media and journalism personnel in the regions of Kedougou, Koumpentoum, and Nioro; the campaign highlighted the growing issue of trafficking in artisanal gold mining regions of Kedougou and called for more in-depth reporting. In November 2013, the national taskforce, in partnership with an international organization, conducted a public awareness event to expand the public's understanding of the definition of trafficking; this event was attended by approximately 5,000 members of the public. It also continued implementation of a mapping project, jointly funded by the Millennium Challenge Account taskforce and a foreign donor, of all *daaras* in Dakar. Despite this initial effort, exploitation and abuse of *talibes* continued to occur on a large scale, and the government did not fund or make discernible efforts to implement the national action plan on child begging, which was adopted in February 2013.

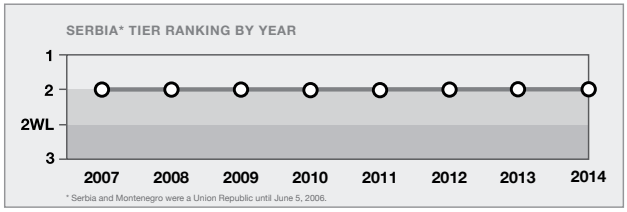
Approximately 70 percent of Senegal's economy operated in the informal sector and it is within this sector that most forced child labor occurs; however, there was no evidence that the Ministry of Labor made efforts to regulate the informal sector during the reporting period. Despite a significant increase in labor and sex trafficking in the mining sector, the government did not make any discernible efforts to decrease the demand for forced labor or commercial sex acts during the reporting period. The government did not provide specific anti-trafficking training to Senegalese troops before their deployment abroad on international peacekeeping missions, but troops did receive training in general human rights, gender violence, and international rule of law.

SERBIA (Tier 2)

Serbia is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor, including domestic servitude and forced begging. Serbian women are subjected to sex trafficking by Serbian criminal groups in northern Italy, Germany, Montenegro, Bosnia and Herzegovina, Croatia, Austria, and Sweden. Serbian nationals are subjected to labor trafficking in European countries, including Azerbaijan, Slovenia, and Russia, as well as in the United Arab Emirates in the construction sector. The government reported that Serbian citizens were subjected to forced labor at various

construction sites in Sochi, Russia. Serbian victims often are subjected to trafficking by family members. There are increasing numbers of Serbian children, particularly ethnic Roma subjected to internal sex trafficking, forced labor, forced begging, and coercion to petty crime within the country. Foreign victims of trafficking identified in Serbia are from neighboring countries including Montenegro, Bosnia and Herzegovina, Bulgaria, Romania, and Moldova.

The Government of Serbia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to prosecute and convict trafficking defendants; significantly increased funding for the center for victim protection and trained Roma mediators on victim identification and trafficking awareness. The government, however, only partially funded the only shelter for victims of trafficking operated by a NGO and victims were not afforded sufficient protections in criminal proceedings against repeated victimization and intimidation.



RECOMMENDATIONS FOR SERBIA:

Ensure courts implement the full range of protections in order to diminish postponements in hearings, witness intimidation, and secondary traumatization in trial; ensure victims are not penalized for acts committed as a direct result of their trafficking; increase efforts to identify victims among asylum seekers and unaccompanied child victims in street begging; provide legal service support to victims; train investigators, judges and prosecutors on victim-centered approach and trafficking cases; train labor inspectors on victim identification; improve cooperation with NGOs on victim identification and referral of victims to service providers; increase funding for NGOs providing services to victims; ensure all victims are provided assistance, support, and reintegration services; train center staff on victim assistance, support, and referral; continue to involve civil society groups and NGOs in implementation of the action plan and anti-trafficking efforts; strengthen efforts to discourage demand for services of trafficked persons with regard to all forms of exploitation; and continue to support the national coordinator and elevate the status to a full-time position with independent authority.

PROSECUTION

The Government of Serbia sustained law enforcement efforts by prosecuting and convicting defendants. Article 388 of the Serbian criminal code prohibits all forms of both sex and labor trafficking, prescribing penalties ranging from three to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Article 390 of the criminal code prohibits "slavery or a relationship similar to slavery," prescribing penalties of one to 10 years' imprisonment. The government reported investigating 63 trafficking offenders, including 35 sex trafficking offenders, compared with 65 in 2012. In 2013, the government initiated prosecutions in 51 trafficking cases under Article 388, compared with 45 cases in 2012. Courts convicted 37 trafficking defendants in 2013 under Article 388, a decrease from 47 convicted in 2012. Courts acquitted nine defendants, and in one case court proceedings were discontinued. Courts sentenced the convicted defendants from six months' to 10 years' imprisonment. The government did not provide disaggregated prosecution and conviction data to demonstrate that these cases included both sex and labor trafficking. NGOs reported some progress in reducing the length of trials, but an appeals process frequently resulted in the reduction of prison sentences. For example, a first-instance court sentenced four defendants to 10 to 15 years' imprisonment in 2012, but due to a convoluted appeals process, changes in judges, and other bureaucratic hurdles, a final verdict was reached in 2013, resulting in a reduced sentence of four years' imprisonment.

Both the organized crime police and border police forces had specialized anti-trafficking units. Each police directorate in Serbia had an anti-trafficking unit; seven directorates also had multidisciplinary teams that included prosecutors, social workers, and health officials. The government, in coordination with NGOs and international organizations continued to provide extensive training to police, prosecutors, judges, and other officials on recognizing, investigating, and prosecuting trafficking cases, as well as victim identification and referral. Serbian authorities incorporated anti-trafficking modules into internal police training programs and seminars at all levels. Serbian consular and border officials were trained on victim identification in immigration cases. The Government of Serbia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Serbia made progress in protection and assistance efforts by increasing funding for the victim protection center and partially funding a NGO shelter, but some victims continued to be punished for acts committed as a direct result of being trafficked. The Government of Serbia identified 76 victims in 2013, compared with 79 in 2012. Of the 76 victims, authorities referred 34 to NGO service providers. Of the 76 victims identified, 31 were victims of sex trafficking and 11 were child victims of forced begging. It has been suggested the government should have referred victims to expert NGOs in much larger numbers; the government stated some victims refused such assistance. The government center for trafficking victims was responsible for the identification and protection of victims, and their referral for assistance. The center had two distinct units, the protection agency and the urgent reception center, although the urgent reception was not functional during the reporting period. The protection center continued to be fully operational and assessed the risks for victims, provided victim assistance and support, developed individual protection and service-needs plans to provide for the victims' reintegration or for their voluntary return to their country of origin and assessed other conditions that might be helpful to a victim. Experts observed that the center lacked specific procedures for dealing with child trafficking victims. In 2013, the government significantly increased funding of the center, allocating the equivalent of approximately $210,000 for operations and salaries, compared with the equivalent of approximately $81,400 in 2012; and allocated the equivalent of approximately $256,000 for 2014. The government also dedicated to victims' health services the equivalent of approximately $27,000 from the fines prosecutors' offices collected from dismissed cases. There is no evidence prosecutors dismissed trafficking cases through the aforementioned mechanism, but nevertheless funds were

directed to victim care. The government provided free access to social and medical care for both foreign and domestic victims. There was one shelter operated by an NGO for domestic and foreign victims, which also offered legal, psychological, and re-integration services. The government provided the equivalent of approximately $18,000 to the NGO providing shelter to victims, but had not allocated a permanent budget. All victims were entitled to psychological, medical care, legal, educational, financial, and job placement support. Short- and long-term accommodations were available for domestic victims. There were no specialized shelters for male victims, but they had access to the same services. Child victims were accommodated in one of the two social centers for children or in an NGO-run shelter for women until foster care or other services could be arranged. The government allocated the equivalent of approximately $70,000 to an NGO that assisted child victims and identified children who were at risk of becoming victims.

Serbian law provides that victims may file criminal and civil suits against their traffickers for compensation. In 2013, for the first time, a victim who filed a civil suit was awarded compensation for mental anguish. Foreign victims were eligible for temporary residence permits for an initial period of three to six months, renewable up to one year, which were not contingent on cooperation with law enforcement. The government granted temporary residence permits to two foreign victims, compared with one in the previous reporting period. New regulations licensing social protection professionals appear to exclude many qualified NGOs from opportunities to provide services to victims within the social protection system. Police, NGOs, shelters, and anti-trafficking hotline operators work directly with the center when identifying potential victims. The government utilized a referral mechanism in which the center was responsible for identifying victims and cooperating with NGOs and international organizations that provide victim services. Police, NGOs, shelters, and anti-trafficking hotline operators work directly with the center when they suspect they have identified a victim of trafficking, and one of the employees of the center responds immediately to provide identification and emergency support. Most victims were identified initially by the police and then referred to the center for formal identification, reflecting that the referral mechanism appears to have worked in practice. During 2013, all center employees attended 12 training programs on providing legal assistance to victims. The center organized three one-day workshops educating social workers on the role of shelters for victim assistance and sharing information with NGOs on how to conduct individual planning sessions with victims. The government organized a training workshop on victim identification for Roma health care mediators.

Some victims were punished for acts committed as a direct result of having been trafficked. A victim reportedly received a sentence of one year imprisonment for petty crimes he was forced to commit as a result of being trafficked; his sentence was reduced to house arrest. Additionally, a victim of sex trafficking was forced to sign a false confession through intimidation and violence by a trafficker, implicating her in a murder. The case was pending appeal at the end of the reporting period. Victim protection during prosecution reportedly improved overall, but not all judges used all means available to prevent secondary traumatization in court, such as video testimony. In most cases, victims were required to testify in presence of the accused trafficker. Judges frequently showed prejudice against victims and lacked a deeper understanding of the complexity of trafficking cases. Victims often were threatened or intimidated by the trafficker during trial.

PREVENTION

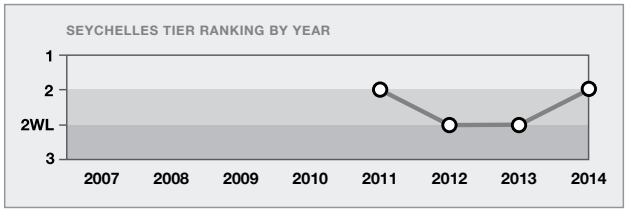
The government increased prevention efforts by training relevant Roma mediators on victim identification, assistance, and overall trafficking awareness, and involving more NGO representatives in implementation of the action plan. The government completed drafts of the new national strategy for 2014-2020 and action plan for 2014-2015 in 2013; they were both pending adoption at the close of the reporting period. The national coordinator continued to lead all anti-trafficking efforts, although the position was still not a full-time position with independent authority. The government began its transition to a new anti-trafficking council structure that will include representatives from various government agencies and five NGOs as part of its action plan implementation team. The government continued to fund and operate a hotline for victims. The government published anti-trafficking efforts on its website and maintained a social media presence for anti-trafficking information. The government, in coordination with NGOs, educated 40 local Roma females between 13 and 19 years old on all aspects of trafficking and prepared them to become peer educators. In addition, police presented lectures on human trafficking to another 50 Roma females. The government, in coordination with NGOs, organized seminars focused on increasing the quality of services for victims, protecting victims' rights, and solutions for effective anti-trafficking operational procedures and mechanisms. The police presented a lecture on trafficking for adolescent students to increase awareness of the different types of internet schemes aimed at recruiting and trafficking. The government conducted an awareness campaign displaying the center's phone number on public transportation vehicles across six cities. The national coordinator spoke at a public event for "World Day Against Child Labor" about the dangers of child forced labor trafficking. The government did not demonstrate efforts to reduce demand for commercial sex acts or forced labor during the year. Serbian nationals participated in required anti-trafficking training prior to their deployment on international peacekeeping missions.

SEYCHELLES (Tier 2)

Seychelles is a source country for Seychellois children subjected to sex trafficking, a destination country for foreign women subjected to sex trafficking, and a destination country for foreign men subjected to labor trafficking. Seychellois girls and, according to some sources, boys are induced into prostitution—particularly on the main island of Mahe—by peers, family members, and pimps for exploitation in nightclubs, bars, guest houses, hotels, brothels, private homes, and on the street. Young drug addicts are also vulnerable to being forced into prostitution. Foreign tourists, sailors, and migrant workers contribute to the demand for commercial sex in Seychelles. Eastern European women have been subjected to forced prostitution in private homes. Migrant workers—including those from Bangladesh, China, India, Kenya, Madagascar, Nepal, and Sri Lanka—make up 20 percent of the population in Seychelles and are primarily employed in the fishing and construction sectors. During the reporting period, migrant workers were subjected to forced labor in the construction sector. NGO reports also indicated migrant workers face exploitative conditions in fish processing plants and fishermen aboard foreign-flagged fishing vessels in Seychelles' territorial waters and ports are subjected to abuses indicative of forced labor, including but not limited to nonpayment of wages and physical abuse. In 2013, nine Pakistani fishermen, who had been denied payment of wages for approximately one

years' work, were found stranded in a Seychelles port.

The Government of Seychelles does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, national committee on human trafficking developed drafts of anti-trafficking legislation and a national action plan to combat human trafficking; the legislation was adopted by the National Assembly in April 2014. However, the government did not report any prosecutions or convictions of trafficking offenders. It also did not identify any victims of trafficking, despite several reports of forced labor of migrant workers and at least one report of child prostitution. The government deported migrant workers for participating in strikes to protest their poor employment conditions without conducting comprehensive investigations and screenings to identify if the individuals were victims of forced labor.



RECOMMENDATIONS FOR SEYCHELLES:

Use the newly adopted anti-trafficking legislation to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; amend the penal code to harmonize the duplicative and contradictory sections addressing sexual offenses crimes—particularly those related to the exploitation of children in prostitution—to ensure the prohibition of and sufficiently stringent punishment for the prostitution of all persons under 18 years of age and the forced prostitution of adults; provide specialized training to government officials—including members of the national committee on human trafficking, law enforcement officials, social workers, and labor inspectors—on how to identify victims of trafficking and refer them to appropriate services; implement the national action plan to combat human trafficking and dedicate appropriate resources towards its implementation; provide adequate resources to labor inspectors to conduct regular and comprehensive inspections of migrant workers' work sites and inform the migrant workers of their employments rights; institute a standardized contract governing the employment of domestic workers within private homes; and launch awareness campaigns on trafficking to increase the understanding of the crime among the local population, as well as among the large number of foreign tourists and migrant workers entering the country.

PROSECUTION

The government demonstrated limited law enforcement efforts. In April 2014, the National Assembly passed an anti-trafficking law, the Prohibition of Trafficking in Persons Act of 2014, which prohibits all forms of trafficking in adults and children. The law prescribed penalties of a maximum of 14 years' imprisonment, and in cases involving children or aggravating circumstances, a maximum of 25 years' imprisonment; these penalties are sufficiently stringent. The penalties for child trafficking are commensurate with those for other serious crimes, such as rape, but the penalties for adult sex trafficking are not. Elements of human trafficking are also prohibited under a variety of other statutes, including Section 259 of the penal code prohibiting slavery and Section 251 of the penal code prohibiting forced labor; the government prosecutes some human trafficking cases under these laws. Although all forms of child prostitution are prohibited under the anti-trafficking law, enforcement of laws relating to the prostitution of children may be hampered by unclear and conflicting statutes in other areas of the penal code that fail to clearly define the ages of consent and legal majority, creating confusion between the traditionally understood age of consent of age 15 and the legal age of majority of age 18.

The government did not prosecute any trafficking cases or convict any trafficking offenders during the reporting period. The government investigated a case involving a young Seychellois girl who was allegedly subjected to prostitution by a Seychellois woman; however, law enforcement officials did not classify this case as trafficking, and the government declined to prosecute the case. Government officials continue to lack understanding of what constitutes human trafficking; despite this, the government did not provide law enforcement officials training on how to identify victims or investigate trafficking cases. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government demonstrated negligible efforts to identify and protect victims. It did not identify or provide protective services to any trafficking victims. There are no shelters or protective services specifically for trafficking victims in Seychelles. The Department of Social Affairs (DSA) provided counseling to women in prostitution, some of whom may have been victims of forced prostitution. The government did not offer legal alternatives to removal to countries in which victims would face hardship or retribution. There were no reports of victims being penalized for unlawful acts committed as a result of being trafficked; however, the lack of formal identification procedures likely resulted in some victims remaining unidentified in the law enforcement system. Additionally, migrant workers who strike are considered to be in breach of their work contracts and can be deported at the will of their employers. Several migrant workers who gathered to protest a variety of abuses relating to their employment were deported during the reporting period; these deportations took place without conducting comprehensive investigations or screenings to identify if the individuals were victims of forced labor.

PREVENTION

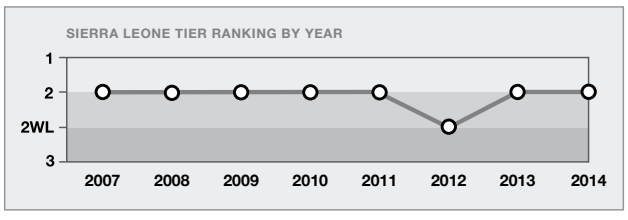
The government slightly increased prevention efforts. The National Committee on Trafficking in Persons served as a coordinating body for collaboration and communication on trafficking matters; the committee met regularly during the reporting period, but did not receive a dedicated budget and relied on *ad hoc* funding from various government agencies. The committee, in consultation with international organizations and NGOs, drafted a national action plan to combat trafficking. The government did not report conducting any national awareness campaigns on human trafficking, but Department of Social Affairs' social workers distributed informational pamphlets on the issue of trafficking during community outreach programs. The Ministry of Labor and Human Resource Development (MOL) acknowledged that the domestic workers industry is poorly regulated in Seychelles and instituted a temporary ban on approving most new applications for foreign domestic workers until research could be conducted to determine how many domestic workers are in the country. The MOL employs six labor

inspectors who are responsible for conducting inspections of all workplaces in the country and one labor officer assigned to inform all migrant workers of their employment rights; government officials acknowledged that this number of employees was inadequate and that inspectors lacked basic resources to perform their duties adequately. Despite several complaints by migrant workers, primarily in the construction sector, regarding poor working conditions, non-payment of salaries, and retention of passports, the government has never identified a case of forced labor in the country. The government made no discernible efforts to decrease the demand for commercial sex acts or forced labor during the reporting period.

SIERRA LEONE (Tier 2)

Sierra Leone is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Victims originate largely from rural provinces and are recruited to urban and mining centers for the purposes of exploitation in prostitution, domestic servitude, and forced labor in artisanal diamond and granite mining, petty trading, portering, rock-breaking, street crime, and begging. Trafficking victims may also be found in the fishing and agriculture sectors or subjected to sex trafficking or forced labor through customary practices such as forced or arranged marriages. Some Sierra Leoneans voluntarily migrate to other West African countries, including Mauritania and Guinea, as well as to the Middle East and Europe, where some are subjected to forced labor and forced prostitution. Sierra Leone may also be a destination country for children trafficked from neighboring West African countries for forced begging, forced labor, and exploitation in prostitution. Indian and Chinese men have been subjected to forced labor within Sierra Leone. During the reporting period, seven adult men from Sri Lanka were subjected to forced labor by a foreign fishing company in Sierra Leone.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government, in collaboration with a local NGO, provided training to law enforcement and judicial personnel on trafficking, identified a larger number of child victims compared to the previous year, and identified and provided temporary shelter to seven foreign adult victims of trafficking. It also continued to conduct a national awareness campaign and increased efforts to protect migrant workers. However, the government demonstrated a decrease in law enforcement efforts and continued to rely heavily on NGOs and international organizations to provide victim services.



RECOMMENDATIONS FOR SIERRA LEONE:

Increase prescribed penalties for adult sex trafficking offenses; increase efforts to prosecute trafficking offenses and convict and punish trafficking offenders using the 2005 Anti-Trafficking in Persons Act; in collaboration with civil society organizations, train police and prosecutors to identify, investigate, and prosecute trafficking cases; include funding for anti-trafficking activities in the national budget and begin allocating funds accordingly through the appropriate government structures, such as the national anti-trafficking in persons taskforce; train law enforcement officers and social workers to identify trafficking victims proactively among vulnerable populations, such as women in prostitution, unaccompanied minors, or undocumented migrants, and provide victims with protective services; increase partnerships with NGOs that provide assistance to trafficking victims and support their efforts either financially or through in-kind donations; improve efforts to collect data on anti-trafficking law enforcement efforts and victim assistance; in collaboration with civil society organizations, increase efforts to raise public awareness about the dangers of trafficking, including adult trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Sierra Leone decreased anti-trafficking law enforcement efforts during the reporting period. The Anti-Trafficking in Persons Act of 2005 prohibits all forms of human trafficking and prescribes a maximum penalty of 10 years' imprisonment or a fine of the equivalent of approximately $4,650 for both sex and labor trafficking offenses. These penalties are not sufficiently stringent and are not commensurate with penalties for other serious crimes, such as rape. The Sexual Offenses Act of 2012 increased the penalties for child sex trafficking offenses to a maximum of 15 years' imprisonment without the option of a fine and requires the police to assist victims after receipt of a trafficking complaint and to protect vulnerable witnesses.

During the reporting period, the government reported 27 investigations, one prosecution, and no convictions of traffickers; compared to the seven prosecutions and zero convictions reported during the previous reporting period. Data collection remained weak, particularly within the judiciary and, therefore, the Ministry of Justice was unable to provide comprehensive law enforcement statistics. In an attempt to address this issue, the government began developing a computerized database to track all trafficking cases; the database was not yet operational at the close of the reporting period. In May 2013, the Office of the Prosecutor of the Sierra Leone Police held a two-day training for 50 police prosecutors; the training included modules on how to prosecute child sex trafficking offenses under the Sexual Offenses Act of 2012. In September 2013, the Family Support Unit of the Sierra Leone supported an NGO-funded training for police, judicial, and local government officials on the identification and protection of trafficking victims. The government began plans to establish a "Freedom Line," a hotline specifically dedicated to reporting trafficking offenses; at the end of the reporting period, the government was still finalizing training and referral procedural guidelines for police officers who will staff the line. In September 2013, the Special Court of Sierra Leone, a hybrid court established jointly between the Government of Sierra Leone and the United Nations, upheld the conviction of former Liberian President Charles Taylor on a number of counts, including the recruitment and use of child soldiers and sex slaves. The government did not report any additional investigations, prosecutions, or convictions of government employees complicit in human trafficking during the reporting period; however, corruption, particularly among the judiciary, remained a problem in Sierra Leone during the reporting period.

PROTECTION

During the year, the Sierra Leonean government sustained modest efforts to protect trafficking victims. It reported the identification of at least 13 child victims, all of whom it referred to NGOs shelters. The government also identified seven Sri Lankan adult male victims who were subjected to forced labor by a foreign fishing company. The government used the 2005 Anti-Trafficking Act to demand funds from the fishing company; the government used the secured funds to provide temporary food and shelter for these victims, as well as cover repatriation costs. Despite concern over the number of street children who remain vulnerable to trafficking, the government did not undertake proactive measures to identify victims among this or other vulnerable populations. The government allocated the equivalent of approximately $4,650 to fund the Ministry of Social Welfare's protection efforts for trafficking victims during the last quarter of 2013. The government provided tax exempt status and duty free importation for NGOs, including those that provided protective services to trafficking victims. Government-employed social workers and prosecutors provided psycho-social services and legal representation to victims residing in NGO-run shelters.

The Sexual Offenses Act of 2012 established a number of compensatory protective measures for vulnerable witnesses in proceedings relating to sexual offenses, including sex trafficking, such as the use of protective screens, in-camera testimony, and the admission of video testimony. However, it is unclear if these measures were utilized during the reporting period or whether victims were encouraged to participate in the investigation of cases. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked. The government offered temporary residency to the seven Sri Lankan adult victims mentioned above; however, the victims opted to return home to Sri Lanka.

PREVENTION

The government displayed slightly increased efforts to prevent trafficking. The inter-agency Anti-Human Trafficking Task Force—comprised of representatives from government ministries, NGOs, international organizations, and diplomatic missions—met monthly during the year and coordinated the government's efforts to combat trafficking; the taskforce was allocated the equivalent of approximately $20,000. The taskforce continued to implement a national awareness campaign, which included a large press conference on trafficking in June 2013; the press conference served as a venue to encourage media representatives to actively report on trafficking and was attended by various government officials and representatives from most of Sierra Leone's leading publications. The Ministry of Labor also held a public event specifically to raise awareness on the dangers of child labor, particularly in domestic work.

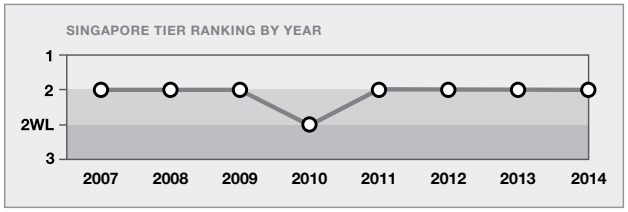
In an effort to expand protections for migrant laborers, including foreign workers employed in Sierra Leone and Sierra Leoneans going abroad, the government conducted a review of licensing procedures for recruitment companies, drafted guidelines on labor migration, and increased inter-agency coordination among agencies responsible for protecting migrant workers. The government took no discernible efforts to reduce the demand for commercial sex or forced labor during the reporting period. The government provided Sierra Leonean troops anti-trafficking training prior to their deployment abroad on international peacekeeping missions, in collaboration with an NGO and foreign donors. Sierra Leone is not a party to the 2000 UN TIP Protocol; however, it signed the Protocol and, in February 2014, the Cabinet formally approved the recommendation to ratify the Protocol and sent the document to Parliament for ratification.

SINGAPORE (Tier 2)

Singapore is a destination country for men, women, and girls from China, India, the Philippines, Burma, Indonesia, Sri Lanka, Bangladesh, Thailand, Vietnam, and elsewhere in Southeast Asia subjected to sex trafficking and forced labor, and a transit country for Cambodian and Filipino men subjected to forced labor on fishing vessels that stop at ports in Singapore. There are more than 1.4 million foreign workers in Singapore comprising more than one-third of Singapore's total labor force. The majority are unskilled and low-skilled workers who migrate willingly for work in the construction, domestic service, or hospitality industries. Some are subsequently subjected to sex trafficking or forced labor in these sectors. There were reports of men subjected to forced labor on long-haul fishing vessels that depart from Singapore or dock in Singaporean ports; men from the Philippines and Cambodia are recruited for this work through deceptive practices by agencies operating in Singapore. There were reports that some foreign seamen endured severe abuse by fishing boat captains, the inability to disembark from their vessels—sometimes for years—the inability to terminate their contracts, and the nonpayment of wages. Some of these men transit Singapore before embarking onto vessels from ports in other countries.

Many foreign workers have assumed large debts to recruitment agencies in both Singapore and their home countries, making them vulnerable to forced labor, including debt bondage. Some foreign workers reported confiscation of their passports, restrictions on their movement, illegal withholding of their pay, threats of forced repatriation without pay, and physical and sexual abuse—all indicators of potential trafficking. Foreign workers have credible fears of losing their work visas and being deported, since employers have the ability to repatriate workers at any time during their contracts with minimal notice. Low-skilled workers face restrictions in seeking alternative employment or changing employers, and unscrupulous Singaporean employers can submit unfounded complaints about workers and encourage the government to place employment bans on them. Some employers in Singapore have relied on repatriation companies to seize, confine, and escort foreign workers to the airport for departure from Singapore, including through the use of assaults, threats, and coercion, to prevent them from complaining about abuses to authorities. Some foreign workers enter Singapore with the intention of engaging in prostitution, but upon arrival are subjected to forced prostitution under the threat of serious harm, including financial harm, or other forms of coercion. There are cases of child sex trafficking in Singapore.

The Government of Singapore does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government imposed stringent sentences on two convicted sex traffickers, but it did not prosecute or convict any labor traffickers. It developed an improved mechanism for case referral among government, civil society, and foreign embassies. However, it continued to face difficulties in identifying and building evidence in cases. After investigating 294 new labor cases and 53 sex trafficking cases, the government substantiated 24 sex trafficking cases and one labor trafficking case.



RECOMMENDATIONS FOR SINGAPORE:

Increase investigations and prosecutions of trafficking offenses, including debt bondage, and convictions and punishments of both sex and labor trafficking offenders; draft and enact legislation to prohibit all forms of trafficking, apply stringent penalties to all convicted offenders, provide for consistency in interpretation and application of anti-trafficking regulations across government agencies, and legally mandate a victim-centered approach when investigating and prosecuting trafficking cases; increase specialized training for front-line officers in the identification of sex and labor trafficking and for investigators in building cases, with a focus on identifying non-physical forms of coercion; use multi-disciplinary groups, including victim service organizations or social workers during victim-screening interviews; provide funding to all non-governmental shelters providing protections to potential trafficking victims; provide all potential victims adequate protections regardless of whether their cases are fully substantiated or lead to prosecutions; consistently implement procedures to ensure anti-trafficking efforts consistently employ a victim-centered approach, particularly with regard to child sex trafficking; implement a policy to allow all victims assisting in investigations to obtain temporary employment passes; continue and expand meaningful cooperation with civil society organizations, particularly in victim protection and support; continue and increase the use of existing laws to impose serious penalties on employers and employment agencies who unlawfully confiscate workers' passports or commit other labor violations used to facilitate forced labor; continue and increase awareness campaigns to encourage public support of anti-trafficking efforts; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Singapore demonstrated limited efforts to prosecute and convict traffickers, but applied serious penalties against the two sex traffickers who were convicted. Singaporean law prohibits some forms of trafficking through its penal code and Women's Charter (a statute that includes provisions that criminalize certain offenses against women and girls). Singaporean law does not prohibit the forced prostitution of men. Article 140 of the Women's Charter prohibits forced prostitution involving detention or physical force, though it does not include non-physical forms of coercion, such as debt bondage or threat of abuse of the legal process. Article 141 only prohibits the movement of women and girls for "trafficking" but does not define the term "trafficking." Penalties prescribed for sex trafficking offenses in the Women's Charter include a maximum of five years' imprisonment, which are sufficiently stringent, but not commensurate with other serious crimes, such as rape. The fact that the criminal code does not define trafficking in a manner that is consistent with the 2000 UN TIP Protocol continued to limit the government's ability to prosecute trafficking cases, particularly in situations of debt bondage or when the victim initially consented to migrate to Singapore for work in a specific sector and was subsequently subjected to trafficking in that sector.

During the year, the government investigated 53 potential sex trafficking cases, prosecuted 9 defendants for sex trafficking offenses, and convicted two child sex traffickers, compared with one conviction during the previous year. One convicted trafficker was sentenced to six years' imprisonment, and one was sentenced to seven years' corrective training, which is a form of imprisonment. The government investigated 294 suspected cases of labor trafficking; it substantiated one case as amounting to labor trafficking and did not convict or punish any labor traffickers during the year. Officials continued to face challenges in identifying and building evidence in labor and sex trafficking cases. Authorities may have failed to recognize the elements of trafficking among individuals who reportedly migrated to Singapore willingly or who did not experience physical confinement or abuse. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government continued modest efforts to protect trafficking victims on a case-by-case basis. The government and civil society organizations continued to disagree as to whether specific cases amounted to trafficking. Civil society organizations referred 867 possible trafficking cases involving an unknown number of victims through the government's referral system. Of these, the government determined 228 victims in 93 cases (49 involving labor exploitation and 44 involving sexual exploitation) as having been subjected to trafficking or trafficking-related exploitation.

The government began implementing standard operating procedures, developed during the previous reporting period, to guide police and labor officials in identifying labor and sex trafficking victims and referring them to service providers. In August 2013, the interagency taskforce began implementing a new case referral process among government officials, civil society organizations, and foreign embassies. NGOs and foreign embassies reported that although the referral mechanism has improved coordination between public and private stakeholders, lack of transparency regarding ongoing cases remained a problem and interfered with service providers' ability to assist victims. Authorities identified the majority of sex trafficking cases during anti-prostitution operations. In 2013, the police established a dedicated team to identify and investigate sex trafficking cases. Authorities continued to use sex trafficking indicator cards to identify victims during operations involving individuals in prostitution; however, victims' fears of detention or deportation may have made them reluctant to communicate with law enforcement officers, leaving some victims unidentified. The government did not consistently ensure that social service professionals were present during screening interviews, though NGOs reported an improvement in this area during the reporting period. The government did not consistently protect child victims' rights; during the year, media outlets at times published the names and photos of child sex trafficking victims.

The government continued to provide partial funding to 27 shelters (22 serving adults and 5 for children) serving vulnerable populations, including 49 suspected trafficking victims, but it did not operate any trafficking-specific shelters. Many children's shelters housed both victims of abuse and children in conflict with the law. The government provided sex trafficking victims in government facilities with counseling; it did not provide these services to labor trafficking victims. Most victims, including those not counted in the government's statistics, were cared

for in NGO facilities that did not receive support from the government or shelters maintained by foreign embassies. Some victims whose cases did not result in prosecution were repatriated within two to four weeks; long-term support from the government was only available to victims whose cases resulted in a prosecution. Identified victims were not punished for crimes committed as a result of being trafficked. According to NGOs and foreign embassies, inadequate victim identification resulted in the possibility that trafficking victims were among the individuals arrested for prostitution violations during the year; such individuals may have been subjected to penalties.

The government requested victims considered key witnesses to remain in Singapore and participate in court proceedings. The government provided limited benefits for victims participating in investigations and prosecutions of trafficking offenses, such as allowing some victims to change employers and arranging for their accommodation in shelters or other housing. The government did not provide incentives such as legal aid for the pursuit of civil suits. There were reports that victims of trafficking did not wish to file official complaints with Singaporean authorities for fear of losing work permits or being forced to remain in the country and participate in a prosecution. An unknown number of trafficking victims received special passes that allowed them to stay legally in Singapore for a temporary period. The government allowed 42 labor trafficking victims to change employers, which is typically not permitted without an employer's consent. It granted six labor trafficking victims temporary work permits during the course of their participation in prosecutions.

Domestic workers in Singapore remained excluded from the employment act, which includes a number of basic worker protections. The government contributed funding to an NGO-run drop-in center that opened in January 2014 to refer distressed fishermen, including potential trafficking victims, to their embassies; however, fishermen who lacked Singapore work visas were not eligible for any form of protective services or legal redress in Singapore. The government did not provide long-term alternatives to removal to countries where victims may face hardship or retribution.

PREVENTION

The government increased efforts to raise awareness of the dangers of human trafficking, often through partnerships with universities, civil society organizations, and foreign embassies. The government's interagency taskforce continued implementation of Singapore's national action plan to combat trafficking. Nevertheless, government officials' and the general public's awareness of anti-trafficking policies was generally low. The taskforce conducted campaigns through social media, newspapers, television, posters, and other outreach materials to educate workers on their rights, raise the public's awareness of trafficking, and publicize efforts to punish employers for trafficking-related violations. The Ministry of Manpower provided workers with information for filing complaints and disseminated information to employers about the mandated weekly day off for domestic workers. The government maintained a dedicated help line for foreign domestic workers in distress, but the government did not report whether this line received any trafficking-related calls during the year. The government increased its efforts to jointly participate in public events, including conferences and panel discussions, with civil society organizations. In February 2014, it convened a meeting with representatives from civil society, the private sector, and the parliament to solicit feedback on draft anti-trafficking legislation. Also in February 2014, the government announced a new grant in the equivalent of approximately $64,000 for organizations to raise awareness of human trafficking.

The government enacted amendments to its Employment of Foreign Manpower Act (EFMA), increasing penalties for employers who fail to pay a worker's salary and imposing a legal limit on salary deductions for employer-provided accommodation and amenities. The government investigated employers for violations under the EFMA that could facilitate trafficking, and imposed fines—and in one case six weeks' imprisonment—on some employers for failing to pay wages, charging illegal commissions or excess fees to foreign workers, and operating employment agencies without proper licensing. Twenty-two individuals received sentences ranging from 18 months' probation to three months' imprisonment for the commercial sexual exploitation of children in Singapore. The government made limited efforts to reduce the demand for forced labor or for commercial sex. Singaporean law provides for extraterritorial jurisdiction over Singaporean citizens and permanent residents who sexually exploit children in other countries. There were no reports of investigations, prosecutions, or convictions for child sex tourism. Singapore is not a party to the 2000 UN TIP Protocol.

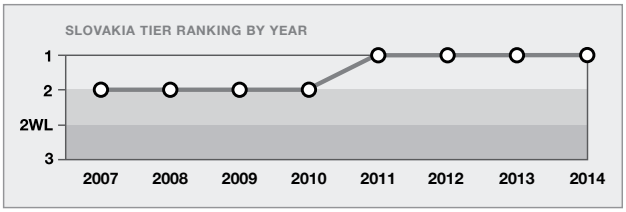
SLOVAKIA (Tier 1)

The Slovak Republic (or Slovakia) is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Slovak men and women are subjected to forced labor in agriculture and construction in Western Europe, primarily in the United Kingdom (UK). Slovak women, who comprise the majority of victims, are subjected to sex trafficking in Germany, Austria, the UK, Ireland, Switzerland, Poland, and other European countries. Slovak women of Romani descent are particularly vulnerable to sex trafficking; they are transported to the UK by force or deception to facilitate benefit fraud and to marry third country nationals attempting to avoid deportation by marrying EU citizens; many of these women then become victims of sex and labor trafficking.

Ukrainian, Moldovan, Bulgarian, Romanian, and Vietnamese men and women are forced to work in the Slovak Republic. Eastern European women are also reportedly transported to and through the Slovak Republic and forced into prostitution within the country and throughout Europe. Slovak children of Romani descent are subjected to sex trafficking within marginalized communities in the Slovak Republic and forced criminal behavior in the UK. Slovak men, women, and children of Romani descent are subjected to forced begging throughout Western Europe. Roma from marginalized communities are disproportionately vulnerable to human trafficking, as they were often underemployed and undereducated, due to lack of access to quality education in segregated schools. Traffickers, particularly prominent individuals in Romani communities, found victims through family and village networks, preying on individuals with disabilities or large debts. NGOs previously reported that children who leave institutional care facilities lacked sufficient support and sometimes fell victim to human trafficking.

The Government of the Slovak Republic fully complies with the minimum standards for the elimination of trafficking.

The government identified more victims than in the previous reporting period and trained police community specialists and social workers who work in marginalized Romani communities to prevent trafficking. The courts issued weak and suspended sentences, which did not deter traffickers. Twelve of the 14 convicted traffickers received suspended sentences and financial penalties, which they were allowed to pay in installments. The allocation of funding for NGOs providing essential care to trafficking victims experienced uncertainty early in 2013 due to Ministry of Interior reorganization and changes to its procurement system, but stabilized in the second half of 2013. A reduced level of cooperation with NGOs in the Expert Working Group hindered the creation of effective new policy.



RECOMMENDATIONS FOR SLOVAKIA:
Vigorously investigate, prosecute, and convict trafficking offenders and sentence those convicted to jail terms; continue training and capacity building for investigators, prosecutors, and judges; improve the referral process to specialized care facilities for victims identified by police; provide more funding for legal assistance to victims; pursue initiatives to improve the quality of assistance provided to trafficking victims from marginalized Romani communities, including the prosecution and conviction of their traffickers; train all government officials who may come into contact with victims about human trafficking indicators, especially the Border and Alien Police; ensure an effective and independent national anti-trafficking rapporteur exists to produce critical assessments on the government's anti-trafficking efforts; increase consultation with NGOs in the Expert Working Group, allowing for expanded collaboration; and amend the law to formally prohibit the prosecution of trafficking victims for offenses committed as a result of their trafficking.

PROSECUTION

The Government of the Slovak Republic demonstrated limited efforts to prosecute and convict trafficking offenders, and sentences imposed remained weak and failed to deter traffickers. The Slovak Republic prohibits all forms of trafficking through Section 179 of its criminal code, which prescribes penalties between four years' and life imprisonment for trafficking offenses. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In April 2013, an amendment to the Criminal Code came into force, which incorporated the European Parliament and Council directive on preventing and combating trafficking in human beings (2011/36/EU) into its law. The amendment added abduction as a means of trafficking, and forced begging, forced marriage, and exploitation for committing crimes as new forms of trafficking. During the reporting period, Slovak officials initiated 11 investigations and the prosecutions of 12 defendants, compared with 23 investigations and 19 prosecutions initiated in 2012. Courts convicted 14 traffickers during the reporting period, a slight increase from 11 in 2012. Short and suspended sentences given to convicted offenders remained a weakness of Slovak courts. Twelve offenders received suspended sentences—10 received suspended sentences of two years' imprisonment and two received suspended sentences of three years' imprisonment—one offender was sentenced to four years' imprisonment, and another to 56 months' imprisonment. In March 2014, a Slovak court convicted 10 offenders of using blackmail to coerce women into prostitution, but all received suspended sentences and were allowed to pay fines in installments. In two suspected sex trafficking cases, the government reclassified trafficking investigations as pimping investigations; in previous reporting periods, the pimping of children was not always charged as a trafficking offense.

NGOs noted that Slovak police had difficulty obtaining convictions when working with victims from marginalized Romani communities, who were frequently returned to the environments from which they were recruited. Experts also believed that Slovak law enforcement placed too much emphasis on victim testimony, and made insufficient attempts to secure other types of evidence. To increase the number of international investigations, the government transferred anti-trafficking responsibilities from the Organized Crime Unit within the Police Presidium to the Irregular Migration Unit within the Bureau of Border and Police, enabling officials with specialized knowledge to investigate suspected traffickers and identify and assist victims. This transfer of responsibilities coincided with multiple joint investigations with British police in support of prosecutions in the UK. The Ministry of Interior also trained 41 police officers eligible to work at missions abroad. The Government of Slovakia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Slovak government displayed mixed efforts to protect victims of trafficking, with victims receiving insufficient funding for legal assistance. Issues with the Ministry of Interior's reorganization efforts in the first half of 2013 resulted in funding uncertainties for victim service providers, which depend on such resources to operate; these issues were resolved in the second half of the year. Not knowing whether funding would continue, NGOs struggled to allocate resources accordingly. A lack of funding prevented these organizations from providing sufficient care to assist victims.

The government, sometimes in partnership with an international organization, trained hundreds of government officials, including police in the migration and organized crime units, diplomats, labor inspectors, and orphanage staff on victim identification techniques. In 2013, the Slovak police identified 25 victims and civil society identified a further 30 victims—an increase from 37 victims total identified in 2012. The government did not have a unified system to refer identified victims to protection services, but some government institutions had procedures to refer victims to care facilities, which NGOs claimed had been abused by non-victims claiming benefits. Social workers continued to receive training in victim identification and had procedures in place to refer suspected victims to the National Coordinator or directly to the organizations providing victim care services.

Thirty of the 55 identified victims entered into the government-funded victim care program—compared with 22 victims in the program in 2012—in which NGOs provided shelter and care services, including legal assistance and psycho-social support, for up to 180 days, or until the trial is over. Nine of the victims who received care were men, and 21 were women. Fifteen of those

who received care were victims of sex trafficking, and 12 were victims of forced labor, including two victims of forced begging. Only one of the 25 victims identified by police entered into these facilities, raising questions about whether these victims were informed of the care options. Victims were accommodated in shelters that also served other types of clients, but were housed separately from them. Adult victims were permitted to leave the shelters without a chaperone and at will. The government did not provide long-term rehabilitation assistance to trafficking victims.

In February 2014, the Ministry of Interior began training 300 police community specialists and social workers who worked in marginalized Romani communities on trafficking and other issues. All unaccompanied minors were automatically eligible for temporary residency on non-trafficking grounds. Slovak victims were eligible for unlimited care during the entire time they cooperate in the criminal prosecution of a case, otherwise they were only eligible for 90 days' crisis intervention, followed by 90 days of reintegration care. Foreign victims were eligible for care and temporary residency during the entire time they participated in an investigation. Otherwise, they were eligible for up to 180 days of temporary residency and care support. The law allows foreign victims to seek employment, but other obstacles, such as the length of stay, could prevent them from actually securing employment. Since funding for legal representation is limited, a foreign victim's capacity to justify his or her case for temporary residency without legal assistance may be limited.

The government did not encourage victims to participate in trafficking investigations. Victims risked experiencing secondary traumatization during the investigative process when victims were interviewed multiple times. The law authorized the extension of permanent residence to victims of trafficking who faced hardship or retribution if returned to their country of origin; however, no such residence permits have ever been issued. NGOs reported a reduced level of consultation and collaboration from government officials in the Expert Working Group on issues such as victim care. There were no reports that the government penalized victims for unlawful acts committed as a direct result of being trafficked during the year, although the law does not formally prohibit the prosecution of trafficking victims. The government claimed that law enforcement authorities have the discretion to decline to prosecute trafficking victims for crimes committed while trafficked.

PREVENTION

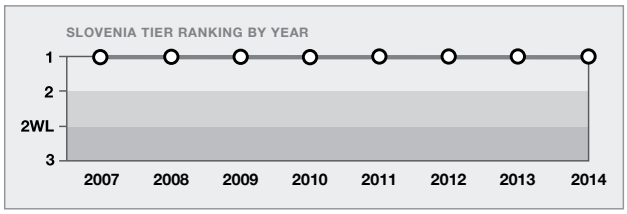
The government improved its efforts to prevent human trafficking. Ministry of Interior officials presented a new trafficking awareness campaign on television focused on the dangers of becoming a victim when responding to job offers abroad. The ministry, together with several Slovak NGOs and UK partners, launched a forced labor-focused awareness-raising and intervention project aimed at Slovak Roma traveling to Glasgow, Scotland. The project included a documentary film consisting of testimonies of victims from marginalized Romani communities. The government funded an NGO-run research project looking at the causes of trafficking in marginalized Romani communities. The government also funded an NGO-run awareness raising project consisting of a transportable information stand containing information about the dangers of becoming a victim of trafficking while pursuing job offers abroad; these information stands were placed in shopping malls, municipal buildings, and other public areas around the country, including the Bratislava airport. The government continued to fund an anti-trafficking hotline operated by IOM.

The government did not establish a national rapporteur, as it is obliged to do under Article 19 of the European Union anti-trafficking directive. The government did not conduct any activities to reduce the demand for commercial sex during the year. The government did not report providing training sessions on human trafficking for Slovak security personnel prior to their deployment abroad on international peacekeeping missions.

SLOVENIA (Tier 1)

Slovenia is a transit and destination country and, to a lesser extent, a source country for women and children subjected to sex trafficking and men, women, and children subjected to forced labor and forced begging. Victims of labor exploitation in Slovenia come from Bosnia and Herzegovina, Romania, Serbia, Slovakia, Slovenia, and Ukraine and are exploited in the construction sector and forced into begging. Sometimes these persons migrate through Slovenia to Italy, Austria, and Germany, where they are subsequently subjected to forced labor. Women and children from Slovenia, as well as Bulgaria, Croatia, the Czech Republic, the Dominican Republic, Moldova, Romania, Serbia, Slovakia, and Ukraine are subjected to forced prostitution within the country and also transit through Slovenia to Western Europe, primarily to Italy and Germany, where they face the same form of exploitation. Ethnic Roma are particularly vulnerable to trafficking in Slovenia.

The Government of Slovenia fully complies with the minimum standards for combating trafficking in persons. The government provided training for law enforcement officials and authorities partnered with their counterparts to investigate trafficking; however, the government prosecuted and convicted fewer traffickers. The government sustained funding for NGOs to provide assistance to victims and run awareness campaigns, but authorities lacked a formal mechanism to refer victims to NGO care. The inter-ministerial working group developed a new national action plan and released a public report on the government's trafficking efforts.



RECOMMENDATIONS FOR SLOVENIA:

Vigorously investigate and prosecute sex trafficking and labor trafficking offenses, and convict traffickers under the trafficking in persons law; ensure sentences for convicted traffickers reflect the severity of their crime; continue to strengthen specialized training for investigators, prosecutors, and judges in applying the human trafficking statute; develop a formal mechanism to guide officials in referring potential victims to NGOs for assistance; increase efforts to identify victims of both sex and labor trafficking among vulnerable populations, including women in prostitution, dancers in nightclubs, foreign migrant workers, and children in begging; ensure victims can pursue court-ordered compensation from their traffickers and apply for compensation from the state fund for crime victims; provide trafficking-specific training to administrative units responsible for issuing residency permits; ensure that potential trafficking

victims are fully informed of their rights upon identification; ensure that proper and safe facilities exist to assist child victims of trafficking; continue prevention outreach to vulnerable populations, such as Roma; and continue to raise awareness of forced labor and forced prostitution among the general public.

PROSECUTION

The Government of Slovenia demonstrated weakened anti-trafficking law enforcement efforts, as trafficking prosecutions and convictions decreased. Slovenia prohibits all forms of both sex and labor trafficking through Article 113 of its criminal code, which prescribes penalties ranging from one to 15 years' imprisonment for offenses. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government also prosecutes some trafficking cases under Article 112, which prohibits enslavement. In the previous reporting period, the government investigated some trafficking cases under Article 175, which prohibits participation in the exploitation of prostitution; Article 175 covers more than trafficking crimes, because it also applies to cases in which a defendant passively profits from the prostitution of another. In 2013, the government conducted four trafficking investigations, compared with 13 in 2012. Authorities prosecuted nine defendants under Article 113, a significant decrease from 27 in 2012 and 16 in 2011. The government convicted two traffickers in 2013, compared with eight convictions in 2012 and zero in 2011 under Articles 112 and 113. One convicted trafficker received two years and eight months' imprisonment plus a fine, and the second trafficker—a minor—received a suspended sentence. The government provided training for police investigators on trafficking and labor exploitation and for state prosecutors on prosecuting trafficking in persons cases. In November 2013, the government provided a one-day training for judges on human trafficking. Slovenian police cooperated with Bulgarian and Slovak entities in two separate transnational investigations. There were no investigations or prosecutions of public officials for alleged complicity in trafficking-related crimes during the reporting period.

PROTECTION

The Government of Slovenia sustained victim protection efforts. In 2013, the government allocated the equivalent of approximately $118,000 for victim protection, the same amount as 2012. The government identified 37 victims in 2013, compared to 67 in 2012 and 20 in 2011. Police officers were required to direct identified trafficking victims to NGOs offering care facilities, though the procedure for victim identification was not formalized. The Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA) reported that Slovenian authorities' efforts to identify victims focused on women subjected to sex trafficking, and that authorities needed to do more to proactively identify cases of labor trafficking and human trafficking among unaccompanied children. The government funded two NGOs that provided services for all victims of trafficking, including crisis accommodation, long-term accommodation, telephone counseling, psycho-social support, repatriation assistance, help in establishing contact with the police and court monitors, and assistance adjusting immigrant status. These NGOs assisted 47 victims in 2013. Victims housed in government-funded shelters were permitted to leave at will and unescorted. The Aliens Act provided a three-month reflection period for victims to legally reside in Slovenia while they recover and consider whether to participate in an investigation; however, the government only offered crisis accommodation for five days, after which victims who have not yet decided whether to assist law enforcement were not entitled to victim services. In cases of participation in pre-trial and criminal proceedings, foreign victims received a temporary residence permit that lasts until the end of proceedings, or longer if the victim was employed or in school. Police must provide protective escort for victims during legal proceedings. In 2013, six victims cooperated with law enforcement on trafficking cases; one of these victims received a temporary residence permit. GRETA reported that no victims have ever received compensation from their traffickers, and that victims of trafficking were not explicitly listed as eligible for compensation from the state fund for crime victims. There were no reports of victims punished for unlawful acts committed as a direct result of being trafficked.

PREVENTION

The government demonstrated strong efforts to prevent human trafficking. The government coordinated its anti-trafficking efforts through the Ministry of Interior's Interdepartmental Working Group (IDWG), which was led by the national coordinator and brought together representatives of the relevant ministries, the National Assembly, the state prosecutor, and NGOs. The working group met six times during the year and published the national coordinator's annual report evaluating the government's anti-trafficking efforts. The working group also drafted an action plan for 2014-2016, but it was not yet approved by the end of the reporting period. The IDWG provided NGOs with the equivalent of approximately $29,100 to run awareness campaigns targeting potential trafficking victims, particularly young people and migrant workers. The IDWG also conducted training programs for border officers, labor inspectors, asylum officers, and consular officers. The Ministry of Foreign Affairs provides one full day of trafficking-specific content during its annual training for consular officers; however, GRETA reported that the administrative units responsible for issuing residence permits, which were not staffed by consular officers, lacked trafficking-specific training. The government did not report prosecuting any citizens for participating in international child sex tourism. The government did not report any specific measures to reduce the demand for commercial sex or forced labor.

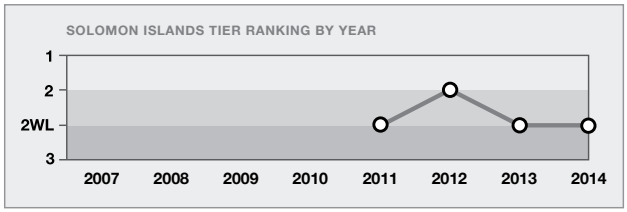
SOLOMON ISLANDS (Tier 2 Watch List)

The Solomon Islands is a source, transit, and destination country for local and Southeast Asian men and women subjected to forced labor and forced prostitution. Women from China, Indonesia, Malaysia, and the Philippines are recruited from their home countries for legitimate work, some paying large sums of money in recruitment fees, and upon arrival are forced into prostitution. Men from Indonesia and Malaysia are recruited to work in Solomon Islands' logging and mining industries and may be subsequently subjected to forced labor in industrial camps. Fishing crew members from Indonesia, the Philippines, Vietnam, Sri Lanka, North Korea, and Fiji have reported indicators of human trafficking, including severe living conditions, violence, limited food supply, and nonpayment of wages on Taiwanese-flagged fishing vessels in Solomon Islands' territorial waters and ports.

Local children are also subjected to prostitution and forced labor within the country. Children are subjected to prostitution,

sometimes in exchange for money or fish, particularly near foreign logging camps, on foreign and local commercial fishing vessels, and at hotels and entertainment establishments. Some parents sell their children to foreign workers at logging and mining companies for marriage; some of these girls are later forced into domestic servitude and prostitution in the logging and fishing areas. Local boys and girls are put up for "informal adoption" by their family members in order to pay off debts; some are subsequently subjected to sexual servitude by the adopted family members or guardians, or forced labor as domestic servants. Boys are forced to work as domestic servants and cooks in logging camps.

The Government of the Solomon Islands does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Immigration officials reported investigating an unspecified number of alleged labor trafficking cases in the fishing industry, in which potential victims of trafficking were interviewed and repatriated. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts; therefore, Solomon Islands is placed on Tier 2 Watch List for the second consecutive year. During the reporting period, the government passed implementing regulations for the 2012 Immigration Bill, which prohibits all forms of trafficking, but they were not gazetted. The government did not press charges against suspected traffickers or actively assist trafficking victims. The government also did not allocate funding for national anti-trafficking efforts.



RECOMMENDATIONS FOR THE SOLOMON ISLANDS:

Investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, including those involved in utilizing forced labor on fishing vessels and children in prostitution and forced labor in or near logging camps, fishing vessels, and in the tourism industry; investigate the forced prostitution of foreign women and prosecute their traffickers and clients; adopt and implement proactive procedures to identify victims of trafficking among vulnerable groups, such as foreign workers in the fishing and logging sectors and women and children in prostitution; institute a campaign to raise public awareness of human trafficking in the country; implement the draft national action plan for combatting trafficking in persons; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The Government of the Solomon Islands demonstrated limited progress in its anti-trafficking law enforcement efforts. It approved, but did not gazette, implementing regulations for the Immigration Bill of 2012, which prohibits and punishes all forms of trafficking in persons and prescribes a penalty of up to five years' imprisonment or a fine the equivalent of approximately $6,700 or both for the trafficking of adults, and a penalty of up to 10 years' imprisonment or a fine the equivalent of approximately $13,300 or both for the trafficking of children. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The law also prohibits and punishes the withholding of travel or identity documents for the purpose of facilitating human trafficking; the penalty is imprisonment not exceeding two years, a fine the equivalent of approximately $2,960, or both. The law provides immunity from prosecution for trafficking victims for such crimes as illegal entry into the country, illegal residence or procurement, or possession of a false identification document.

The government did not report any prosecutions of trafficking offenses or convictions of suspected traffickers. The Immigration Division reported investigating more than 27 potential trafficking cases involving migrant workers in the fishing industry who were reportedly lured under false contracts in foreign countries and then deprived of their passports, mistreated, and not paid. Immigration officials interviewed and repatriated the victims, but could not gain cooperation from the Department of Labor or the office of the Attorney General to further investigate or prosecute the alleged traffickers.

In September 2013, the Chief Immigration Officer, with the assistance of foreign funding, led anti-trafficking training for ten government officers in various ministries. Trafficking in Persons Advisory Committee (TIPAC) members also participated in foreign donor-funded training and activities focused on strengthening efforts to prevent and combat trafficking in Solomon Islands. The government did not conduct any criminal investigations or prosecutions of government employees allegedly complicit in human trafficking during the year.

PROTECTION

The Government of the Solomon Islands made modest efforts to protect victims of trafficking during the reporting period. Law enforcement and social services personnel continued to lack systematic procedures to proactively identify victims of trafficking among high-risk groups and formal guidelines to refer human trafficking victims to organizations that provide services. The government continued to rely largely on civil society or religious organizations to provide limited services to victims of crime, including victims of human trafficking, and did not provide or allocate funding for anti-trafficking efforts. The Family Support Center, an NGO, is available to provide consultations to victims of gender-based violence and government-identified trafficking victims, though there were no reports of trafficking victims receiving assistance at this center in 2013.

During the reporting period, Solomon Islands Immigration, with the help of a local business, referred 11 male Indonesian crewmembers, who were victims of labor trafficking on a fishing vessel, to shelter services. The government did not identify or protect any victims of sex trafficking and did not operate any shelters for trafficking victims. The government has the authority to provide temporary residency permits—valid for up to three months—to allow foreign victims to assist the police in investigations, though no victims were granted a permit during the reporting period. The government reports that victims are able to seek compensation from their traffickers through civil suits; however, no trafficking victims have filed such suits. TIPAC reported that women in prostitution were arrested and prosecuted during the year without efforts being made to determine whether they were victims of human trafficking.

PREVENTION

The government made negligible efforts to prevent trafficking during the reporting period. During the reporting year, the government did not conduct any educational campaigns or workshops to increase awareness of trafficking. The law of 2012 was not gazetted; as a result, a national action plan to combat trafficking drafted in 2012 remained pending approval, and TIPAC remained an unofficial body at the end of the reporting period. The government did not take any measures to decrease the prevalence of child sex tourism in Solomon Islands. It also took no action to reduce the demand for commercial sex acts or forced labor in the country during the reporting period. The Solomon Islands is not a party to the 2000 UN TIP Protocol.

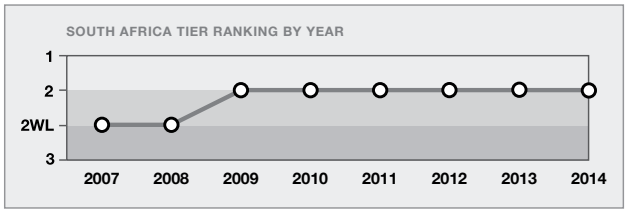
SOUTH AFRICA (Tier 2)

South Africa is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. South African citizens and foreign nationals are subjected to human trafficking within the country. NGO and law enforcement officials indicate South Africans constitute the largest number of victims within South Africa. South African children are subjected to trafficking mainly within the country, recruited from poor rural areas and brought to and moved between urban centers such as Johannesburg, Cape Town, Durban, and Bloemfontein. Girls are subjected to sex trafficking and domestic servitude; boys are forced to work in street vending, food service, begging, criminal activities, and agriculture. Reports of forced begging increased in 2013; some forced begging involved children with disabilities. The tradition of *ukuthwala*, the forced marriage of girls as young as 12 to adult men, is still practiced in some remote villages in Eastern and Western Cape provinces, leaving these girls vulnerable to forced labor and sex slavery; South Africa prosecuted its first *ukuthwala* case in 2013. South African victims were identified and repatriated from Malawi and Venezuela in 2013. In March 2014, the Brazilian government released a South African woman previously convicted and imprisoned for drug smuggling upon recognition that she was a trafficking victim.

Nigerian syndicates dominate the commercial sex trade in Hillbrow and other areas, though local criminal rings and street gangs also organize child prostitution. Russian and Bulgarian crime syndicates operate in the Cape Town sex trade, and Chinese nationals coordinate the sex trafficking of Asian nationals. To a lesser extent, syndicates recruit and transport South African women to Europe and the Middle East, where some are forced into prostitution or domestic service. During the year, law enforcement reported increased coercion of sex trafficking victims via forced drug use, which compounded difficulties in rescuing victims.

In addition to South Africans, in 2013, the government identified victims from Russia, the Philippines, Taiwan, Thailand, Ghana, Somalia, Namibia, Zimbabwe, Zambia, and the United States. Officials acknowledged an increased presence of Chinese victims, but Thai women were the largest identified foreign victim group. Women and girls from China, Taiwan, Thailand, Cambodia, India, Russia, Ukraine, Moldova, Bulgaria, Brazil, the Democratic Republic of the Congo, the Republic of the Congo, Rwanda, Mozambique, Lesotho, Swaziland, and Zimbabwe are recruited for legitimate work in South Africa, but are sometimes subsequently subjected to forced prostitution, domestic servitude, or forced labor in the service sector or taken to Europe for forced prostitution. LGBT persons—both foreign and South African—were identified as sex trafficking victims by NGOs during the year. Taxi drivers or criminals at the border transport Zimbabwean migrants, including children, into South Africa and subject some to sex or labor trafficking upon arrival. Traffickers transport Asian and African victims through Lesotho into South African territory. Chinese and Taiwanese men are forced to work in mobile sweatshop factories in Chinese urban enclaves in South Africa. For the second consecutive year, men were identified as victims of forced labor aboard fishing vessels in South Africa's territorial waters; the victims included 75 Indonesian men exploited without pay over a three- to four-year period on Taiwanese flagged ships. Young men and boys from Lesotho, Mozambique, Malawi, Swaziland, and Zimbabwe voluntarily migrate to South Africa for farm work, including cattle herding; some are subjected to forced labor and subsequently arrested and deported as illegal immigrants. Forced labor is reportedly used in fruit and vegetable farms across South Africa and vineyards in the Western Cape. NGOs report Pakistanis are subjected to bonded labor in businesses owned by Pakistani nationals.

The Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In May 2013, parliament passed the Prevention and Combatting of Trafficking in Persons Act (PACOTIP), which was signed by President Zuma in July 2013. However, at the close of the reporting period, the legislation was not yet in effect, as it awaited presidential promulgation upon finalization of implementing regulations; the lack of an appropriate legal framework impeded the government's efforts to prosecute the crime in 2013. The Department of Justice Victim Support Directorate (DOJ/VSD) oversaw the development of these regulations by stakeholder departments. In anticipation of the promulgation of the legislation's regulatory structure—which will serve to enact the legislation—the National Prosecuting Authority (NPA), coordinated trainings for prosecutors, magistrates, and investigative police in all nine provinces and, through its Inter-Sectoral Task Team (ISTT) and provincial task teams, supervised national law enforcement efforts. The government convicted only three traffickers during the year and began prosecution of 12 suspects for alleged sex trafficking violations. Two additional defendants awaited prosecution for their suspected involvement in the exploitation of children in domestic servitude—the first such case to reach the courts. These law enforcement efforts represent an increase from the previous reporting period, during which the government convicted one trafficker and initiated prosecutions involving seven suspects. The Department of Social Development (DSD) continued its oversight of victim shelters. Nonetheless, the government lacked formal procedures for properly screening and identifying trafficking victims among vulnerable groups, including illegal migrants and women in prostitution. As a result, some foreign victims were repatriated without being identified. The government failed to systematically address labor trafficking offenses or successfully prosecute cases against any major international syndicates responsible for much of the sex trafficking in the country. A serious lack of capacity and widespread corruption among the police force stymied progress in anti-trafficking law enforcement efforts.



RECOMMENDATIONS FOR SOUTH AFRICA:

Promulgate and implement anti-trafficking regulations; increase awareness among government officials of their responsibilities under the anti-trafficking bill and related provisions under the Sexual Offenses and Children's Amendment Acts; verify that law enforcement and social service providers use a victim-centered approach when interacting with potential victims and recognize that initial consent is irrelevant; institutionalize anti-trafficking training for all South African Police Service (SAPS) officials; prosecute employers who use forced labor; adequately screen all potential deportees for trafficking victimization to ensure they are not inappropriately deported; verify that officials adequately screen for victims among vulnerable groups, including women in prostitution; replicate the coordinated anti-trafficking law enforcement and victim referral mechanisms of KwaZulu-Natal (KZN) and Western Cape in all provinces; provide interpreters to assist victims in obtaining care, cooperating with law enforcement, and testifying in court; extend the availability of drug rehabilitation services to all high-risk areas; investigate and prosecute officials suspected of being complicit in trafficking; certify or establish additional shelters for the assistance of male trafficking victims; and institute formal procedures to compile national statistics on trafficking cases prosecuted and victims assisted, as is done for other crimes.

PROSECUTION

The Government of South Africa increased efforts to investigate and prosecute trafficking crimes. While it convicted three trafficking offenders and initiated the first prosecution of suspects tied to the exploitation of children in domestic servitude, the government has not yet promulgated anti-trafficking regulations, and South Africa's pre-existing laws do not prohibit all forms of trafficking. The Sexual Offenses Act (SOA) prohibits the sex trafficking of children and adults, and the Basic Conditions of Employment Act of 1997 (BCEA) prohibits forced labor. The SOA prescribes punishments of up to 20 years' imprisonment for sex trafficking offenses, which is sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. Maximum penalties under the BCEA of three years' imprisonment for forced labor offenses are not sufficiently stringent. The Children's Amendment Act prescribes penalties of five years' to life imprisonment or fines for the use, procurement, or offer of a child for slavery, commercial sexual exploitation, or to commit crimes. The Prevention of Organized Crime Act of 1998 is sometimes used in combination with the SOA to add additional charges—including money laundering, racketeering, and criminal gang activity—and stiffer penalties against offenders. In May 2013, the parliament passed comprehensive anti-trafficking legislation, the Prevention and Combating of Trafficking in Persons Bill, which was published in the government gazette and signed by the president in July 2013. Once all departments complete their implementing regulations, the president will promulgate the legislation; at the close of the reporting period, the act was not yet in effect. SAPS, NPA, DSD, and DOJ/VSD finalized their regulations, but those for the Department of Home Affairs (DHA) and the Department of Labor (DOL) remained under review.

In 2013, the government convicted three traffickers and initiated prosecutions of 12 suspected sex traffickers and two suspected labor traffickers. In February 2014, the Western Cape High Court convicted a trafficker and sentenced him to 22 years' imprisonment under both rape and trafficking charges for his purchase, exploitation, and abuse of a 14-year-old girl in servile marriage—a misuse of the *ukuthwala* tradition of arranged marriages. In November 2013, the Atlantis Magistrate's Court convicted a defendant for the prostitution of two minors; sentencing in this case remained pending at the close of the reporting period. The Sabie Magistrate's Court continued to try a February 2013 case involving a Mozambican woman and a South African businessman charged with the sex trafficking of five Mozambican girls. A known associate of these traffickers was sentenced in the North Gauteng High Court to 15 years' imprisonment under trafficking provisions in the Children's Act for the selling of a Mozambican child. The prosecution of five defendants in the 2011 "Point Durban" case remained ongoing. Several other sex trafficking trials remained ongoing from previous reporting periods.

In its efforts against sex trafficking, the government continued to prosecute sex trafficking cases involving one to three victims and similar numbers of defendants, all typically from South Africa or neighboring countries; it has not successfully prosecuted larger, international syndicates involving Nigerian, Russian, Bulgarian, Chinese, and Thai traffickers who dominate the sex trade in several South African cities. No cases against traffickers of Thai women have been initiated since 2007, despite the Thai embassy in Pretoria reporting having assisted and repatriated 180 Thai women it identified as trafficking victims during the year.

While civil society experts indicate the majority of trafficking victims in South Africa are labor trafficking victims, the government failed to systematically investigate forced labor abuses. However, officials initiated the first prosecution of suspects tied to the exploitation of children in domestic servitude. In October 2013, Western Cape authorities charged a father and son with child abduction for their role in recruiting and transporting minors from the Northern Cape to Cape Town, where they were subjected to domestic servitude. In 2013, the government did not comprehensively monitor or investigate forced child labor or the labor trafficking of adults in the agricultural, mining, construction, and fishing sectors. Generally, the DOL and its inspectors continued to see the BCEA as their core enforcement mechanism and failed to consider the trafficking implications within this workload; for example, officials reported fining employers who failed to pay their 200 employees under the BCEA provision for non-payment of wages, without considering this as an indicator of forced labor and seeking criminal prosecution of the employers. DOL officials cited the lack of sufficient legislation as a key impediment to criminally charging employers in forced labor cases.

Official complicity in trafficking crimes was a serious concern. Well-known brothels, including some that have previously housed sex trafficking victims, continued to operate without police intervention, at times a result of official complicity. The government failed to prosecute any officials allegedly complicit in trafficking-related crimes. Many stakeholders report the failure of police to proactively identify sex trafficking victims or pursue investigations; police regularly removed alleged victims of sex trafficking from brothels without opening investigations against

the perpetrators. NGOs report that police officers solicited commercial sex acts from trafficking victims. A South African diplomat suspected of engaging in forced labor remained under investigation by a foreign government.

The government increased training efforts in anticipation of the legislation's impending promulgation. During the year, NPA trainers visited NPA offices in all nine provinces to train their staff on trafficking; 150 prosecutors received anti-trafficking training in 2013. NPA staff trained magistrates in each region and investigative police assigned to various "Hawks" units around the country; for example, 60 "Hawks" police were trained in Johannesburg in December 2013. DHA and DOL included IOM-developed trainings within their academy trainings for new staff. In partnership with the government, IOM led bi-annual trainings in 2013 for 70 South African diplomats *en route* to consular positions abroad. The Department of Social Development (DSD) held trainings in Gauteng, Western Cape, and KZN for social service professionals and provided funding to NGOs to facilitate trainings of hospital staff in Western Cape to ensure front-line responders could adequately identify and assist victims. The government cooperated with officials in Mozambique, Swaziland, and Lesotho to investigate trafficking cases.

PROTECTION

The government continued efforts to protect trafficking victims, assisting at least 100 victims. DSD continued oversight of and funding to 13 accredited multipurpose shelters, which hosted 80 foreign and 13 South African adult trafficking victims in 2013—an increase from 87 victims in 2012 and 59 in 2011. It continued oversight of 17 NGO-run safe houses designed to temporarily shelter victims before they reach an accredited shelter. The DSD ran a nine-week rehabilitation program to address the psycho-social well-being of victims and paid for the stay of victims at rehabilitation centers for overcoming drug addiction. In lieu of this longer-term rehabilitation program, victims could choose a shorter-term program, including provision of counseling, accommodation, and reintegration services. There was only one shelter available for men in the entire country, located in Gauteng Province, which was difficult to access for men victimized in other parts of the country. The Thuthuzela Care Centers—a collaborative effort of multiple departments to provide crisis care to victims of sexual violence—provided assistance to an additional seven victims in 2013—the first year for which they were able to provide such data. The government assisted child trafficking victims in facilities for vulnerable children, without provision of specific services related to their trafficking victimization. NGOs reported referring at least 20 child trafficking victims to DSD for placement in these facilities during the reporting period and at least seven child victims were sheltered by DSD during the ongoing legal cases cited in this report; however, officials could not disaggregate child trafficking victims from the total number of children in shelters during the year. Both adults and children were prohibited from leaving shelters unaccompanied, allegedly for security reasons. DSD staff monitored victims' well-being, prepared them for court, and accompanied them throughout the trial and repatriation processes. In 2013, the Mpumalanga task team established a rapid-response team comprised of government agencies and NGOs, and modeled after those in Gauteng, Western Cape, and KZN to coordinate protective services, including shelter, for victims. DSD continued to serve a key role in accepting victims from law enforcement and coordinating their placement in a registered shelter. The Cape Town Vice Squad rescued 34 trafficking victims during their operations in the city in 2013.

DSD drafted implementing regulations in preparation for the social services portions of the anti-trafficking bill and developed formal procedures for the identification of trafficking victims and their referral to appropriate care, though these have not yet been put into effect. First-line responders continued to use a guidebook to assist in the identification of trafficking victims and shelter intake forms to capture trafficking victim data. The KZN and Western Cape provincial Task Teams used an interagency protocol, with input from SAPS, DOJ, and DSD, to guide law enforcement's interactions with women in prostitution.

Law enforcement generally failed to screen women and LGBT persons in prostitution for trafficking indicators, treating them as criminals and often charging them with prostitution and other violations. During the year, at least one potential sex trafficking victim was jailed alongside her suspected trafficker and two additional foreign sex trafficking victims were deported without identification by authorities. The government failed to identify as trafficking victims 75 Indonesian seamen—unpaid and abandoned by their captains in the Port of Cape Town in late September 2013—despite their reported screening by Home Affairs officials. In addition, officials held the 75 fishermen in immigration detention for more than two months. In February 2014, the South African government paid for their return flights home and permitted them to bypass immigration when departing South Africa; thus, the victims' passports do not reflect their departure as a deportation, allowing them to continue working as seamen in the future.

Systemic hurdles continued to inhibit progress in providing justice and protection for victims in South Africa. Lack of language interpretation for victims impeded the investigation of trafficking cases, prosecution of suspected offenders, and screening of victims. The government's failure to provide adequate security for victims at places of safety inhibited some organizations from accepting victims. Drug treatment programs—necessary for trafficking victims made addicted to drugs as part of their coercion—were inadequate in South Africa; without publicly-funded facilities, private facilities were over-taxed in urban areas and non-existent in rural areas. Officials encouraged victims to participate in the investigation and prosecution of trafficking offenders and provided long-term care to foreign victims who did so; the three trafficking convictions reported during the year relied in part on victim testimony. At times, prosecutors experienced difficulty in pursuing cases because the DHA deported victims before they had been interviewed or able to participate in the trial; this was, in part, a result of the lack of legal alternatives available under current South African law for victims to avoid deportation to countries where they may face hardship or retribution. There appeared to be a systemic obstacle to recognizing the emotional trauma victims endured. For example, law enforcement reported being unable to place suspected victims in shelters if the victims failed to provide evidence of force, fraud, or coercion immediately after their rescue. Suspected criminals could only be held for 48 hours without evidence, and many traumatized victims were unable or unwilling to provide statements within that time frame, leading to the release of suspected offenders.

PREVENTION

The government increased efforts to prevent human trafficking through awareness-raising campaigns in schools and efforts to coordinate national anti-trafficking policies and planning. The

DOJ/VSD coordinated interdepartmental policy development—to ensure preparedness for the eventual implementation of anti-trafficking legislation—and provided funding for local awareness and training events. In May 2013 and February 2014, DOJ/VSD organized two week-long strategy sessions, where government stakeholders developed and reviewed implementing regulations and worked with civil society partners to develop an updated national action plan. The draft plan was released for interagency and NGO comment in February 2014. DOJ/VSD supported awareness-raising efforts, including events at malls and door-to-door campaigns in high-risk trafficking areas in Northwest and Mpumalanga provinces, which reached 13,000 residents. The government spent the equivalent of approximately $270,000 in trafficking awareness-raising and training initiatives during the 2012-2013 fiscal year. The NPA continued to serve as the government's law enforcement lead, providing oversight of its six provincial task teams coordinated through the ISTT. Various task teams undertook awareness raising events; for example, in KZN, the provincial task team conducted 22 awareness-raising sessions for students, reaching over 1,700 primary school students. NPA, DOJ, SAPS, and Thuthuzela staff held 26 awareness-raising sessions at high schools about sexual offenses, children's rights, victim identification, and how to report abuses; these sessions reached approximately 10,100 students.

During the year, President Zuma called for a ban on labor brokers and, in March 2014, parliament passed amendments to the 2012 Employment Services bill that awaited presidential assent at the end of the reporting period. Though the bill does not ban labor brokers, it requires the DOL to license and regulate private employment agencies and prohibits them from charging fees for their services unless explicitly authorized by the Minister of Labor. In addition, DOL officials began work with officials in Lesotho to regularize the process for Basotho in acquiring work permits and enforcing labor laws following reports of abuse. DOL fined labor brokers and shut down domestic worker recruitment agencies for placing workers with employers who frequently did not pay workers the required minimum wage. DOL also increased inspections of factories in the past year, and reported it has reduced the number of labor abuses by Chinese firms. For example, DOL and the KZN Task Team investigated a Chinese factory suspected of using forced labor; although the inspection did not uncover such abuses, it led to the government's prosecution of employers for a number of other labor violations. In 2013, DOL amended the BCEA to include violations in the informal work sector, including domestic work. DOL developed non-binding guidelines on acceptable household chores.

During the year, DSD co-signed, with leaders from South Africa's tourism and hospitality industry, a code of conduct for the protection of children from sexual exploitation. The government failed to reduce the overall demand for commercial sex, though the Cape Town Vice Squad arrested nine males for soliciting commercial sex acts from trafficking victims. The South African National Defense Forces' Peace Mission Training Centre provided anti-trafficking training to South African troops prior to their deployment abroad on international peacekeeping missions; in addition, the South African military prosecuted troops who perpetrated sex crimes while serving on missions abroad. The government did not undertake efforts to reduce the demand for forced labor or commercial sex acts during the reporting period.

SOUTH SUDAN (Tier 2 Watch List)

South Sudan is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. South Sudanese women and girls, particularly those from rural areas or who are internally displaced, are vulnerable to forced labor as domestic servants in homes in Yei, Bor, Wau, Torit, Nimule, Juba, and elsewhere in the country; most are believed to work without contracts or government-enforced labor protections. Some of these women and girls are sexually abused by male occupants of the household or forced to engage in commercial sex acts. South Sudanese girls, some as young as 10-years-old, engage in prostitution within the country—including in restaurants, hotels, and brothels—at times induced by or under the control of third parties, including corrupt law enforcement officials. The majority of these victims are exploited in urban centers such as Juba, Torit, and Wau. Child prostitution continued to rise in Juba during the reporting period, as did the number of street children and child laborers—two groups that are highly vulnerable to labor and sexual exploitation. Children working in construction, market vending, shoe shining, car washing, rock breaking, brick making, delivery cart pulling, and begging may be victims of forced labor. Girls as young as 9-years-old in Eastern Equatoria state were forced into marriages, at times as compensation for inter-clan killings; some may have been subsequently subjected to sexual slavery or domestic servitude.

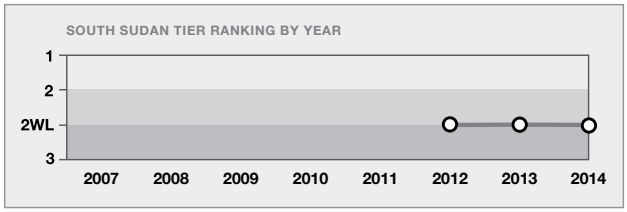
South Sudan is a destination country for Ugandan, Kenyan, Ethiopian, Eritrean, and Congolese (DRC) women and girls subjected to sex trafficking. Many migrate willingly, with the promise of legitimate work, and are subsequently forced or coerced into the sex trade. South Sudanese and foreign business owners entice men and women from these countries, as well as South Sudanese women and children living in rural areas, with offers of legitimate employment opportunities in hotels, restaurants, and the construction industry; many are subsequently forced to work for little or no pay or are subjected to sex trafficking. Kenyan and Ugandan children are subjected to domestic servitude and forced labor in construction and street vending in South Sudan. Local civil society organizations report that instances of trafficking continued to increase during the reporting period, largely due to a continued influx of foreign laborers, including children, who are vulnerable to exploitation. Some traffickers may operate in organized networks within the country and across borders.

Violent conflict that erupted in the country in December 2013 resulted in the displacement of more than one million people and orphaned an unknown number of children, and displaced persons and orphans are at an increased risk for being exploited in forced labor or sex trafficking. Inter-ethnic abductions, as well as abductions by external criminal elements, continued between some communities in South Sudan, especially in Jonglei, Central Equatoria, and Eastern Equatoria states. The UN reported 193 confirmed and 57 unconfirmed child abductions in Jonglei State in 2013. Some abductees were subsequently subjected to conditions of domestic servitude, forced animal herding, or sex trafficking. Sudanese slave traders abducted South Sudanese girls, particularly in Upper Nile state, transported them into Sudan, and forced them into domestic servitude or sold them into other forms of slavery in Khartoum or other urban centers. During the now-concluded North-South civil war, members of the Missiriya and Rizeigat ethnic groups abducted and enslaved thousands of Dinka women and children and a smaller number

of Nuba children. Some of those enslaved remain in Sudan with their captors. In January 2013, the UN reported that Rizeigat militia from Sudan abducted 96 children from Northern Bahr El Ghazal State and took them to East Darfur; the children were released and returned during the year. Orphans were vulnerable to abduction from refugee camps, as well as while moving between camps, particularly while crossing the Kenya-South Sudan border, for exploitation in sex and labor trafficking.

Children remained among the ranks of the government's security forces, the Sudan People's Liberation Army (SPLA), and the UN reported 64 boys were recruited to serve in support roles in the SPLA during 2013. UN monitors identified and removed 167 children from the SPLA and two children from the South Sudan National Police Service (SSNPS) in 2013. The recruitment of children into the armed forces reportedly increased following the outbreak of civil conflict in December 2013. The UN reported that children were among those recruited into the SPLA following the onset of violence, and children as young as 12-years-old were observed participating with the SPLA in armed conflict in Bentiu. Some areas of the country were difficult to reach or too unsafe to access throughout the year—including Jonglei State, where the UN received many reports of recruitment and use of children. After December 2013, much of the country was inaccessible, limiting international monitors' ability to assess the SPLA's adherence to laws in all regions of the country. Government and NGO officials acknowledged that incidents of sex trafficking and forced labor of children associated with the SPLA may still occur. During the reporting period, militias known to harbor children among their ranks were integrated into the SPLA, though UNICEF reported that the groups were adequately vetted and that children were identified and removed prior to their militia's integration. Other armed militia groups in conflict with the government, including those allied to David Yau Yau in Jonglei state, recruited hundreds of children as young as 10-years-old throughout the year, at times through force. The Sudan People's Liberation Movement-North (SPLM-N), a Sudan-based group that was formerly aligned with the SPLA and that reportedly continued to receive support from the South Sudanese government, conducted periodic campaigns in which it forcibly recruited adults and children in refugee sites in South Sudanese territory, including in Yida, Unity state, Maban, and Upper Nile state. The SPLM-N reportedly used child soldiers in Sudan to fight against the Sudan Armed Forces and aligned militias. The Lord's Resistance Army (LRA) continued to harbor enslaved South Sudanese children in neighboring countries for use as cooks, porters, concubines, and combatants.

The Government of South Sudan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued implementation of its UN-backed action plan to eliminate the use of child soldiers in its armed forces, including through identifying and demobilizing 167 children from the SPLA and partnering with the UN to provide child protection training to military officers. Despite these measures, it failed to demonstrate overall increasing efforts to combat trafficking from the previous year. It did not hold SPLA officers criminally accountable for the unlawful recruitment and use of children, and UN reports indicate the SPLA used children in fighting during the civil conflict that began in December 2013. The government's efforts to address other forms of trafficking were also negligible, and it continued to indiscriminately arrest and imprison individuals for prostitution, including child sex trafficking victims. Therefore, South Sudan is placed on Tier 2 Watch List for a third consecutive year. South Sudan was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan.



RECOMMENDATIONS FOR SOUTH SUDAN:

In accordance with the UN-backed action plan and the February 2013 child protection order, punish military officials found to be in violation of laws related to recruitment, use, and association of children; increase efforts to investigate suspected human trafficking cases, prosecute trafficking offenses, and convict and punish trafficking offenders using existing laws; establish and implement procedures to prevent prosecution of trafficking victims for crimes committed as a direct result of being trafficked; launch a public awareness campaign to educate government officials and the general public on all forms of human trafficking; train law enforcement and judicial officials to recognize trafficking victims among vulnerable groups, particularly individuals in prostitution and children in street vending, construction, or domestic work; work with NGOs to develop an inventory of service providers, and train government officials on procedures to refer victims to these organizations to receive care; ensure unimpeded access to all military barracks for monitoring missions to identify and remove any children; end all support—whether financial or in-kind—to militia groups that unlawfully recruit or use child soldiers or forcibly recruit adults for operations within or outside the country; enact the draft labor act to ensure adequate prohibitions of forced labor; form an interagency committee to develop and implement a national anti-trafficking policy; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of South Sudan made no significant anti-trafficking law enforcement efforts against private individuals or government officials complicit in human trafficking. South Sudanese law does not prohibit all forms of trafficking. South Sudan's Penal Code Act of 2008 (Article 282) prescribes a sufficiently stringent punishment of up to seven years' imprisonment for the sale of a person across international borders. The Penal Code Act also prohibits and prescribes punishments of up to seven years' imprisonment for abduction (Article 278) and transfer of control over a person (Article 279) for the purpose of unlawful compulsory labor; the prescribed punishment of up to two years' imprisonment for compulsory labor without aggravating circumstances is not sufficiently stringent. Article 276 criminalizes buying or selling a child for the purpose of prostitution and prescribes a punishment of up to 14 years' imprisonment—a penalty that is sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Punishments prescribed in Article 254 for procuring a child (up to 10 years' imprisonment) or an adult (up to two years' imprisonment) for the purposes of prostitution are not commensurate with those for rape. Article 258 prescribes punishments of up to 10 years' imprisonment for parents or guardians who cause or allow their child to be

involved in the sex trade. South Sudan's Child Act of 2008 prohibits the recruitment and use of children for military or paramilitary activities, and prescribes punishments of up to 10 years' imprisonment for such crimes. The national legislature did not pass the omnibus labor act, which was drafted by the Ministry of Labor in 2009 and would provide further protections against forced labor.

The government did not investigate or prosecute any trafficking offenses using these or other articles during the reporting period. Capacity and law enforcement presence in most regions of the country remained limited, and courts often lacked adequate human and physical resources to investigate and prosecute criminal offenses, including human trafficking offenses. Local observers reported that the government continued to arrest and jail women and girls in the sex trade, many of whom may have been trafficking victims—actions which were harmful to victims. Furthermore, they demonstrated the government's capability to take some law enforcement action using existing laws. Pervasive corruption in the judicial sector allowed trafficking perpetrators to prevent legal proceedings using intimidation or bribery.

The government did not make progress in investigating, prosecuting, or punishing SPLA officers who allegedly recruited or used child soldiers, despite previously signing an action plan with the UN and issuing orders to military officers requiring them to hold military officials responsible for the recruitment or use of children in any capacity. The government did not report any actions to enforce prohibitions on the recruitment of children into the SPLM-N; it claimed it did not have a relationship with this group and knew nothing about its recruitment practices.

Some government officials, including members of the SPLA and the South Sudan National Police Service (SSNPS), were reportedly complicit in trafficking offenses. Authorities occasionally assisted traffickers in crossing international borders, and some public officials subjected women and girls to domestic servitude; others purchased sex from child trafficking victims, facilitated the prostitution of children, or protected establishments that exploited victims in the sex trade. The government made no efforts during the reporting period to address such complicity by investigating and prosecuting those who committed such crimes. The government did not provide specialized anti-trafficking training to law enforcement officers or judicial officials during the year, and officers continued to have low awareness of South Sudan's laws prohibiting human trafficking.

PROTECTION

The Government of South Sudan continued to provide limited protection to former child soldiers, but it did not provide protection to victims of other forms of trafficking and, at times, its law enforcement efforts were harmful to victims. The government did not take steps to proactively identify victims of sex or labor trafficking among vulnerable populations, and it did not employ a systematic process to transfer identified victims to organizations to receive care. It did not identify or refer any victims to civil society organizations to receive care during the year.

The Ministry of Gender, Child, and Social Welfare (MoGSW), with support from international donors, operated a children's shelter that could be used to shelter trafficking victims; however, the shelter was not equipped to handle trafficking cases, had limited resources, and did not provide shelter to any trafficking victims in 2013. There were no specialized services available for male, adult, or foreign trafficking victims or for any victims outside Juba. Front-line officers lacked awareness of available resources for trafficking victims and failed to remove them from exploitative situations. Social stigma and justified fears of punitive law enforcement actions discouraged victims, particularly sex trafficking victims, from communicating with law enforcement authorities. There were no laws or policies in place to protect victims from prosecution for crimes committed as a direct result of being trafficked. The government did not encourage victims' assistance in the investigation and prosecution of trafficking crimes or provide legal alternatives to the removal of foreign victims to countries where they would face hardship or retribution. Government officials' failure to recognize cases of human trafficking at times led to victims being punished as law violators. During the year, police routinely arrested and jailed individuals in prostitution without making efforts to determine whether they were trafficking victims, and there were reports that police, at times, sexually abused child sex trafficking victims. In previous years, the government was known to have arrested foreign victims for lack of proper documentation, though it is unknown if this occurred during the reporting period.

UN monitors identified and demobilized 167 children unlawfully recruited into the SPLA and two children in the SSNPS in 2013. The government provided international monitors access to military installations to screen for the presence of children, though security concerns sometimes impeded monitors' access and a commander of one base provided access only during certain times—thereby violating an SPLA command order granting unimpeded access for international monitors. In August 2013, the SPLA issued a directive requiring commanders to inspect their units for the presence of children and submit a certification of inspection within 60 days, but only two of the eight units completed the mandatory inspections. The South Sudan Disarmament, Demobilization, and Reintegration Commission partnered with UN agencies to interview, register, and provide reintegration services to 254 child soldiers rescued from both the government's security forces and other armed groups. State-level ministries of social development conducted family tracing for registered children.

PREVENTION

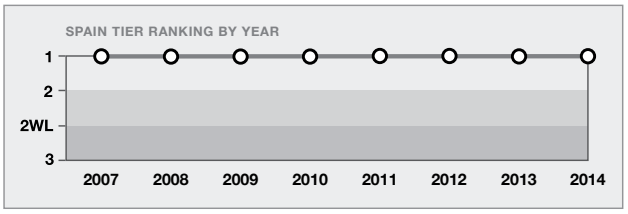
The government continued limited efforts during the reporting period to prevent trafficking. It did not conduct any anti-trafficking information or education campaigns or partner with civil society organizations to promote awareness of the dangers of human trafficking, and trafficking awareness remained low among government officials and members of the public. The government lacked an inter-ministerial committee and action plan to develop policy and coordinate national anti-trafficking efforts. Authorities in South Sudan took no known steps during the reporting period to address the labor exploitation of South Sudanese nationals working abroad or foreign nationals within South Sudan. With UN financial support, the SPLA continued training for child protection officers to recognize and report the military's association with child soldiers, to work with community leaders to prevent underage recruitment, and to vet soldiers integrating from rebel militia groups; 1,050 SPLA officers received child protection training, and SPLA awareness campaigns reached more than 31,000 soldiers in 2013. The SPLA's child protection officers worked with the UN and community members to vet new recruits for age verification, though low rates of birth registration made it difficult to verify ages, and children were recruited during the year. The government made no discernible efforts to reduce the demand for forced labor or

commercial sex acts during the reporting period. South Sudan is not a party to the 2000 UN TIP Protocol.

SPAIN (Tier 1)

Spain is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. Women, primarily from Romania, Ukraine, Russia, Croatia, Bulgaria, Brazil, Colombia, Ecuador, Paraguay, Venezuela, China, and Nigeria, are subjected to sex trafficking in Spain. Victims are recruited by false promises of employment in the service industry or agriculture and are subsequently subjected to sex trafficking and debt bondage upon their arrival to Spain. Nigerian women are increasingly subjected to sex trafficking in the country through debt bondage and threats. Many women in prostitution in Spain are held under the control of organized crime networks, including Chinese, Nigerian, and Albanian trafficking networks that operate out of major cities in Spain. Some undocumented migrant men and women reportedly are forced to work in domestic service, agriculture, construction, and the service industry. Unaccompanied migrant children in Spain continue to be vulnerable to sex trafficking and forced begging.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. During the year, law enforcement and NGOs cooperated on victim identification and referral for assistance. The government prosecuted and convicted more traffickers, including forced labor cases. However, the government did not improve victim identification among vulnerable migrants and children. Services for male victims and victims of labor trafficking were lacking; specialized shelters and assistance for child victims were inadequate. No awareness campaigns aimed at forced labor were conducted.



RECOMMENDATIONS FOR SPAIN:

Continue to investigate and prosecute trafficking offenses, including those for labor trafficking; prosecute and punish government officials complicit in trafficking; improve victim identification by strengthening the multi-disciplinary approach; establish specialized anti-trafficking services for child victims and male labor trafficking victims; provide regular training on victim identification and victim-centered approach to law enforcement; train immigration authorities to make identification of potential trafficking victims a priority and to encourage a low threshold for initial screenings and determination of possible trafficking; train all prosecutors and judges on a victim-centered approach, not just those specializing in trafficking cases; proactively identify victims, in particular among irregular migrants and unaccompanied minors; continue to institutionalize use of the protocol on victim identification and referral to ensure that NGOs are included in implementing a victim-centered approach to screening and assistance; ensure that the process for granting potential trafficking victims a reflection period is based on identification procedures that account for victims' likely trauma, fear of reprisal, and mistrust of authorities and ensure victims are afforded the full time to recover before making a decision of whether to cooperate with law enforcement; establish national procedures for the proactive identification of child victims and ensure prosecutors and child protective services are coordinated to avoid re-victimization; adopt a comprehensive approach to anti-trafficking action, in particular with regard to forced labor; conduct awareness campaigns on forced labor; and provide comprehensive data on law enforcement efforts, including investigations and sentencing for trafficking offenses.

PROSECUTION

The Government of Spain increased law enforcement efforts in 2013 by prosecuting and convicting more traffickers. Spain prohibits all forms of both sex and labor trafficking through Article 177 bis of its criminal code, which prescribes penalties from five to 12 years imprisonment. These penalties are sufficiently stringent and commensurate with the prescribed penalties for other serious crimes, such as rape. The Office of the Prosecutor investigated 295 trafficking cases. Courts initiated prosecutions of 104 defendants for sex trafficking and six for labor trafficking, compared with 46 and seven in 2012. Thirty-one traffickers were convicted in 2013, an increase compared with 13 in 2012. Of the 31 convictions, 26 were convicted of sex trafficking and five were convicted of labor trafficking; four defendants were acquitted. While the government did not provide comprehensive sentencing data, it was reported that sentences ranged from three to 12 years imprisonment, as well as restitution.

The Government of Spain did not report any new investigations, prosecutions, or convictions of government employees complicit in human trafficking. A Galician court continued to investigate members of the National Police and the Civil Guard alleged to be complicit in exploiting Brazilian women in prostitution. Police dismantled 14 criminal trafficking organizations and three criminal organizations involved in sexual exploitation. The government coordinated with NGOs when conducting raids intended to identify trafficking victims and immediately provide victim services; for example, an NGO was present during a police raid against a trafficking network that exploited Chinese women. The government provided specialized training on trafficking to law enforcement officials. It also collaborated with NGOs in the development of training materials on victim identification and incorporated them into training sessions. In April 2013, the national police launched a three-year plan against human trafficking. The purpose of the plan is to combat all forms of trafficking through a variety of measures, including specific training on trafficking for law enforcement officials, cooperation with NGOs to assist victims, and international cooperation with trafficking source countries such as Brazil, Romania, and Nigeria.

PROTECTION

The government maintained protection efforts by continuing to identify victims and coordinating with NGOs to provide services and assistance. The Organized Crime Intelligence Center reported identifying 127 trafficking victims of sex trafficking, compared with 125 in 2012. Of the 127 identified, 12 were child victims. NGOs provided assistance to 112 newly identified victims during the year, 41 of whom were referred by law enforcement. NGOs reported increased cooperation with law enforcement in the identification and referral of victims. NGOs provided victims with temporary shelter and access to legal, medical, and psychological services. Medical attention, including emergency care, was provided through the national health care system.

NGOs reported that they often accompanied the regional police to meet with victims of sex trafficking and provide them with information and resources. Through a Barcelona project focused on trafficking victim reintegration, 18 women received medical and psychological assistance, as well as vocational training and employment assistance. All child victims were accommodated in the specialized centers for child victims of crimes. In 2013, two child victims were granted emergency shelter and received assistance from an NGO. Two non-trafficking-specific shelters were available for male victims. The Delegation Against Gender Violence in the Ministry of Health has the responsibility for the coordination of the government anti-trafficking efforts with regard to sexual exploitation; this gender focus resulted in a lack of focus on providing services to male victims and victims of labor trafficking. The government allotted the equivalent of approximately $2 million to NGOs providing shelter and services to victims for the interim period before a new national action plan is developed, compared with $2.6 million in 2012. Experts expressed concern about the adequacy of victim assistance funding.

Under the national referral mechanism (NRM), NGOs were involved in victim assistance with regard to accommodation, protection, and support for victims, although NGOs lacked clearly defined roles. The police increased their cooperation with NGOs on victim identification, and during raids, and the prosecutors' office held monthly meetings with NGOs. Experts observed that child trafficking cases were underreported in the official statistics and were concerned by the lack of specialized services available for child victims. Child victims were sheltered either in women's trafficking shelters or in child protective services, which were not trained to serve trafficking victims. At border checkpoints and airports officials reportedly required significant substantiation from individuals before they would determine them to be potential trafficking victims.

Under Spanish law, foreign victims who cooperate with law enforcement are eligible for temporary or permanent residency status. Only victims who testify at trial, however, are eligible for permanent residence and there is no exception to this testimony requirement for child victims or for victims suffering from trauma. The government granted reflection periods—time in which victims could recover while deciding whether to assist law enforcement—to 71 victims in 2013, compared with 93 in 2012, and granted 64 temporary residency permits to victims who agreed to assist law enforcement, compared with 66 in 2012. Victims who were willing to testify in court were allowed longer-term one-year residency permits, which were renewable in two year periods. Victims also received assistance to return to their country of origin, unless a criminal prosecution required them to stay. In October 2013, for the first time, the government granted asylum to a Nigerian woman because she was a sex trafficking victim; her daughter was also granted asylum. The Spanish criminal code exempts trafficking victims from punishment for criminal offenses committed as a result of having been trafficked.

PREVENTION

The government continued prevention efforts through a variety of public awareness campaigns involving flyers, banners, exhibits, and other displays. These initiatives were extensively covered in the print, broadcast, and internet-based media and promoted as part of the government's publicity for the national lottery's drawing. The government continued its UNODC partnership "Blue Heart" campaign which was broadcasted on all major private and public TV stations and focused on sex trafficking awareness. The national action plan was under active review to be updated in 2014 for a new three-year period. In June 2013, the government completed an EU-funded project to produce multilingual guidelines and practical tools for service providers identifying victims of forced labor, forced participation in illegal activities, and sexual exploitation. In April 2013, the government launched an anti-trafficking awareness campaign that included a toll-free hotline and email address for reporting suspected cases of sex trafficking. In December 2013, the government, in collaboration with NGOs, released an updated resource guide for victims of trafficking in persons for sexual exploitation, covering available social, psychological, medical, judicial, training, housing, and job search tools and resources in 12 languages. In October 2013, Spanish regional associations and government agencies signed the Protocol on the Protection of Victims of Human Trafficking in Catalonia. The protocol aims to develop and adapt the nationwide framework protocol on victim identification and assistance to the region. The government undertook a demand reduction campaign to discourage newspapers from publishing classified ads for explicit sexual services, through which trafficking victims may be exploited. The government did not demonstrate efforts to reduce the demand for forced labor. The government maintained a website, designed with help from UNICEF, to warn potential Spanish child sex tourists that they could be subject to prosecution under Spanish law for criminal acts committed abroad, but no such prosecutions were reported. Spanish troops received trafficking-specific training prior to their deployment abroad for international peacekeeping missions.

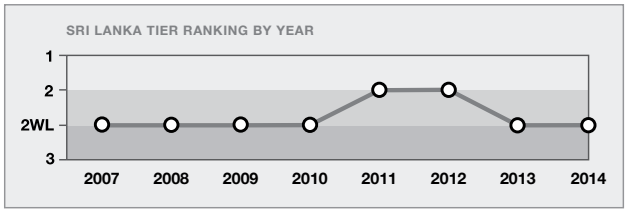
SRI LANKA (Tier 2 Watch List)

Sri Lanka is primarily a source and, to a lesser extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. Some of the Sri Lankan men, women, and children who migrate to Saudi Arabia, Kuwait, Qatar, the United Arab Emirates, Jordan, Bahrain, Egypt, Lebanon, Iraq, Afghanistan, Malaysia, Singapore, Mauritius, and the United States to work as construction workers, domestic servants, or garment factory workers are subsequently subjected to forced labor. Exploiters hold these migrants in forced labor through restrictions on movement, withholding of passports, physical or sexual abuse, and threats of detention and deportation for immigration violations. Before their departure from Sri Lanka, many male migrant workers go into debt to pay high recruitment fees imposed by unscrupulous labor recruitment agencies—most of them members of Sri Lanka's Association of Licensed Foreign Employment Agencies—and their unlicensed sub-agents; some women migrants report being required to pay off recruitment fees through salary deductions in the destination country. Observers reported that unregistered recruiters increasingly sought to coerce potential recruits, especially women, into accepting jobs abroad by repeatedly loaning them money and then suggesting migrant work as the only viable way to repay the debt. Some recruitment agencies commit fraud by baiting and switching: they promise one type of job and conditions but then change the job, employer, conditions, or salary after arrival. Some Sri Lankan women are subjected to forced prostitution in Jordan, Singapore, Maldives, and other countries.

Within the country, women and children are subjected to sex trafficking in brothels. Boys are more likely than girls to be forced into prostitution in coastal areas for child sex tourism.

Children, individuals with physical deformities, and those from socially vulnerable groups are forced to beg or engage in criminal activity in the cities of Colombo and Kandy. There have been reports of children being subjected to bonded labor and forced labor in dry-zone farming areas on plantations, and in the fireworks and fish-drying industries. Some child domestic workers in Colombo, generally from the Tamil tea estate sector of the country, are subjected to physical, sexual, and mental abuse, nonpayment of wages, and restrictions of their movement, which in total may indicate labor trafficking. A small number of women from Thailand, China, Egypt, and countries in South Asia, Europe, and the former Soviet Union have been subjected to forced prostitution in Sri Lanka in recent years.

The Government of Sri Lanka does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued modest prevention efforts, including updating its national action plan, holding monthly inter-ministerial meetings, and launching awareness campaigns. Despite these measures, the government failed to demonstrate evidence of increasing overall efforts to address human trafficking over the previous reporting period; therefore, Sri Lanka is placed on Tier 2 Watch List. For the third year in a row, authorities failed to convict any traffickers under Sri Lanka's trafficking statute, and almost none of the traffickers convicted under the procurement statute served time in prison. Provisions for victim protection were inadequate, as the government provided no specialized services to male victims, incarcerated sex trafficking victims, and mixed child victims with criminals in state institutions. Authorities did not approve guidelines for victim identification and protection that were developed in 2012, though some agencies began implementing them anyway. However, authorities rarely enforced labor recruitment regulations and increasingly denied young Sri Lankan women the legal permission to migrate for work, increasing the likelihood that women would use unregulated recruiters who are more likely to exploit migrant workers.



RECOMMENDATIONS FOR SRI LANKA:

Improve efforts to investigate and prosecute suspected trafficking offenses, respecting due process, and convict and punish offenders; ensure identified victims, including men and children, receive specialized care services, including safe accommodation, psychosocial counseling, and legal assistance; investigate and prosecute government officials suspected of complicity in human trafficking; approve and fully implement procedures to proactively identify victims among vulnerable populations and refer them to care facilities; train local and national government officials on care and referral procedures; ensure that victims found within Sri Lanka are not detained or otherwise penalized for unlawful acts committed as a direct result of being trafficked, such as migration violations or prostitution; train local law enforcement on investigation of cases and evidence-collection as well as the provisions of Article 360(c) of the penal code; continue to clarify the definition of human trafficking, as well as the differences between trafficking and crimes such as smuggling and prostitution, in training of officials; provide witness protection and incentives for victims to cooperate with law enforcement to enable prosecutions; improve services for shelters, legal aid, and counseling, and improve staff training at embassies in destination countries; promote safe and legal migration rather than imposing discriminatory policies; implement the provision of the Abu Dhabi Dialogue Framework for Regional Cooperation on reducing recruitment costs for migrants; increase the accessibility of information about the migration process to potential migrants before they decide to migrate; expand the Bureau of Foreign Employment's mandate to include the regulation of sub-agents; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Sri Lankan government made very limited law enforcement efforts to address human trafficking. Sri Lanka prohibits all forms of both sex and labor trafficking through Article 360(c) of its penal code, although the law also covers non-trafficking offenses, such as selling children. The law prescribes punishments of up to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. The government investigated 20 new cases of trafficking in 2013, compared to 44 in 2012. Authorities prosecuted one case under Article 360(c), an increase from zero cases in 2012 and 2011, though it was a case of baby-selling. Authorities also prosecuted ten potential sex trafficking cases under Sri Lanka's procurement statute, which prescribes lesser penalties than Article 360(c). As in 2012 and 2011, Sri Lankan courts did not convict any traffickers under Article 360(c) in 2013, though one court convicted three defendants under Article 360(c) for baby-selling. Authorities also convicted 12 traffickers under the procurement statute; all but one of them received a suspended sentence. The government's reliance on procurement charges, and the absence of prosecutions under the trafficking statute, resulted from an inability or unwillingness on the part of police to thoroughly investigate potential human trafficking cases for elements of force, fraud, or coercion. Authorities provided training for 27 officers of the police's Women and Children's Bureau and 47 officers in the tourist police unit.

Government employees' suspected complicity in trafficking offenses remained a problem. There were allegations that police and other officials accepted bribes to permit brothels to operate; some of the brothels exploited trafficking victims. Many recruitment agencies were politically connected. Some sub-agents worked with Sri Lankan officials to procure forged or modified documents, or real documents with false data, to facilitate travel abroad. Despite these reports of complicity, the government did not report any investigations or prosecutions of government employees suspected of being complicit in human trafficking.

PROTECTION

The government made limited progress in protecting victims of trafficking. Authorities did not approve standard operating procedures for the identification of victims and their referral to protective services that had been drafted in 2012; consequently, victims may not have been identified and inappropriately penalized for unlawful acts committed as a direct result of having been trafficked. Observers reported that Sri Lankan authorities jailed some sex trafficking victims for prostitution offenses. Some government officials had reportedly begun to implement the victim identification procedures. The police reported identifying 50 victims and an international organization identified 120

victims in 2013. The government was unable to identify the number of victims identified in 2012. While groundbreaking for a dedicated trafficking shelter for female victims occurred in December 2012, the shelter was not yet operational at the close of the reporting period. The shelter is funded by a foreign government and will be operated by an international organization; the Sri Lankan government contributed the land and building. The Bureau of Foreign Employment (SLBFE) continued to operate short-term shelters in Sri Lankan embassies and a transit shelter in Sri Lanka's international airport for returning female migrant workers who encountered abuse abroad. The government did not have any specialized care services available for male victims. Authorities held child victims in facilities housing juvenile criminals until they could be placed in a state-run or state-approved home. Overall funding for trafficking victim services remained inadequate. The government did not allocate any resources to repatriate victims exploited abroad. There was no information on whether the government encouraged victims to assist in the investigation and prosecution of trafficking cases. Some recruitment agencies reportedly hired thugs to threaten victims with retribution if they went to the police. The government did not provide foreign victims with legal alternatives to deportation to countries where they might face hardship or retribution.

PREVENTION

The Sri Lankan government made limited progress in its efforts to prevent trafficking. The inter-ministerial anti-trafficking taskforce continued to meet monthly and developed a 2013 update to its 2012 action plan; observers reported uneven implementation of the action plan, with most public awareness and training activities completed, while most government policy proposals were still on-going. The government's awareness campaigns targeted employees of estates, factories, and schools. The SLBFE increasingly denied young Sri Lankan women legal permission to work outside the country; evidence shows that restrictions such as these may drive these women to seek employment with unlicensed brokers and lead to increased human trafficking. Although the SLBFE continued to require migrant domestic workers with no experience working in the Middle East to complete a 12-day pre-departure training course, migrant workers remained vulnerable. Authorities rarely enforced legal provisions governing fraudulent recruitment. The SLBFE, which had 15 police officers singularly tasked with identifying and apprehending illegal recruiters, fined recruitment agencies found guilty of fraudulent practices the equivalent of approximately $11,000. The government has not taken steps to regulate sub-agents under the SLBFE. The National Child Protection Authority and an NGO developed brochures, tourist maps, and hotel door hangers warning of the legal penalties for acts of child sex tourism. The Government of Sri Lanka did not report any efforts to reduce the demand for commercial sex acts during the reporting period. The government trained military personnel on human trafficking prior to their deployments abroad for international peacekeeping missions. Sri Lanka is not a party to the 2000 UN TIP Protocol.

SUDAN (Tier 2 Watch List)

Sudan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Internal trafficking occurs in Sudan, including in areas outside of the government's control. Sudanese women and girls, particularly those from rural areas or who are internally displaced, are vulnerable to forced labor when serving as domestic workers in homes throughout the country; most work without contracts or government-enforced labor protections. There are reports of organized child street begging in Khartoum and other large cities. Sudanese girls engage in prostitution within the country, including in restaurants and brothels, at times with the assistance of third parties. Thousands of Dinka women and children, and a lesser number of children from the Nuba tribe, were abducted and subsequently enslaved by members of the Missiriya and Rizeigat tribes during the civil war that spanned from 1983 until 2005; some of those enslaved remain with their captors. In January 2013, Rizeigat militia abducted 96 children—44 girls and 52 boys—from South Sudan's Northern Bahr El Ghazal state and took them to East Darfur following fighting between the South Sudanese army and this militia; the children were released and returned to South Sudan in June 2013. This was the first documented case of child abductions by the Missiriya or Rizeigat in recent years.

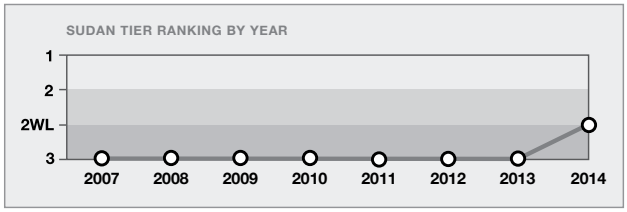
Sudanese women and girls are subjected to domestic servitude in Middle Eastern countries, such as Bahrain, Egypt, Qatar, and Saudi Arabia, and to sex trafficking in Europe. In 2013, a Sudanese sex trafficking victim was identified in Lebanon. Some Sudanese men who voluntarily migrate to the Middle East as low-skilled laborers encounter situations of forced labor. Sudanese children in Saudi Arabia are used by criminal gangs for forced begging and street vending. There are reports that Sudanese criminal gangs promise Sudanese nationals jobs in Libya and collect facilitation fees to cover their travel expenses, but after crossing the border sell them to Libyan nationals who force them to labor in agriculture and other sectors. Libyan nationals also coerce Sudanese labor migrants to work for little or no pay by threatening to report their illegal presence in the country to Libyan authorities. Sudanese men who migrate illegally to Libya have been rounded up and detained in prison facilities often outside of state control, where they are exploited as forced laborers.

Numerous Ethiopian and Eritrean women—including undocumented migrants and refugees—and a smaller number of Filipina women are subjected to domestic servitude in Sudanese homes, where they experience beatings, sexual abuse, inadequate accommodations, long working hours without days off, confinement, and nonpayment of wages; some of these women encounter similar exploitation in the Middle East after transiting Sudan. Many of the employment agencies that initially contract these workers are based in the Philippines, UAE, Saudi Arabia, or Ethiopia, but have entered into partnerships with agencies in Sudan. Some Filipina domestics sign contracts in the Philippines to work in Dubai, Amman, or Cairo, but are sent by employment agencies to Khartoum after arriving in those cities; they are powerless to refuse this change of country due to their irregular visa status and lack of money to return home. Employment agencies that bring foreign domestic workers to Khartoum reportedly engage in exploitative practices, such as physical abuse, nonpayment of salaries, and withholding of passports. Bangladeshi adults migrate legally to Sudan through employment agencies for work in factories, where some are reportedly subjected to forced labor. Ethiopian, Eritrean, Somali, and possibly Thai women are subjected to forced prostitution in Sudan; agents recruit young women from Ethiopia's Oromia region with promises of high-paying employment as domestic workers, only to force them into prostitution in brothels in Khartoum. Eritrean nationals are brutalized by smugglers from the Rashaida tribe, including by being whipped, beaten, deprived

of food, raped, chained together, and forced to do domestic or manual labor at smugglers' homes; some of these individuals are not willing migrants, but are abducted from Sudan-based refugee camps or at border crossings. Other abductees are taken to Khartoum where they are subsequently subjected to forced labor or transferred to other countries for similar purposes.

During the reporting period, Sudanese children in Darfur were forcibly recruited as child soldiers, at times through abduction, and used by armed groups such as the Liberation and Justice Movement (LJM), Justice and Equality Movement (JEM), various factions of the Sudan Liberation Army (SLA), government-supported Janjaweed militia, and the Beni Hussein tribe. Government security forces, including the Sudan Armed Forces (SAF), the Central Reserve Police (CRP), and the Government Border Guards (including the Border Intelligence Forces) also recruited and used children as combatants and for support roles. For example, the UN Country Task Force on Monitoring and Reporting of grave violations of child rights in armed conflict (CTFMR) documented 12 boys wearing military uniforms in SAF vehicles in Jebel Moon during a hand-over ceremony from an outgoing to an incoming SAF field commander. The CTFMR also observed a 13-year-old boy carrying a weapon and wearing a SAF uniform in Zalingei, and confirmed that two boys—13 and 14 years old—completed military training in Blue Nile state and remained associated with the SAF as of early 2014. In late 2013, the Government Border Guards, all from the Rizeigat tribe, recruited 14 boys in Nyala and airlifted them to Khartoum for military training. Children as young as 12-years-old were verified as being recruited by and associated with the government-aligned Popular Defense Forces (PDFs) during the year in both Darfur and the "Two Areas" (South Kordofan and Blue Nile), as well as with pro-government militias. For example, in April 2013, a 15-year-old girl and her 18-year-old sister were abducted by a pro-government militia amid fighting in Labado and Muhajeria; they were used as porters and raped before being released. The Sudan People's Liberation Movement-North (SPLM-N) forcibly recruited and used child soldiers in fighting against the SAF and aligned militias in Upper Nile, South Kordofan, and Blue Nile states; some of these children were recruited in South Sudan. In 2013, artisanal gold mining increased in Darfur; some of this mining was undertaken with forced child labor. Inter-tribal ethnic clashes over control of mines increased, resulting in a corresponding increase in the use of child soldiers.

The Government of Sudan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, government officials increasingly engaged on the issue of human trafficking in the public sphere. The government enacted an anti-trafficking law, amended the Popular Defense Forces Act to increase the minimum age of recruitment to 18 years, rescued and provided assistance to an increased number of trafficking victims, and made efforts to bring traffickers to justice. It produced a film on the country's human trafficking problem and screened it in various fora. Despite this notable and unprecedented progress, the government's efforts to combat trafficking through law enforcement, protection, and prevention measures remained *ad hoc* rather than flowing from strategic planning at the national level, resulting in some forms of trafficking occurring within the country being completely unaddressed. The government made public little data regarding its efforts to combat human trafficking. Further, its armed forces and proxy militias were reported to have unlawfully recruited and used child soldiers in 2013, and for another year it did not conclude a proposed joint action plan with the UN to address the problem.



RECOMMENDATIONS FOR SUDAN:

Establish a national inter-ministerial committee to implement the new anti-trafficking law and provide oversight of national and state-level efforts to address the crime; utilize the new anti-trafficking law to increase efforts to investigate suspected human trafficking cases, prosecute trafficking offenses, and convict and punish traffickers; take steps to identify and provide protective services to all types of trafficking victims found within the country, particularly those exploited in domestic servitude or commercial sexual exploitation; launch a public awareness campaign to educate government officials and the general public on the nature and dangers of human trafficking; institute regular training for Sudanese diplomats posted overseas, as well as officials who validate migrant workers' employment contracts or regulate employment agencies, to enable proactive identification and provision of services to trafficked migrant workers; establish an official process for law enforcement officials to identify trafficking victims among vulnerable groups and refer them for assistance; allow unimpeded access to military barracks for monitoring missions to identify and remove any child soldiers; demobilize all remaining child soldiers from the ranks of government forces and aligned militias; criminalize child prostitution in the absence of coercion; clarify the new anti-trafficking law by including a definition of exploitation and excluding the requirement to prove gain or advantage to the trafficker; amend the Law of 1955 Regarding Domestic Servants to provide additional rights and protections for domestic workers, such as mandatory written employment contracts and a limit on the number of hours worked each day; develop, publicize, and enforce a clear, easily-navigable process for employers to officially register their domestic workers and employment contracts, as required by the Law of 1955 Regarding Domestic Servants, as well as to regularize undocumented foreign domestic workers; make a much stronger effort through a comprehensive policy approach that involves all vested parties to identify, retrieve, and reintegrate abductees who remain in situations of enslavement; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government's anti-trafficking law enforcement efforts increased during the reporting period. The government did not, however, maintain comprehensive data on these efforts or make such information available for inclusion in this report. The Criminal Act of 1991 does not prohibit all forms of trafficking in persons, though Articles 156 and 163 prohibit inducing or abducting someone to engage in prostitution ("seduction") and forced labor, respectively. Prescribed penalties of up to five years' imprisonment for "seduction" are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. Prescribed penalties for forced labor of up to one year's imprisonment or a fine are not sufficiently stringent. It is unclear whether the National Intelligence and Security Services (NISS) or police forces from the Ministry of Interior—the entities responsible for investigating cases of human trafficking—conducted law enforcement actions using

these laws during the reporting period. The Child Act of 2008, enacted in January 2010, prohibits, but does not prescribe punishments for, forced child labor, child prostitution, sex trafficking, and the recruitment of children under the age of 18 into armed forces or groups; although the act includes provisions for the rehabilitation and reintegration of child victims, no government entity has been assigned responsibility for their implementation. Some states, such as South Kordofan, have enacted their own child acts based on the national law. The Sudan Armed Forces Act of 2007 prohibits members of the armed forces from recruiting children younger than 18, enslaving civilians, or coercing civilians into prostitution; the government has never used this statute to hold military officials accountable for the recruitment or use of child soldiers. The Law of 1955 Regarding Domestic Servants outlines a process for employing and registering domestic workers and provides limited labor rights and protections for them; however, officially registering domestic workers as required by the law entails a complicated process with bureaucratic impediments, including high fees and officials' expectation of receiving bribes. As a result, few if any domestic workers are registered and protected under the law.

In November 2013, the Ministry of Justice submitted draft anti-trafficking legislation to the National Assembly for review; the assembly approved the Bill of Counter Human Trafficking for the Year 2013 in January 2014 after four readings and the president signed it into law in March 2014. The law prescribes between three and 10 years' imprisonment for acts of trafficking, between five and 20 years' imprisonment for aggravated trafficking, and capital punishment in cases where the trafficking victim dies; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The legislation does not, however, criminalize all forms of human trafficking; it does not prohibit child prostitution in the absence of coercion and fails to adequately define 'exploitation.' In November 2013, Gedaref state enacted its Immigration and Human Trafficking Law. The National Assembly enacted an amendment to the Popular Defense Forces Act in September 2013, which increased the age of recruitment in the government-controlled PDFs to 18 years; the ratification of this law was published in the Official Gazette of Sudan, N0 1817, in January 2014.

The Informatics and Organized Crimes Bureau of the Sudan Police Force (SPF) investigated and reportedly referred cases of suspected trafficking for prosecution at the federal level during the reporting period; however, the government did not report the number of investigations or prosecutions it undertook at the federal level in 2013 or under which laws defendants were prosecuted. National authorities also did not aggregate state-level law enforcement statistics on trafficking cases. The SPF's Criminal Investigative Division for the first time provided law enforcement information for inclusion in this report, noting that trafficking-related arrests since 2011 had resulted in 70 convictions. According to international organizations, the government initiated prosecutions in 2013 against 25 defendants for suspected human trafficking crimes, including 13 in Khartoum and 12 in Kassala state, and achieved 28 convictions. For instance, in March 2014, a Kassala court convicted two individuals under the Kassala Law Against Human Trafficking and Smuggling, sentencing them to 10 years' imprisonment. Two prosecutions involving an unknown number of defendants remained pending in Kassala state at the close of the reporting period. Six cases involving 22 individuals remained pending in Kassala state at the end of 2012; the status of these cases in 2013 is unknown. The details of any of the aforementioned cases and whether they constitute human trafficking rather than other related crimes—such as smuggling, kidnapping, or extortion—remain unknown. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, despite allegations that police and border guards facilitated abductions of Eritrean nationals, allowed potential victims to be transported across security checkpoints or international borders without intervention, and failed to take action against suspected traffickers. The government did not provide specialized anti-trafficking training to police, military, prosecutorial, or judicial personnel. In December 2013, however, IOM facilitated training in Khartoum for 25 officials from the Commissioner for Refugees, NISS, and military intelligence on refugee law, the vulnerability of migrants, and the identification and protection of trafficking victims. IOM and UNHCR conducted similar training sessions in Eastern Sudan for various government officials during the reporting period.

PROTECTION

The government demonstrated modest efforts to protect victims of trafficking. It did not maintain or provide statistics regarding its identification of or efforts to provide protective services to such persons. Non-governmental entities reported that police, military intelligence, and the NISS released or rescued a significant, but unknown number of victims of trafficking; however, it is unclear whether they were victims of trafficking or other crimes, such as smuggling, kidnapping, or extortion. In January 2014, the NISS rescued 124 foreign nationals it determined to be trafficking victims, including 35 children, following law enforcement efforts in Khartoum and Omdurman; it referred the women and children to the Ministry of Social Welfare's Department of Child Care for health screening and notified their embassies in Khartoum. At the close of the reporting period, the NCCW continued to provide the women and children with housing and psychological and social services. It is unknown what services, if any, the government provided to the adult male victims. Sudan has few care facilities accessible to trafficking victims and officials maintained that providing comprehensive victim care is beyond the logistical and functional ability of the government. The Ministry of Welfare and Social Insurance remained responsible for providing legal protection, housing, shelter, and medical and psycho-social support to women and children vulnerable to commercial sexual exploitation and other forms of trafficking within Sudan; the ministry provided limited medical and psycho-social care to an unknown number of potential trafficking victims in several states in 2013. Seventeen child and family protection units in the police force, including four in Khartoum, continued to be staffed by social workers who offered legal aid and psycho-social support to victims of abuse and sexual violence. The capacity of these entities and the services they provided varied from state to state; it is unclear whether any trafficking victims received care through these units. Police referred street children in abusive situations to orphanages on a case-by-case basis and remanded individuals who may have been trafficked to the care of community leaders. In 2013, police officials reported the creation of an office, in conjunction with the Refugee Commissioner and the Sudanese Red Crescent, to establish safe houses to provide rehabilitative services to trafficking victims. In addition, the government formed a rapid emergency taskforce and response unit to respond to trafficking crimes in eastern Sudan; the accomplishments and effectiveness of these entities is unknown. In 2013, UNHCR provided training to local government officials within the refugee camps and in Khartoum to interview and identify trafficking victims among

the refugee population. The government agreed in September 2013 to issue work permits to some 30,000 predominantly Eritrean refugees with irregular status—a population vulnerable to forced labor and sex trafficking—who wished to work within Kassala State, in contrast to just 180 work permits issued in 2012; however, at the close of the reporting period, it had yet to issue any of the promised work permits. For other trafficking victims, though, there were no assistance programs; for example, the government did not provide rehabilitation or reintegration programs for Sudanese nationals who return from situations of forced labor in Libya.

The SAF's child protection unit was charged with monitoring child soldiering and conducting training for military personnel on laws protecting children, but lacked a formal mandate to enforce such laws. Unstable and violent conditions in South Kordofan, Blue Nile, Darfur, and Abyei impeded the government's ability to monitor child soldiering in these areas; parts of these territories remain under the control of opposition groups. It is unknown to what extent the SAF demobilized children from its forces, the PDFs, or other associated militias during the year. In October 2013, as a result of ongoing child rights and protection training initiatives conducted by SAF and PDF officers, PDFs in Abugibaiha, Talodi, and Kalogi (South Kordofan) released nine children—all boys aged 15 to 17 years—who were returned to their families. In March 2013, State Councils, the Ministry of Social Welfare, and UN agencies registered and removed 74 children (50 boys and 24 girls) from SLA/Historical Leadership in South Darfur, followed by 10 children (five boys and five girls) from the same group in West Darfur in May 2013. In 2013, the Sudan Disarmament, Demobilization, and Reintegration Commission (SSDDRC) enrolled a total of 450 demobilized child soldiers (389 boys and 61 girls) in UNICEF-supervised programs, through which they received services, including vocational training; the SDDRC reportedly provided social workers to evaluate and monitor the children's reintegration into their home communities.

The Ministry of Labor's Secretariat of Sudanese Working Abroad (SSWA)—the body responsible for collecting fees and taxes from Sudanese migrant workers before their departure and protecting their rights and interests while abroad—reportedly had an anti-trafficking section to repatriate abused workers from the Middle East. It is unknown what efforts, if any, this section, the Ministry of Foreign Affairs (MFA), or any of Sudan's diplomatic missions made to address the problem of labor exploitation of Sudanese nationals working abroad. The MFA reported that Sudanese embassies operated telephone hotlines for the reporting of trafficking cases, but did not provide further information regarding the calls received or efforts made by its embassies to provide assistance to Sudanese trafficking victims identified overseas.

The government did not employ a system for proactively identifying trafficking victims among vulnerable populations or a referral process for transferring victims to organizations providing care. The government did not encourage victims' assistance in the investigation and prosecution of trafficking crimes or provide legal alternatives to the removal of foreign victims to countries where they would face hardship or retribution. It was not reported that the government detained or punished any trafficking victims for unlawful acts committed as a direct result of being trafficked. The government made no efforts to assist victims of abduction and enslavement that occurred during the twenty-two year civil war or to facilitate their safe return to their families.

PREVENTION

The government demonstrated increased efforts to prevent trafficking. It ceased its public denial of the existence of human trafficking in Sudan and acknowledged the scope and extent of the country's human trafficking problem through press statements, media outreach, conferences, and cooperative efforts with foreign diplomatic missions and international organizations. Several UN agencies reported that the Sudanese government's increasing concern with and unprecedented efforts to address human trafficking have risen to a level in which international organizations are able to work jointly with the government to combat the crime and take preventative measures. During the year, numerous government agencies expressed openness to dialogue and acknowledged their need for capacity building and training. Government-controlled print media published articles on human trafficking in 2013, covering topics such as safe migration, anti-trafficking training events, and arrests of suspected traffickers. In contrast to previous reporting periods in which the government publicly and forcefully denied the existence of trafficking in Sudan, high ranking officials frequently spoke about human trafficking at public events; for example, SSWA representatives and other government officials made detailed presentations on human trafficking at a February 2014 conference for female parliamentarians from Africa and the Middle East. The SSWA's media department produced a 30-minute film, entitled "Dreams Trap," that explains the severity of the Sudan's trafficking problem, different ploys and routes traffickers use, the physical and psychological effects on victims, and the importance of rehabilitation support for victims. The SSWA screened this film at the aforementioned conference and in other fora. In December 2013, the government signed a joint strategy with UNHCR and IOM to address human trafficking, kidnapping, and the smuggling of persons in Sudan.

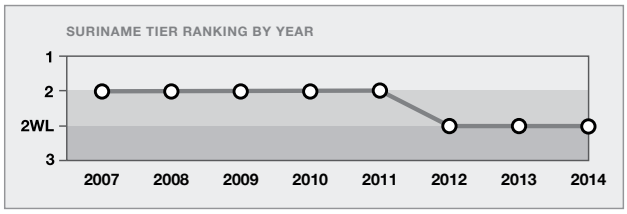
The government lacks an inter-ministerial anti-trafficking committee and action plan to coordinate its national efforts; coordination among government ministries on trafficking issues remained poor. The Ministry of Labor's National Committee for Labor Markets is responsible for overseeing the work of employment agencies that recruit Sudanese migrants for work abroad, as well as bring foreign workers into the country. Although it has the authority to revoke agencies' licenses for violations of the labor code and refer cases to criminal courts, it made no efforts to do so during the reporting period. The ministry provided no information on its efforts to identify or address forced labor violations. At the request of the NCCW, SAF officials met with the CTFMR co-chairs in September 2013 to discuss the government's draft joint action plan with the UN to prevent and end the recruitment and use of children by government forces, which remained unsigned at the close of the reporting period after several years of review by the government; the NCCW did not convene the government's taskforce on children and armed conflict—comprised of the Ministries of Foreign Affairs, Interior, and Justice, and the DDR Commission—which remained dormant during the year. The government did not report taking any measures to reduce the demand for commercial sex acts or forced labor. Sudan is not a party to the 2000 UN TIP Protocol.

SURINAME (Tier 2 Watch List)

Suriname is a source and destination country for women, men, and children who are subjected to sex trafficking and forced labor. Women and girls from Suriname, Guyana, Brazil, and

the Dominican Republic are subjected to sex trafficking within the country. Reported trafficking cases in Suriname's remote jungle interior—which constitutes approximately 80 percent of the country—increased during the reporting period. NGOs and government sources indicate that some women and girls are exploited in sex trafficking in Suriname's interior around mining camps; the remote and illegal nature of these camps and limited government presence in these areas renders the scope of the problem unknown. Migrant workers in agriculture and on fishing boats off Suriname's coast are highly vulnerable to forced labor, as are children working in informal urban sectors and gold mines. Media, NGOs, and past convictions indicate some Chinese immigrants are subjected to sex and labor trafficking in Suriname, including in the service and construction sectors. French officials indicate that women and girls from Suriname are sexually exploited in French Guiana. Surinamese women traveling to Guyana to engage in prostitution may be vulnerable to sex trafficking.

The Government of Suriname does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Suriname is placed on Tier 2 Watch List for a third consecutive year. Suriname was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. During the year, the government sustained limited law enforcement efforts. It achieved an increased number of sex trafficking convictions, but decreased investigations and prosecutions of sex trafficking offenses. The government failed to make efforts to investigate, prosecute, or convict labor traffickers. The government identified significantly fewer sex trafficking victims compared to the previous year and no labor trafficking victims. It continued to provide inadequate victim protection services, but initiated plans to open a government-run shelter for child and women victims in 2014.



RECOMMENDATIONS FOR SURINAME:

Vigorously investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, including officials complicit in human trafficking; increase efforts to identify trafficking victims, including victims of forced labor in the interior; provide shelter to male and female trafficking victims of all ages, and open the proposed government shelter for child and women victims; strengthen and sustain partnerships with NGOs to identify victims and provide protective services; fund and implement the national strategy to combat trafficking; establish additional mechanisms to prosecute traffickers that do not rely on victim testimony; provide additional training to law enforcement, immigration, health care, labor, and judicial officials and social workers to better identify and protect trafficking victims; and continue to raise awareness about all forms of trafficking.

PROSECUTION

The Government of Suriname sustained limited law enforcement efforts related to sex trafficking during the year, but made no efforts to investigate or prosecute labor trafficking offenses. Suriname prohibits all forms of human trafficking through a 2006 amendment to its criminal code, which prescribes sufficiently stringent penalties of five to 20 years' imprisonment—penalties that are commensurate with those prescribed for other serious crimes, such as rape. Officials investigated five new cases of child sex trafficking in 2013, a decrease from eight in 2012. The government had insufficient resources to conduct investigations in the country's interior, and officials often did not investigate leads on potential trafficking cases amongst the Chinese migrant community. The police continued to operate a specialized 14-person anti-trafficking unit that investigated cases and conducted administrative checks of nightclubs in the capital where prostitution occurred. The unit held three training sessions during the year focused on identifying victims and effectively investigating trafficking crimes.

The government continued to face difficulty in holding trafficking offenders accountable, and local official complicity remained a concern. The government initiated two new prosecutions of seven defendants from the five investigated cases, representing a slight decrease from five prosecutions involving 19 alleged traffickers and their accomplices in 2012; the other three cases remained under investigation or were dismissed. One prosecution initiated in 2012 remained in progress. The government convicted eight individuals of human trafficking crimes, a significant increase from zero in 2012. Sentences for convicted traffickers ranged from six months' to three and a half years' imprisonment. In December 2013, the government convicted six traffickers in absentia for subjecting a 13-year-old to prostitution in the interior; the traffickers remained at large at the end of the reporting period. The government convicted two men for subjecting a 14-year-old girl to prostitution, sentencing them to 18 and 28 months' imprisonment; the prosecutor appealed the sentences seeking higher punishments. A government official charged with subjecting two Guyanese girls to prostitution was found guilty of human smuggling instead of human trafficking. The government did not report any new investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

The Government of Suriname sustained limited efforts to protect sex trafficking victims, but made no efforts to protect labor trafficking victims. It identified four potential trafficking victims in 2013 compared to 20 potential trafficking victims in 2012. All four potential victims were girls, and three were from Guyana. Authorities did not employ formal procedures to proactively identify trafficking victims among vulnerable populations, such as women in prostitution or migrant workers. The government provided labor inspectors information on how to identify trafficking victims; however, they identified no instances of forced labor in 2013.

NGOs continued to provide shelter and services to child trafficking victims, and the government referred all four potential victims to these services. The government reported providing support to these shelters, but did not disclose specific funding amounts. No shelter existed for adult victims. The government could make arrangements for adult victim's housing on a case-by-case basis, though none were identified. In 2013, the Ministry of Social Affairs launched a process to open a government-run shelter

for child and women trafficking victims. This shelter remained unopened at the end of the reporting period, though government officials began training shelter staff. Overall victim protection services remained inadequate. The government sponsored no specific programs to facilitate victims' reintegration into society, such as a witness protection program or long-term psychological counseling. The government had no specialized mechanism to provide foreign victims of trafficking with alternatives to their removal to countries where they face retribution or hardship. After a trafficking court case concludes, foreign victims can apply for the same work or residency permits available to other foreign citizens; however, no victims did so during the year. There were no reports of trafficking victims penalized for crimes committed as a direct result of being subjected to human trafficking; however, only four trafficking victims were identified in 2013. The government had no formal policy to encourage victims to assist in the investigation and prosecution of their traffickers, but worked with NGOs to provide shelter to victims during their trial.

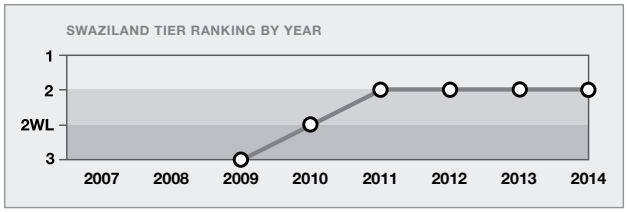
PREVENTION

The Government of Suriname sustained prevention efforts during the reporting period. It adopted a national strategy to combat human trafficking in April 2014. Its interagency anti-trafficking working group, active since 2003, consisted of representatives from six government agencies and one from the NGO community. The working group held a four-day workshop in October 2013 for government officials to enhance cooperation in combating trafficking in persons. The working group also drafted several documents codifying how to report instances of human trafficking to the police. These documents were pending Ministry of Justice and police approval at the end of the reporting period. The anti-trafficking police maintained a hotline, although it did not receive any calls during the year. The government made no discernible efforts to reduce the demand for commercial sex acts or forced labor.

SWAZILAND (Tier 2)

Swaziland is a source, destination, and transit country for men, women, and children who are subjected to sex trafficking, domestic servitude, and forced labor in agriculture. Swazi girls, particularly orphans, are subjected to sex trafficking and domestic servitude primarily in the cities of Mbabane and Manzini; at truck stops, bars, and brothels in Swaziland; and in South Africa and Mozambique. Swazi chiefs may coerce children and adults—through threats and intimidation—to work for the king. Swazi boys and foreign children are forced to labor in commercial agriculture, including cattle herding, and market vending within the country. In one case, which remains ongoing from the previous reporting period, a young Nigerian woman and two Mozambican boys were subjected to forced labor in market vending. Traffickers reportedly force Mozambican women into prostitution in Swaziland, or transit Swaziland with their victims *en route* to South Africa. Mozambican boys migrate to Swaziland for work washing cars, herding livestock, and portering; some of these boys subsequently become victims of forced labor. Reports suggest labor brokers fraudulently recruit and charge excessive fees to Swazi nationals for work in South African mines—means often used to facilitate trafficking crimes. Swazi men in border communities are recruited for forced labor in South Africa's timber industry. Traffickers utilize Swaziland as a transit country for transporting foreign victims from beyond the region to South Africa for forced labor. Some Swazi women are forced into prostitution in South Africa and Mozambique after voluntarily migrating in search of work.

The Government of Swaziland does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the government provided the equivalent of approximately $1,000 to a victim assistance fund and secured shelter for at least one trafficking victim; these victim protection measures represent progress from previous years, when adequate victim protection was a serious concern. The government continued its prosecution of two suspected trafficking offenders. Although it failed to identify or investigate cases involving internal trafficking, the government cooperated with South African law enforcement in the investigation of two potential trafficking cases and assisted in the repatriation of two Swazi nationals. The anti-trafficking taskforce and its secretariat continued to effectively guide anti-trafficking efforts in 2013—most evident in its launching of a national strategic framework and action plan in July 2013.



RECOMMENDATIONS FOR SWAZILAND:

Enact amendments to the 2010 anti-trafficking act to allow for permanent residency of foreign trafficking victims; complete and disseminate implementing regulations to fully implement the 2010 anti-trafficking act's victim protection and prevention provisions; investigate and prosecute trafficking offenses, including internal trafficking cases, and convict and punish trafficking offenders; begin regulating labor brokers and investigate allegations of fraudulent recruitment; ensure the activities of the taskforce, secretariat, and implementing departments are sufficiently funded, particularly to enable the provision of adequate accommodation and care to victims and implementation of the strategic framework; differentiate the process of victim identification from the prosecution of offenders, as victim identification should not be tied to the successful prosecution of a trafficker; institutionalize training of officials on the 2010 anti-trafficking act and case investigation techniques; develop and implement formal procedures to proactively identify trafficking victims and train officials on such procedures; complete development of a formal system to refer victims to care; and institute a unified system for collecting trafficking case data for use by all stakeholders.

PROSECUTION

The Government of Swaziland maintained modest anti-trafficking law enforcement efforts during the reporting period, including by continuing its prosecution of two alleged labor trafficking offenders. Section 12 of the People Trafficking and People Smuggling (Prohibition) Act, 2009, which became effective in March 2010, prescribes penalties of up to 20 years' imprisonment for the trafficking of adults. Section 13 of the Act prescribes penalties of up to 25 years' imprisonment for the trafficking of children. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government has not drafted or enacted implementing regulations for the law or used it to

successfully convict a trafficking offender. A 2011 trafficking case revealed inconsistencies between the anti-trafficking act and the Immigration Act of 1992, leading to the deportation of six victims. In response, the government, in partnership with UNODC, initiated a process to harmonize these laws in 2012; however, for the second consecutive year, the Attorney General's Office failed to begin drafting these amendments.

The government investigated three potential trafficking cases and continued its prosecution of two labor trafficking offenders from previous years; however, it failed to either initiate any new prosecutions or convict trafficking offenders during the year. The government continued to focus on investigating trafficking crimes involving transnational movement, failing to investigate any cases involving Swazi victims trafficked internally. In September 2013, the government investigated a case involving two Swazi girls initially recruited for work in South Africa, but later sold into prostitution; at the close of the reporting period, Swazi police and prosecutors continued their efforts, in partnership with South African officials, to facilitate prosecution of the suspects in South Africa. In February 2013, the government charged two Nigerian nationals under the 2010 act for the alleged labor trafficking of a third Nigerian national who was recruited with promises of a college education, but after her arrival in Swaziland was made to sell goods under conditions indicative of forced labor—including denial of food, passport withholding, and physical assault; this case remained pending trial, with the suspects in custody at the end of the reporting period. The government failed to investigate or prosecute government officials allegedly complicit in trafficking or trafficking-related crimes, including an immigration official accused of issuing falsified official Swazi documents and a Swazi diplomat recalled from their posting for forced labor allegations in the previous reporting period.

In partnership with Mozambican and South Africa authorities, the government established a committee to collaboratively work on cross-border issues, including human trafficking. During the reporting period, the Royal Swaziland Police Service cooperated with South African counterparts in the investigation of transnational trafficking cases. The government failed to independently train its officials during the year. In partnership with UNODC, the government trained 60 police, immigration, defense force, justice, and customs officials on investigation of trafficking cases and differentiating between smuggling and trafficking.

PROTECTION

The government increased efforts to protect trafficking victims during the reporting period, including by providing one victim secure accommodation and allocating resources to a victim assistance fund. The government sheltered one victim—identified during the previous reporting period—in a secure witness protection facility until her repatriation in July 2013. Previously, the government failed to shelter victims in secure facilities. The police provided protection to two potential victims during the reporting period. The government directly provided medical care, coverage of incidental expenses, and police protection to all three women identified as victims or potential victims during the year; however, NGOs provided counseling services. The government allocated the equivalent of approximately $1,000 to a fund to pay for these services. The government cooperated with Nigerian authorities to enable one victim's repatriation to Nigeria in July 2013 and paid for the repatriation of two Swazi victims from South Africa in 2013.

Although the government, in partnership with UNODC, continued its development of a national victim referral mechanism and standard operating procedures for the handling of trafficking cases, it continued to lack systematic procedures for the proactive identification of trafficking victims and their referral to care. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked; however, as the government did not make systematic efforts to identify victims, and was without a mechanism for screening individuals in prostitution, victims may have remained unidentified in the law enforcement system. In a change from 2012 policies preventing temporary legal residency for trafficking victims, in 2013, the government issued temporary residency for a foreign victim illegally present in Swaziland as a result of her trafficking. The government encouraged victims to cooperate with law enforcement during the year, and one victim did so.

PREVENTION

The government increased modest efforts to prevent trafficking during the reporting period through the completion of a national strategic framework and action plan. The Task Force for the Prevention of People Trafficking and People Smuggling and its Secretariat, which coordinates the work of the taskforce, held regular meetings and continued to be instrumental in guiding the government's anti-trafficking response. Nonetheless, most prevention efforts were funded by NGOs and international donors. In July 2013, the government adopted a national strategic framework and action plan, a multi-year strategy which outlines the responsibilities of all relevant ministries. The Secretariat conducted public awareness activities at the Swaziland international trade fair in Manzini in late 2013, targeting traditional leaders, students, young women, and parents with information on preventing child trafficking and how to report suspected cases. The government also raised awareness of human trafficking by developing and placing billboards at the airport and land border crossings. In March 2013, the Secretariat began holding radio programs to raise awareness on the dangers of trafficking and smuggling. The government's anti-trafficking hotline continued to receive tips on potential cases; however, officials were unable to provide data on the number of trafficking-related calls received during the year. The Ministry of Foreign Affairs and International Cooperation trained diplomats on the definition of trafficking, especially in relation to the employment of domestic workers, and the related laws in countries to which their officials are posted.

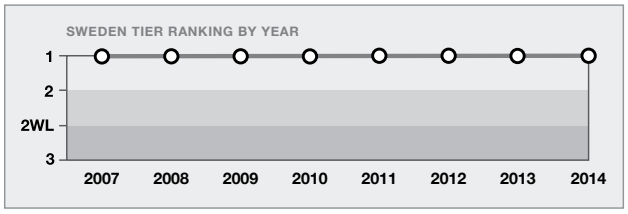
The government increased the number of labor inspectors from 16 to 30 in 2013, including three designated to address child labor inspections. The Ministry of Labor conducted over 3,000 labor inspections in 2013, although these did not result in the identification of child labor violations and focused on the formal sector, with child labor thought to occur most in the informal sectors. Although labor brokers remained unregulated in 2013, the government proposed amendments to the Employment Act to include regulation of labor brokers. The government initiated prosecution of a labor broker who was alleged to recruit workers through fraud and charge excessive fees. It made no efforts to reduce the demand for commercial sex acts.

SWEDEN (Tier 1)

Sweden is a destination, source, and, to a lesser extent, transit country for women and children subjected to sex trafficking, and

a destination country for men, women, and children subjected to forced labor, including forced begging and stealing. Identified and suspected victims of forced prostitution largely originate from Eastern Europe (Azerbaijan, Belarus, Bulgaria, Georgia, Hungary, Latvia, Romania, Russia, Serbia, and Ukraine), Africa (Nigeria, Democratic Republic of the Congo, Gambia, Sierra Leone, and Uganda), and Asia (Kazakhstan, Mongolia, Nepal, and Vietnam). Swedish women and girls are also vulnerable to sex trafficking within the country. Identified and suspected victims of labor trafficking, who largely originate from Bulgaria, Romania, Cameroon, and Thailand, are subjected to labor trafficking in the domestic service and hospitality sectors, as well as in seasonal labor, when workers travel to Sweden to pick berries or perform construction, forestry, or gardening work. Victims of forced begging and stealing originate primarily from Romania and Bulgaria. The nearly 4,000 unaccompanied foreign children who arrived in Sweden in 2013 to seek asylum, primarily from Afghanistan, Syria, Somalia, and Eritrea, are vulnerable to human trafficking. Child sex tourism offenses committed by Swedish nationals traveling abroad remain a problem.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking. Swedish authorities launched more trafficking investigations, though courts convicted fewer traffickers than in 2012, and judges reportedly did not fully understand trafficking. The government identified a greater number of victims and issued more temporary and permanent residence permits in 2013, but municipalities lacked trafficking-specific care facilities for child and adult male victims. The government formally expanded the mandate of its national coordinating body to include all forms of human trafficking, allowing for an enhanced response to forced labor and forced begging.



RECOMMENDATIONS FOR SWEDEN:

Vigorously prosecute and convict labor and sex trafficking offenders using Sweden's anti-trafficking statute; ensure that trafficking offenders receive sentences commensurate with the severity of this serious crime; ensure adult male victims of trafficking receive trafficking-specific assistance, including appropriate shelter; ensure judges receive training on the application of the anti-trafficking law; continue efforts to identify and provide trafficking-specific assistance to child trafficking victims in Sweden, including Swedish victims of trafficking; ensure that law enforcement authorities offer trafficking victims a reflection period in accordance with Swedish law; consider proactive measures to prevent unaccompanied foreign minors from being subjected to sex trafficking and forced labor; ensure that victims of labor trafficking are provided with full information about their rights and that they are empowered to testify against their exploiters; ensure that migrant and seasonal laborers receive education about their rights in Sweden; ensure that municipal authorities understand victim protection protocols and are capable of providing victims the support they are entitled to under Swedish law; vigorously prosecute Swedish child sex tourism offenders; and continue regular, self-critical assessments of Sweden's anti-trafficking efforts.

PROSECUTION

The Government of Sweden demonstrated mixed law enforcement efforts during the reporting period, launching more trafficking investigations, but convicting fewer traffickers than in 2012. Sweden's 2002 anti-trafficking law prohibits both sex trafficking and forced labor, and prescribes penalties of two to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Swedish law enforcement investigated 40 sex trafficking cases in 2013, an increase from 21 in 2012. Law enforcement investigated 29 cases of forced labor and nine cases of forced begging in 2013. Authorities initiated prosecutions of 13 suspected trafficking offenders under Sweden's trafficking statute and related laws in 2013, in contrast to 35 prosecutions initiated in 2012. Authorities convicted 13 traffickers in 2013, who received sentences of up to four years in prison, a significant decline from the 33 convicted in 2012, with sentences of up to five years in prison. The government did not report the investigation or prosecution of any government officials complicit in trafficking.

While the government continued to provide specialized trainings and handbooks for investigators and prosecutors, observers reported that many judges do not understand human trafficking and lacked interest in receiving training. Some judges continued to acquit or dismiss cases where initial consent was indicated, despite the government's 2010 revision of its anti-trafficking law to clarify that evidence of a victim's initial consent does not override evidence of subsequent coercion. Swedish authorities collaborated with foreign governments on trafficking investigations, including Northern Ireland, Germany, Thailand, Bulgaria, and Romania.

PROTECTION

The government improved protection efforts through identifying more victims, ensuring some victims received compensation, and issuing a greater number of temporary and permanent residence permits. The government identified 80 victims of trafficking in 2013, compared to 69 victims identified in 2012. Among those identified, there were 40 victims of sex trafficking, 31 victims of labor trafficking, and nine victims of forced begging. Police referred adult female victims of trafficking to women's shelters, which were primarily operated by NGOs with public and private funding. These shelters offered victims assistance with immigration issues, medical care, Swedish language training, and educational and employment needs. Victims could leave the shelter at will and without a chaperone. Authorities referred child victims to social services officials, who placed child victims in foster care or group housing. The government provided no specialized shelter for male victims of trafficking, who were often housed in shelters for the homeless, drug addicts, or individuals with mental illness. Municipalities reimbursed NGOs that provided services to victims who had received a residence permit for cooperating with police. The government provided medical care and assistance with repatriation for victims not assisting law enforcement. The government offered a reflection period of 30 days during which victims could decide whether to cooperate with law enforcement authorities; this provision was not well-known across law enforcement, and authorities rarely informed victims about the reflection period. The Migration Board issued 61 temporary residence permits to suspected trafficking victims in 2013, two of which were for children of suspected victims, compared to 28 permits in 2012; the large increase was due to an investigation involving 25 forestry workers. State prosecutors had the power to file applications

for permanent residence permits on behalf of trafficking victims during or after trials based upon victims' need of protection; the Migration Board issued two individuals permanent residence permits in 2013, compared to no permits issued in 2012. The government continued a pilot program with an NGO to ensure the safe repatriation of foreign victims trafficked in Sweden. The government continued to integrate training on victim identification and referral to police at basic training. The court appointed legal counsel for victims of trafficking during the course of criminal proceedings and, although there was no formal victim restitution program, some trafficking victims received compensation in 2013. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

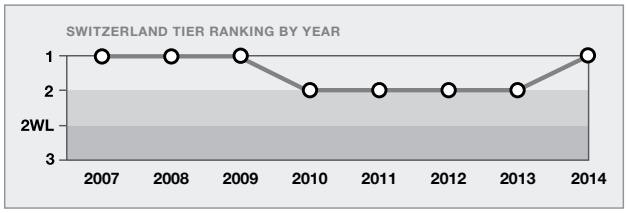
PREVENTION

The Swedish government improved prevention efforts during the reporting period by expanding the national coordinating body's mandate to include all forms of human trafficking. The interagency working group continued to meet, and the government's anti-trafficking program was still formally guided and funded by an extension of its 2008-2010 action plan against prostitution and human trafficking for sexual purposes. Under this plan, the Government of Sweden designated the Stockholm county administration as the coordinating body of the government's victim services activities. In April 2013, the Swedish government formally expanded the mandate to cover all forms of human trafficking rather than only sex trafficking. The national rapporteur continued to provide an annual report of the trafficking situation in Sweden which indicated areas of improvement. The Swedish government continued to fund a national help line for victims of violence and sexual abuse, including trafficking, which was available in a number of languages, including languages spoken in the countries that are most commonly countries of origin for victims of trafficking in Sweden. The government continued to conduct robust activities to reduce the demand for commercial sex, including by establishing social services groups in the three largest cities that counsel individuals arrested for purchasing commercial sex. Sweden's law prohibiting child sexual offenses has extraterritorial reach, allowing the prosecution of suspected child sex tourists for offenses committed abroad; however, no Swedish citizens were prosecuted for committing child sexual offenses abroad in 2013.

SWITZERLAND (Tier 1)

Switzerland is primarily a destination and, to a lesser extent, a transit country for women and children subjected to sex trafficking and children forced into begging and theft. Sex trafficking victims originate primarily from Central and Eastern Europe (Romania, Hungary, Bulgaria, Poland, Slovakia, Czech Republic, Slovenia, Ukraine, and Moldova), though victims also come from Latin America (Brazil and the Dominican Republic), Asia (China and Thailand), and Africa (Nigeria and Cameroon). Children forced into begging and shoplifting largely originate from Hungary, Romania, and Bulgaria; many of these children are ethnic Roma. Federal police assessed in 2013 the total number of potential trafficking victims residing in Switzerland was between 2,000 and 3,000. There reportedly is forced labor in the domestic service sector and increasingly in agriculture, construction, hotels, and restaurants. According to Swiss authorities, female and underage asylum seekers are especially vulnerable to trafficking.

The Government of Switzerland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the federal government passed a decree prohibiting the prostitution of all minors nationwide. Authorities convicted more traffickers in 2013 and courts increasingly issued prison sentences reflecting the severity of the crime. The government provided more identified victims with reflection periods and long-term residency permits, though victims in asylum procedures had difficulty accessing assistance. The government launched its first-ever nationwide awareness campaign.



RECOMMENDATIONS FOR SWITZERLAND:

Continue to explore ways to increase the number of convicted traffickers who receive sentences commensurate with the severity of this crime; ensure NGOs providing care for victims receive adequate funding; provide specialized care for trafficking victims seeking asylum; ensure there are adequate trafficking-specific services for children and male victims; increase the capacity of trafficking-specific shelters housing female victims; amplify training on and enforcement of labor trafficking laws, including laws covering forced begging and forced criminal activities; continue to train police officers on identifying victims, including screening individuals engaged in prostitution for signs of trafficking; enhance the collection and compilation of law enforcement and victim assistance data; and continue to raise awareness of sex and labor trafficking among the public, as well as potential clients of the sex trade and consumers of products made and services provided through forced labor.

PROSECUTION

The Government of Switzerland improved anti-trafficking law enforcement efforts by prohibiting child prostitution, prosecuting and convicting more traffickers, and pursuing criminal cases against complicit public officials. Switzerland prohibits trafficking for all forms of sexual and labor trafficking through Articles 182 and 195 of the Swiss penal code, which prescribe penalties of up to 20 years' imprisonment. These penalties are commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the federal government passed a decree that prohibits facilitating the prostitution of all children nationwide. The Swiss government continued to organize anti-trafficking efforts under the Coordination Unit against the Trafficking of Persons and Smuggling of Migrants (KSMM), a specialized unit within the Federal Office of Police tasked with anti-trafficking policy, information exchange, cooperation, and training; the KSMM was not directly involved in criminal proceedings or investigations. The government did not disaggregate data on law enforcement efforts between sex trafficking and forced labor. In 2012, the most recent year for which comprehensive law enforcement data was available, Swiss authorities conducted 345 investigations into human trafficking and forced prostitution, compared with 233 in 2011. The government initiated prosecutions of 201 defendants in 2012, compared to 119 in 2011 and 161 in 2010. Authorities convicted 30 traffickers in 2012, compared

with 14 in 2011 and 31 in 2010. Swiss courts sentenced 22 of the convicted traffickers to prison sentences ranging from 20 days to seven years; the remaining eight convicted traffickers received suspended prison sentences. Swiss judges continued to sentence some convicted traffickers to longer prison sentences than in previous years. In May 2013, a Swiss court sentenced one trafficker to eight and a half years in prison. In June 2013, a court in Winterthur sentenced one trafficker to 17 years' imprisonment and his accomplice to six years' imprisonment for multiple accounts of human trafficking and other crimes.

Authorities, with the support of an NGO, continued to provide police with introductory and advanced courses on identifying and interacting with victims. During the reporting period, Swiss authorities cooperated with several countries, including Germany and Romania, and with Europol to investigate trafficking crimes. In November 2013, a court in Schaffhausen convicted a former city council member for human trafficking and forced prostitution and sentenced him to two years in prison, which is pending appeal. Also in November 2013, the Zurich district attorney's office announced an investigation of five Zurich police officers who allegedly warned businesses engaged in prostitution of upcoming police checks; the investigations were ongoing at the close of the reporting period.

PROTECTION

The Government of Switzerland sustained its victim protection efforts. Under the Swiss Victims Assistance Law, all trafficking victims were entitled to shelter, free medical aid, living stipends, and psychological, social, and legal assistance from government-funded victim assistance centers. Although some facilities specialized in assistance to trafficking victims, most were shelters for victims of domestic violence. Due to the mixed populations, these shelters left victims exposed to potential stigmatization. Victims were allowed to leave the shelters at will and without chaperones. Two anti-trafficking NGOs offered specialized shelter in apartments exclusively for female victims. Authorities placed male victims in hotels or NGO-operated shelters for men. Two cantons established counseling centers for male victims. Federal and cantonal authorities compensated most NGOs providing services to victims primarily on the basis of agreed per capita payments for services rendered to victims. The country's principal anti-trafficking NGO received approximately half of its operating budget from the government.

In 2013, the government registered 42 victims of trafficking and 42 victims of forced prostitution, compared to 2012 when the government registered 86 victims of trafficking and 60 victims of forced prostitution. The lead NGO reported assisting 189 victims in 2013, compared to 155 in 2012. At least 45 identified victims assisted investigations or prosecutions in 2013. Cantonal immigration offices granted a three-month reflection period—a time to rest and consider whether to participate in an investigation—to 23 victims and issued 44 short-term residency permits to victims for the duration of legal proceedings against their traffickers in 2013, compared with more than 14 reflection periods and 54 short-term residency permits in 2012. The government also granted 12 victims long-term residency permits on personal hardship grounds, an increase from two victims in 2012. Observers reported some cases of trafficking victims from China and Nigeria who were unable to access assistance because they had previously sought asylum, a status which currently precludes receiving trafficking victim assistance. The government developed a new training for cantonal immigration officers on victim identification, which it delivered in November 2013. There were no reports of victims being penalized for unlawful acts committed as a direct result of being trafficked.

PREVENTION

The government significantly improved its trafficking prevention activities. In October 2013, the government launched its first-ever nationwide anti-trafficking awareness campaign, including art exhibitions, public speeches, expert roundtable discussions, and movie presentations occurring in 12 different Swiss cities. The federal government passed an ordinance in October 2013 creating a fund of approximately the equivalent of $453,000 for NGOs to use for anti-trafficking prevention campaigns; NGOs could not yet apply for funding at the close of the reporting period. Authorities continued to regulate the employment of domestic servants in the homes of diplomats, including monitoring salaries and working conditions of domestic workers. The government continued to conduct an annual assessment of its anti-trafficking efforts and published the results. Authorities maintained an online reporting office in four languages for tips on suspected cases of child sex tourism. The Swiss government did not report prosecuting any Swiss citizens for child sex tourism offenses. The government did not take action to reduce the demand for commercial sex acts or forced labor.

SYRIA (Tier 3)

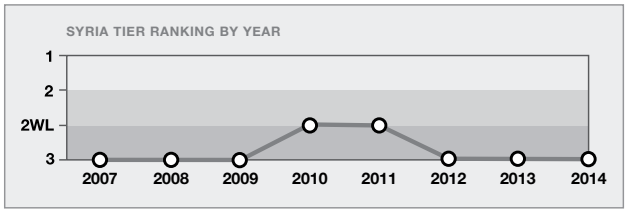
The Syrian conflict has evolved from a violent government crackdown against a peaceful protest movement to a civil war. Human rights observers estimate that more than 140,000 people have been killed since the beginning of protests against the Bashar al Asad regime in March 2011. Reports indicate that an unknown number of trafficking victims have fled the country as a result of widespread violence that has plagued many cities, including the capital Damascus, and major cities such as Aleppo, Homs, Hama, Dara'a, and Idlib, as well as a devastated economy; however, according to international organizations, some trafficking victims remain trapped in Syria. As the humanitarian crisis worsens, with more than 2.5 million Syrian refugees and 6.5 million internally displaced persons at the end of the reporting period, more Syrians are highly vulnerable to trafficking.

Syria is a source and destination country for men, women, and children subjected to forced labor and sex trafficking, primarily in countries throughout the Middle East. Internally, Syrian children are forcibly recruited and used in conflict as child soldiers by government, government-affiliated, and non-state armed groups, including extremists and some elements of the Free Syrian Army (FSA). UNHCR, UN Women, and the media reported a high number of underage marriages among refugee populations in neighboring countries, such as Jordan and Lebanon. According to media reports, the UN, and civil society organizations, teenage Syrian refugees who fled to neighboring countries are forced into "pleasure marriages" or "temporary marriages"—for the purpose of prostitution or sexual exploitation—by men from Jordan, Saudi Arabia and other Gulf countries. Wealthy men from Gulf countries pay thousands of dollars to matchmakers to marry teenage Syrian girls, while Arab men reportedly peruse the refugee camps in Jordan for the purpose of finding a Syrian bride. The media and Lebanese officials reported an increase in the numbers of Syrian women brought to Lebanon for the purpose of prostitution, including through the guise of early marriage. Reporting suggests an increase in Syrian refugee children engaging in street begging in Lebanon and Jordan, some of which

may be forced. An international organization reported that Syrian gangs force Syrian refugees, including men, women, and children, to work in the agricultural sector in Lebanon's Beqaa Valley harvesting potatoes, olives, and bananas while living in informal tented settlements. Victims are forced to work under harsh conditions with little to no pay; some are forced to work to pay off debts incurred to facilitate their entry into Lebanon or to pay for their lodging. The number of Syrian adults who are reportedly subjected to forced labor as low-skilled workers in Qatar and Kuwait increased from previous years, likely due to efforts to escape the ongoing violence in Syria. Media and UN reporting indicate that economically desperate Syrian children, especially those internally displaced, continued to be subjected to forced labor within the country, particularly by organized begging rings.

The UN Commission of Inquiry (COI) on Syria and the UN Special Representative of the Secretary General for Children in Armed Conflict corroborated media reports that pro-government forces and armed opposition groups, including the FSA, continue to forcibly recruit and use Syrian children in combat as soldiers and human shields, as well as in support roles. The COI reported that pro-government militia used children as young as 13-years-old to man checkpoints in Aleppo, Dara'a, and Tartus. In some cases, the Syrian army forcibly recruited boys under 18-years-old. The extremist group Jabhat Al Nusra provided weapons training to children in Tal Rifat (Aleppo) in July 2013, while the radical Islamic State of Iraq and the Levant used a school in Al Bab (Aleppo) as a military training camp for boys in September 2013. The Syrian-Kurdish group, the Democratic Union Party (PYD), also reportedly recruited children under the age of 18 into their forces.

The Government of Syria does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government continued to forcibly recruit and use child soldiers; it also failed to protect and prevent children from recruitment and use by both government and opposition armed forces. The government failed to ensure that victims of trafficking were not arrested, detained, and severely abused as a result of being subjected to human trafficking, such as child soldiering. The government did not make efforts to investigate and punish trafficking offenders, including officials in the armed forces complicit in recruiting and using child soldiers. The government failed to identify or provide protective services to any trafficking victims. The government's prevention efforts were also deficient, as there were no efforts to inform the public about human trafficking or provide anti-trafficking training to government officials.



RECOMMENDATIONS FOR SYRIA:

Stop the forcible recruitment and use of child soldiers by both government and opposition armed forces, and provide adequate protection services to demobilized children; ensure that victims of trafficking, especially children, are not punished for crimes committed as a direct result of trafficking; establish policies and procedures for law enforcement officials to proactively identify and interview potential trafficking victims, and refer them to the care of relevant organizations; implement the anti-trafficking law through increased investigations and prosecutions of trafficking offenders; conduct anti-trafficking law enforcement efforts, including by prosecuting complicit government officials who forcibly recruited and used child soldiers, ensure that the anti-trafficking directorate is fully operational, and provide training on human trafficking to police, military, immigration, labor, and social welfare officials; launch a nationwide anti-trafficking public awareness campaign; designate an official coordinating body or mechanism to facilitate anti-trafficking coordination among the relevant ministries, law enforcement entities, international organizations, and NGOs; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government did not report any anti-trafficking law enforcement efforts. The increasingly violent conflict during the reporting period continued to undercut any anti-trafficking law enforcement efforts, and inadequate law enforcement training remained a significant impediment to identifying and prosecuting trafficking crimes in Syria. Decree No. 3 of 2011 provides a legal foundation for prosecuting trafficking offenses and protecting victims, but it does not include a clear definition of human trafficking. This decree prescribes a minimum punishment of seven years' imprisonment, a penalty that is sufficiently stringent, though not commensurate with those prescribed for other serious crimes, such as rape. The government adopted Law no. 11/2013 in June 2013 which criminalizes all forms of recruitment and use of children under the age of 18 by armed forces and armed groups. However, the government made no efforts to implement this law; rather, the government continued to recruit and use child soldiers. The government did not report investigating, prosecuting, or convicting suspected trafficking offenders. The Ministry of Interior's specialized anti-trafficking directorate continued to be inoperable. The government did not make efforts to investigate, prosecute, or convict government employees complicit in human trafficking, including officials that forcibly recruited and used child soldiers in combat and support roles. The government did not report providing anti-trafficking training for officials.

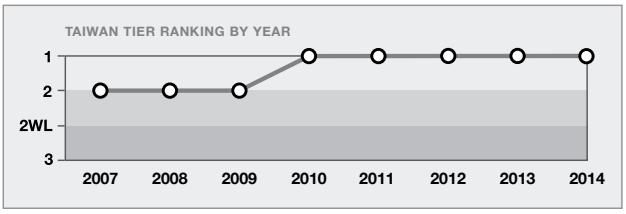
PROTECTION

The government did not report efforts to identify and provide protection to victims of trafficking. The government did not report instituting victim identification procedures, nor did it refer victims to available protection services. The government failed to take measures to protect children from being forcibly recruited as soldiers, human shields, and in support roles by pro-government and opposition armed forces. Furthermore, children who were forcibly recruited and used by the FSA and other opposition groups were highly susceptible to arrest, detention, rape, torture, and execution for affiliation with these groups; the government made no efforts to exempt these children from punishment as victims of trafficking or to offer them any protection services. The government neither encouraged victims to assist in investigations or prosecutions of their traffickers nor provided foreign victims with legal alternatives to their removal to countries in which they may face hardship or retribution.

PREVENTION

The government did not report efforts to prevent human trafficking. The government failed to implement measures to prevent children from being recruited and used as combatants

and in support roles by government and opposition armed forces. The government did not raise awareness of human trafficking among the general public or government officials. The government did not report on the status of its national plan of action against trafficking, which was drafted in early 2010. The government did not report efforts to reduce the demand for commercial sex acts or forced labor. Syria is not a party to the 2000 UN TIP Protocol.



TAIWAN (Tier 1)

Taiwan is a destination territory for men, women, and children subjected to forced labor and sex trafficking and, to a much lesser extent, a source territory for women subjected to sex trafficking. Most trafficking victims in Taiwan are migrant workers from Indonesia, mainland China, the Philippines, Cambodia, Thailand, Vietnam, and to a lesser extent, Bangladesh and India. Most of the 500,000 migrant workers are employed through recruitment agencies and brokers to perform low-skilled work in Taiwan as home caregivers and domestic workers, or in manufacturing, construction, and fishing industries. Many of these workers fall victim to labor trafficking by brokers, some of whom are Taiwan passport-holders, in their home countries or to employers in Taiwan. Migrant workers are reportedly charged up to the equivalent of approximately $7,700 in recruitment fees, resulting in substantial debts used by brokers or employers in Taiwan as tools of coercion to obtain or retain a migrant's labor. NGOs report Taiwan brokers work with source country recruiters to compel workers to take out loans for recruitment fees at local branches of Taiwan banks at high interest rates. After recruitment fee repayments are garnished from their wages, some foreign domestic service workers in Taiwan earn significantly less than minimum wage. Labor brokers in Taiwan often assist employers in forcibly deporting "problematic" foreign employees should they complain; this enables the broker to fill the empty positions with new foreign workers and continually use debt bondage to control the work force. Some employers of these workers forbid their employees from leaving their residences, increasing their vulnerability to labor trafficking. NGOs estimate there are up to 160,000 migrant workers onboard Taiwan fishing vessels around the world, some of whom have reported non- or under-payment of wages, long working hours, physical abuse, lack of food, and poor living conditions; an unknown number of these men are trafficking victims. Some women and girls from mainland China and southeast Asian countries are lured to Taiwan through fraudulent marriages and deceptive employment offers for purposes of sex trafficking. Women from Taiwan are recruited through classified ads for employment in Japan, Australia, the United Kingdom, and the United States; after their arrival in these countries, some are forced into prostitution.

Taiwan authorities fully comply with the minimum standards for the elimination of trafficking. During the reporting period, Taiwan authorities continued to prosecute trafficking offenses, including both forced labor and forced prostitution. Authorities trained law enforcement and other officials and raised public awareness of trafficking. Permanent residency visas for trafficking victims are available; however, authorities have not granted this visa to trafficking victims since the category became available in 2009 and continued to deport all trafficking victims at the end of their trials. Authorities did not prosecute alleged labor traffickers onboard Taiwan fishing vessels, despite allegations of labor trafficking abuses.

RECOMMENDATIONS FOR TAIWAN:

Increase efforts to prosecute and convict traffickers under Taiwan's anti-trafficking legislation; vigorously investigate and prosecute the owners of Taiwan-owned or -flagged fishing vessels who allegedly commit abuse and labor trafficking onboard long haul fishing vessels; increase efforts to reduce exploitation of migrant workers by brokers—including Taiwan recruiters and Taiwan employers; provide permanent resident visas to victims of trafficking instead of fining and deporting them; sentence convicted traffickers to sufficiently stringent punishments; update the national plan of action and guidelines to capture recent trafficking trends, such as abuses onboard fishing vessels and involving domestic workers; clearly delineate roles and responsibilities within the national coordinating body to ensure effective information sharing and coordinated anti-trafficking efforts; disaggregate case information to ensure that reported trafficking cases are bona fide; continue to train law enforcement personnel, officials in the Council of Labor Affairs (CLA), labor inspectors, prosecutors, and judges on victim identification measures and the anti-trafficking law; increase efforts to investigate and prosecute child sex tourism offenses committed by Taiwan passport-holders; and continue efforts to increase public awareness of all forms of trafficking.

PROSECUTION

Taiwan authorities sustained anti-trafficking law enforcement efforts. Taiwan's Human Trafficking Prevention and Control Act (HTPCA) prohibits forced prostitution and labor and prescribes penalties of up to seven years' imprisonment; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Despite the existence of an anti-trafficking law, Taiwan authorities prosecuted the majority of trafficking cases under other laws, such as the Criminal Code, the Labor Standards Law, and the Children and Youth Sexual Transaction Prevention Law. In 2013, Taiwan authorities initiated prosecutions against 130 suspected traffickers and convicted 39 traffickers under the HTPCA; sentences imposed on the majority of the traffickers were six months to less than one year. Under the Children and Youth Sexual Transaction Prevention Law, authorities initiated prosecutions against 59 alleged offenders and convicted 41 traffickers. Under the Criminal Code, authorities initiated prosecutions against 35 alleged offenders and convicted six traffickers. Despite reports of forced labor abuses onboard Taiwan-flagged vessels in 2012 and 2013, authorities did not prosecute any cases involving these abuses. NGOs reported some traffickers successfully appealed their cases because victims were not in Taiwan to testify against the traffickers. During the year, Taiwan authorities trained more than 11,000 law enforcement officers, prosecutors, and judges through various workshops, seminars, and conferences. Taiwan authorities did not report investigating, prosecuting, or convicting any Taiwan officials for complicity in trafficking.

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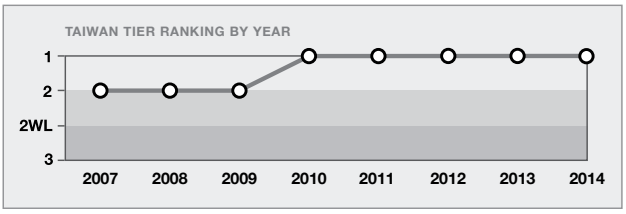

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PROTECTION

Taiwan authorities sustained efforts to protect victims of trafficking. Taiwan authorities identified and assisted 366 trafficking victims in 2013 (319 women and 47 men, 121 sex trafficking victims and 245 forced labor victims), compared to 462 in 2012; all 366 were referred to shelters for assistance. Authorities continued to employ systematic procedures to proactively identify and assist victims of trafficking. Among the 390 victims were 80 victims whom authorities identified via joint screening mechanisms with NGOs, after the initial screenings by frontline officers. Authorities distributed reference trafficking indicators with specific questions and a standardized evaluation form to law enforcement officials for use in interviewing potential victims of trafficking. The authorities maintained 21 shelters; National Immigration Agency operated three shelters that are dedicated solely to victims of trafficking, while the other 18 are run by the CLA and are made available to victims of trafficking. All 21 shelters are administered by NGO partners with government funding. These shelters provided victims of trafficking—both men and women—with medical and psychological services, legal counseling, vocational training, small stipends, and repatriation assistance. Taiwan authorities also reported employing social workers and interpreters to accompany victims during court proceedings. Taiwan authorities encouraged victims to participate in investigations against their traffickers by offering temporary residency and work permits. In 2013, 181 trafficking victims received temporary residence permits and 292 received work permits.

To date, Taiwan authorities have not granted any permanent residency visas to foreign trafficking victims who faced retribution or hardship if returned to their country of origin. All victims of trafficking were transferred from shelters to government detention centers at the end of their trials; they were subsequently fined up to $330 for immigration violations and deported. Since all victims were deported at the end of the trial, no victims were able to obtain restitution or file civil suits against traffickers. While the HTPCA provides that human trafficking victims can receive immunity for crimes committed as a result of being trafficked, NGOs reported trafficking victims occasionally were treated as criminals.

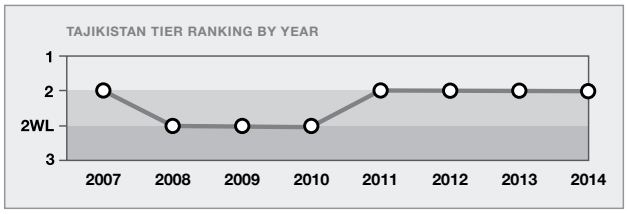
PREVENTION

Taiwan authorities made progress in efforts to prevent trafficking. District prosecutors and local police officers provided educational materials and held workshops around the island to educate the public about trafficking, reaching more than 66,000 people. Various agencies funded advertisements and public service announcements on human trafficking prevention in newspapers, magazines, and on the radio and distributed anti-trafficking posters and pocket cards in seven languages. A cabinet-level minister-without-portfolio continued to have responsibility for overseeing an interagency anti-trafficking workgroup; the roles and responsibilities of various agencies related to anti-trafficking efforts were not always clear. The Tourism Bureau published training programs for tour guides and hotel associations on human trafficking. The CLA continued to operate foreign-worker service stations and international airport service counters around Taiwan to assist migrant workers and educate them on their rights, and a hotline number to report trafficking offenses. Despite reports of abuses by brokers, authorities did not investigate labor brokers in source countries or the possible connection between Taiwan and foreign brokers. Taiwan has laws with extraterritorial application that criminalize sexual exploitation of children by Taiwan passport holders traveling abroad. However, authorities have not prosecuted any Taiwan passport holder for child sex tourism offenses committed abroad since 2006. Authorities funded 37 campaigns to raise awareness on child sex trafficking, but did not report any sex tourism investigations, prosecutions, or convictions.

TAJIKISTAN (Tier 2)

Tajikistan is a source and, to a lesser extent, destination country for men, women, and children subjected to forced labor, and a source country for women and children subjected to sex trafficking. Extensive economic migration exposes Tajik men, women, and children to exploitation. Tajik men and women are subjected to forced labor in agriculture and construction in Russia, the United Arab Emirates (UAE), and, to a lesser extent, Afghanistan and Central Asia. Women and children from Tajikistan are subjected to forced prostitution primarily in the UAE and Russia, and also in Saudi Arabia, Kazakhstan, Afghanistan, and within Tajikistan. These women sometimes transit through Russia, Kyrgyzstan, or Azerbaijan *en route* to their destination. Reports indicate an increase in kidnappings and transport of Tajik women and girls to Afghanistan for the purpose of forced marriage, which can lead to forced prostitution and debt bondage. Women are increasingly vulnerable to trafficking within the country and abroad after they are informally divorced from their absent migrant husbands and then need to provide for their families. Women engaged in prostitution in Tajikistan are vulnerable to exploitation by traffickers. There are reports from previous years of Tajik children subjected to sex trafficking and forced labor, including forced begging, within Tajikistan and in Afghanistan. Some Tajik children and some adults were potentially subjected to agricultural forced labor in Tajikistan—mainly during the fall 2013 cotton harvest—but this exploitation occurred to a lesser degree than in 2012. Afghan and Bangladeshi citizens are vulnerable to forced labor in Tajikistan.

The Government of Tajikistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to make progress in further reducing the use of forced labor in the annual cotton harvest. However, it continued to lack procedures to proactively identify trafficking victims among vulnerable populations and refer them to existing protective services. The lack of adequate victim protection remained a serious problem in the country; budget limitations and high turnover in public jobs requiring specialized knowledge constrained such efforts.



RECOMMENDATIONS FOR TAJIKISTAN:

Develop standard operating procedures for identifying trafficking victims, incorporating members of civil society into the process; improve interagency communication regarding human trafficking cases; dedicate funding or provide in-kind assistance specifically for combating trafficking in persons and victim assistance; protect victims of severe forms of trafficking in persons and encourage their assistance in the investigation

and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship; include NGOs in the drafting process of the national action plan; continue to enforce the prohibition against the forced labor of children in the annual cotton harvest by inspecting cotton fields during the harvest, in collaboration with local government officials and civil society organizations; vigorously investigate and prosecute suspected trafficking offenses, respecting due process, especially those involving forced labor, and convict and punish trafficking offenders; develop a formal victim identification and referral mechanism; ensure that sex trafficking victims are not penalized for prostitution offenses; finalize, pass, and implement draft anti-trafficking legislation to strengthen victim protection and clarify the definition of trafficking, ensuring that it fully covers child trafficking in the absence of buying and selling of victims; strengthen the capacity and awareness of Tajik embassies and consulates to proactively identify victims and refer them to protective services, including via repatriation; work with international organizations and NGOs to develop comprehensive protection and rehabilitation programs for trafficking victims, including psychological care and economic and social reintegration; impose stricter penalties on local officials who force individuals to participate in the cotton harvest; help develop and sponsor campaigns in rural areas to raise awareness about all forms of human trafficking; work to guarantee the safety of witnesses and victims during the investigation and prosecution of trafficking cases; and improve the collection of anti-trafficking law enforcement data.

PROSECUTION

The Government of Tajikistan continued limited anti-trafficking law enforcement efforts. Article 130.1 of the criminal code prohibits both forced sexual exploitation and forced labor, and prescribes penalties of five to 15 years' imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Article 167 prohibits the buying and selling of children, prescribing five to 12 years' imprisonment. The law does not reach all forms of child trafficking; for example, crimes that do not include a financial transaction for the sale of a child may not come within the prohibition. The law may also include cases beyond the scope of trafficking; for example, if the purchase of a child is not undertaken for the purpose of exploitation. Some suspected trafficking offenders were investigated under the non-trafficking statute Article 132, prohibiting the recruitment of people for sexual or other exploitation; this article does not contain force, fraud, or coercion as a necessary element of the crime. In December 2013, the Tajik parliament added several amendments to the Criminal Code of Tajikistan that somewhat expanded the scope of prohibitions of trafficking crimes: Article 1302, "Use of Slavery"; Article 241.1, "Production and turnover of materials and products with pornographic pictures of children"; and Article 242, "Use of children (minors) with the purpose of production of pornographic materials and products."

The government investigated and prosecuted four trafficking cases in 2013 under Article 130.1, an increase from the previous year. The government also reported one conviction of a trafficking offender who was sentenced to nine years' imprisonment under Article 130.1 in 2013, compared with no convictions in 2012. In January 2014, a court in the Sughd region sentenced a woman to five years' imprisonment for "recruitment of people for exploitation" in violation of Article 132.3 of the Criminal Code; the woman was arrested in September 2013 after two women were removed from a flight to Dubai at Dushanbe airport on suspicion that they were victims of sex trafficking. The Tajik government compiled law enforcement data across a variety of agencies and might count trafficking cases multiple times. In response to forced child labor cases in the cotton harvest that were identified through monitoring by IOM, the government levied fines against farms, but did not take law enforcement action.

The Ministry of Internal Affairs continued to conduct an anti-trafficking course at its training academy. The Ministry of Education and Science conducted anti-trafficking courses for school administrators at its training center and the State University Law Department conducted anti-trafficking courses for law students. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government continued limited efforts to identify and assist trafficking victims. Authorities did not have a formal system for identifying and referring victims for assistance. The process to develop a formal, national referral mechanism, initiated by a working group in December 2011, remains incomplete. Because Tajik law enforcement officials did not differentiate between women in prostitution and sex trafficking victims and did not attempt to identify trafficking victims among women found in prostitution, the government likely penalized sex trafficking victims for prostitution crimes. During the reporting period, the government identified and referred 17 victims to the IOM for assistance in 2013, an increase from eight victims identified and referred in 2012. Civil society groups provided protective services to a total of 67 Tajik trafficking victims in 2013—including 48 victims of forced labor and 19 victims of sex trafficking—compared with a total of 74 victims in 2012. In July 2013, after an international organization and an NGO identified 15 Bangladeshi victims of forced labor, the Investigation Department of the Ministry of the Interior initiated a criminal case against the recruiter and the government facilitated visa extensions for the victims. The government indicated that benefits were not linked to whether a victim participated in a trial or whether there was a successful prosecution.

Although the national government did not provide financial support to any NGOs or other organizations that assisted trafficking victims, it continued to provide funding to cover utilities for two adjacent shelters in Dushanbe and a shelter in Khujand. Adult victims could leave the shelters voluntarily and unchaperoned. The government provided visa extensions to 15 victims of forced labor from Bangladesh.

PREVENTION

The Government of Tajikistan continued its efforts to prevent human trafficking, including efforts to raise awareness about forced labor in the cotton harvest. The Tajik interagency anti-trafficking commission, in collaboration with Tajik NGOs, held roundtables and workshops on trafficking issues. The State Committee on Women and Family Affairs conducted an informational campaign that educated 3,700 school principals and deputy principals on the illegality of child labor in the cotton harvest. In summer 2013, the Ministry of Education disseminated letters to local governments stating that the use of child labor in the cotton harvest was unacceptable. Government-funded campaigns targeted potential victims, local authorities

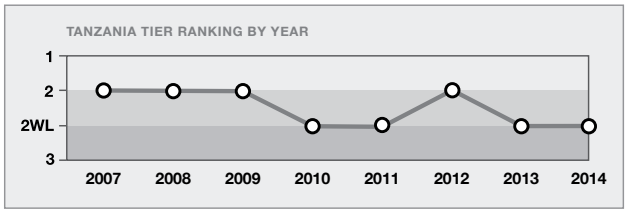
responsible for preventing trafficking, and school authorities who previously had organized the use of children in the cotton harvest. For the fourth year in a row, the government certified NGO representatives to monitor the fall cotton harvest and appointed a Ministry of Labor official to accompany IOM representatives during the harvest to meet local officials in cotton-growing districts to reinforce the prohibition on forced child labor.

The Committee for Youth, Sports, and Tourism and the Ministry of Internal Affairs' anti-trafficking department jointly operated hotlines to receive calls from female victims of violence, assault, exploitation, and trafficking, as well as those reporting suspected cases. The anti-trafficking commission continued its quarterly anti-trafficking dialogue meetings attended by representatives of government ministries, international organizations, and local NGOs. However, a lack of communication between government agencies limited their ability to collect, consolidate, and disseminate information. The government provided Tajik diplomats posted abroad with guidance on combatting human trafficking and updates from the anti-trafficking commission regarding legislation and government decrees. Prostitution is illegal in Tajikistan and the government took efforts to reduce the demand for commercial sex by investigating and prosecuting consumers of commercial sex.

TANZANIA (Tier 2 Watch List)

Tanzania is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. The incidence of internal trafficking is higher than that of transnational trafficking and is usually facilitated by family members, friends, or intermediaries of victims who offer assistance with education or finding lucrative employment in urban areas. Some unscrupulous individuals manipulate the traditional practice of child fostering—in which poor children are entrusted into the care of wealthier relatives or respected members of the community—to subject children to forced labor. The exploitation of young girls in domestic servitude continues to be Tanzania's largest human trafficking problem, though child sex trafficking, particularly along the Kenya-Tanzania border, occurs as well. Girls are exploited in sex trafficking in tourist areas within the country. Boys are subjected to forced labor, primarily on farms—including as farm laborers, cattle herders, and occasionally hunters—but also in mines and quarries, in the informal commercial sector, in factories, in the sex trade, and possibly on small fishing boats operating on the high seas. Smaller numbers of Tanzanian children and adults are subjected to domestic servitude, other forms of forced labor, and sex trafficking—often by other Tanzanians—in other countries including Mozambique, Ethiopia, South Africa, Uganda, Yemen, Oman, the United Arab Emirates, Saudi Arabia, Pakistan, the United Kingdom, the United States, France, Italy, and possibly other African, Middle Eastern, and European countries. There are media reports that Tanzanian children with physical disabilities are transported to Kenya for forced begging and that Tanzanian girls are subjected to sex trafficking in China. Trafficking victims from other countries—typically children from Burundi and Kenya, as well as adults from Bangladesh, Nepal, Yemen, and India—are forced to work in Tanzania's agricultural, mining, and domestic service sectors; some are also subjected to sex trafficking. Citizens of neighboring countries may voluntarily migrate through Tanzania before being forced into domestic service and prostitution in South Africa, Europe, and the Middle East.

The Government of Tanzania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Government representatives participated in donor-funded meetings to draft and review regulations and procedures for the implementation of the 2008 Anti-Trafficking in Persons Act and finalized these texts for stakeholder input near the end of the reporting period. The government repatriated two victims of international labor trafficking, and police reported referring 11 victims to NGOs for support. Despite these measures, the government failed to demonstrate overall increasing efforts to combat trafficking from the previous year; therefore, Tanzania is placed on Tier 2 Watch List. For a fifth year, the government failed to allocate funding to the victims' assistance fund established by the 2008 Anti-Trafficking in Persons Act. Tanzanian authorities did not prosecute any new cases or convict any trafficking offenders during the reporting period. Insufficient efforts to protect victims left them with a lack of incentives for participating in investigations, limiting the government's ability to pursue successful law enforcement action against traffickers. Officials' inability to distinguish between trafficking and smuggling led to some victims being punished.



RECOMMENDATIONS FOR TANZANIA:

Increase efforts to enforce the 2008 Anti-Trafficking in Persons Act by prosecuting trafficking offenses, convicting trafficking offenders, and applying stringent penalties—including jail time, as appropriate—upon conviction; implement the act's victim protection and prevention provisions, including by allocating resources to the victim assistance fund; establish policies and procedures for government officials to identify and interview potential trafficking victims—including adults—among vulnerable groups proactively and transfer them to local organizations providing care; begin compiling trafficking-specific law enforcement and victim protection data at the national level; contribute government resources to train judges, prosecutors, and police to clarify the difference between human trafficking and human smuggling; provide specialized anti-trafficking training to all Tanzanian diplomats prior to their departure for overseas posts; allocate a budget for the anti-trafficking committee and anti-trafficking secretariat to implement the national action plan to combat trafficking; provide additional training to law enforcement authorities on the detection and methods of investigating human trafficking crimes; and implement or update the 2012-2014 national action plan.

PROSECUTION

The Tanzanian government made limited law enforcement efforts during the year. The 2008 Anti-Trafficking in Persons Act outlaws all forms of trafficking and prescribes punishments of one to 10 years' imprisonment, a fine, or both. These penalties are sufficiently stringent, but not commensurate with those

prescribed for other serious crimes, such as rape. A provision allowing offenders to pay a fine in lieu of serving prison time allows for a penalty that is not proportionate to the crime and does not provide an adequate deterrent to potential perpetrators of trafficking offenses.

The government reported investigating three cases of suspected trafficking; details of those cases are unknown. The government reported responding to three additional tips received concerning international trafficking cases, but failed to prosecute or convict any offenders. Two of the latter three cases involved male Tanzanian victims; one victim was subjected to forced labor in Italy, and another was lured to Uganda on the promise of playing soccer and subsequently subjected to forced labor. Following a lead from INTERPOL, authorities investigated a case of a Nepali girl believed to have been subjected to trafficking within Tanzania, but her whereabouts were not discovered. Law enforcement and judicial officials' lack of understanding of trafficking continued to create an environment of impunity; at best, the crime of trafficking was treated as a minor offense. The government did not allocate funding to provide specialized anti-trafficking training to officials during the year. The government made no progress in compiling trafficking-specific law enforcement and victim protection data at the national level. The Government of Tanzania did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

The Tanzanian government made few efforts to protect victims of trafficking during the year. The police reported referring 11 victims to local NGOs for support, and civil society organizations reported identifying and assisting an additional 11 victims in 2013. Government officials did not typically take measures to proactively identify victims among vulnerable groups. In one incident, authorities in Zanzibar identified two suspected victims, children *en route* to Oman for domestic work, and prevented them from departing on the basis that they had insufficient travel documents. Authorities failed to refer the girls to social service providers and their subsequent whereabouts are unknown, leaving them at risk of re-trafficking. A systematic referral method which calls for police, Department of Social Welfare, and NGOs to notify each other of all potential cases remained in place, but often did not function effectively. Police cooperated with an international organization to develop a directory of NGOs that could provide support for victims. There were no procedures in place for the referral of adult victims to service providers.

Key victim protection provisions of the 2008 Anti-Trafficking in Persons Act, such as allocating funding to the victims' assistance fund, remained unimplemented. The government continued to rely on NGOs to provide care for victims, and NGO-run facilities were limited to urban areas. There were no shelters dedicated solely to trafficking victims. The government repatriated two Tanzanian male victims of forced labor abroad—one who had been exploited in Uganda and one in Italy. The government failed to ensure that victims were not punished for crimes committed as a result of their being trafficked. The absence of national procedures for victim identification, and law enforcement officers' failure to distinguish between trafficking and smuggling, often led to foreign victims being arrested, convicted of immigration violations, imprisoned, and deported as irregular migrants. In June 2013, to satisfy a 2008 U.S. court judgment levied against a Tanzanian diplomat who had been posted to the United States, the government facilitated the payment of $170,000—a negotiated sum equivalent to back wages—to a victim of domestic servitude. In a separate case, a Tanzanian diplomatic mission failed to expeditiously process a victim's travel documents. The government neither encouraged nor discouraged victims from participating in the investigation and prosecution of their traffickers, but many were pressured by family members not to testify or provide information to authorities. The 2008 Anti-Trafficking in Persons Act provides foreign victims legal alternatives to their removal to countries where their safety or the safety of their families may be endangered; no foreign victims received this immigration relief during the reporting period.

PREVENTION

The government made some efforts to prevent human trafficking during the year. The government's anti-trafficking committee and anti-trafficking secretariats still lacked budgets and full-time staff, but government representatives participated in three donor-funded meetings and a meeting funded by the Ministry of Home Affairs to draft and review regulations and procedures for the implementation of the 2008 law. These texts were finalized for stakeholder input near the end of the reporting period. Local officials in the semi-autonomous region of Zanzibar conducted a public awareness campaign across the island using printed brochures and radio announcements. The Minister of Foreign Affairs met with journalists to condemn reports of Tanzanian girls being subjected to forced prostitution in China, and to warn the public to be cautious about accepting offers of sponsored travel abroad. The government made no discernible efforts to reduce the demand for forced labor or commercial sex acts during the reporting period. Tanzanian troops received specialized anti-trafficking training from a foreign donor prior to their deployment abroad on international peacekeeping missions.

THAILAND (Tier 3*)

Thailand is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. Victims from neighboring countries, as well as China, Vietnam, Russia, Uzbekistan, India, and Fiji, migrate willingly to Thailand to seek employment, often with the assistance of relatives and community members or through the use of informal recruitment and smuggling networks. There are an estimated two to three million migrant workers in Thailand, most of whom are from Burma. The majority of the trafficking victims within Thailand—tens of thousands of victims, by conservative estimates—are migrants from Thailand's neighboring countries who are forced, coerced, or defrauded into labor or exploited in the sex trade. A significant portion of labor trafficking victims within Thailand are exploited in commercial fishing, fishing-related industries, low-end garment production, factories, and domestic work; some victims are forced to beg on the streets.

There are reports of corrupt officials on both sides of the border who facilitate the smuggling of undocumented migrants between Thailand and neighboring countries including Laos, Burma, and Cambodia; many of these migrants subsequently become trafficking victims. Unidentified trafficking victims are among the large numbers of undocumented migrants deported to Laos, Burma, and Cambodia each year. Burmese, Cambodian, and Thai men are subjected to forced labor on Thai fishing boats that travel throughout Southeast Asia and beyond; some men remain at sea for up to several years, are paid very little,

are expected to work 18 to 20 hours per day for seven days a week, or are threatened and physically beaten. A 2013 report found that approximately 17 percent of surveyed fishermen, who primarily worked on short haul vessels spending less than one month at sea, experienced forced labor conditions, often due to threats of financial penalty including not being fully remunerated for work already performed.

A 2010 assessment of the cumulative risk of labor trafficking among Burmese migrant workers in the seafood industry in Samut Sakhon found that 57 percent of the 430 workers surveyed experienced conditions of forced labor. As fishing is an unregulated industry region-wide, fishermen typically do not have written employment contracts with their employers. Reports during the year indicate this form of forced labor continues to be prevalent, and that increasing international scrutiny has led traffickers to use new methods, making their crimes more difficult to detect. Men from Thailand, Burma, and Cambodia are forced to work on Thai-flagged fishing boats in Thai and international waters and were rescued from countries including Malaysia, Indonesia, Vietnam, and Timor-Leste. The number of Cambodian victims rescued from Thai fishing vessels in countries around the world more than doubled in 2013. Cambodian and Burmese workers are increasingly unwilling to work in the Thai fishing industry due to dangerous and exploitative work conditions which make them more vulnerable to trafficking.

There continued to be reports that corrupt Thai civilian and military officials profited from the smuggling of Rohingya asylum seekers from Burma and Bangladesh (who transit through Thailand in order to reach Malaysia or Indonesia) and were complicit in their sale into forced labor on fishing vessels. Thai navy and marine officials allegedly diverted to Thailand boats carrying Rohingya asylum seekers *en route* to Malaysia and facilitated the transfer of some migrants to smugglers and brokers who sold some Rohingya into forced labor on fishing vessels. Additionally, there are media reports that some Thai police officials systematically removed Rohingya men from detention facilities in Thailand and sold them to smugglers and brokers; these smugglers and brokers allegedly transported the men to southern Thailand where some were forced to work as cooks and guards in camps, or were sold into forced labor on farms or in shipping companies. Traffickers (including labor brokers) who bring foreign victims into Thailand generally work as individuals or in unorganized groups, while those who exploit Thai victims abroad tend to be more organized. Labor brokers, largely unregulated and of both Thai and foreign nationalities, serve as intermediaries between job-seekers and employers; some facilitate or engage in human trafficking and collaborate with employers and at times with corrupt law enforcement officials.

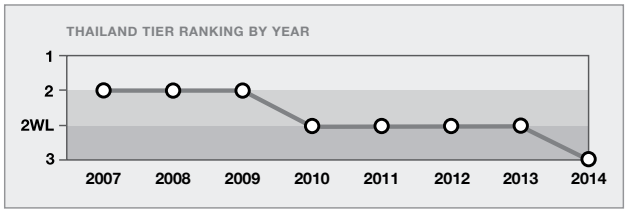
Foreign migrants, members of ethnic minorities, and stateless persons in Thailand are at the greatest risk of being trafficked, and they experience various abuses that may indicate trafficking, including the withholding of travel documents, migrant registration cards, work permits, and wages. They may also experience illegal salary deductions by employers, physical and verbal abuse, and threats of deportation. Undocumented migrants are highly vulnerable to trafficking due to their lack of legal status, which often makes them fearful of reporting problems to government officials. Many migrant workers incur exorbitant debts, both in Thailand and in countries of origin, to obtain employment and may therefore be subjected to debt bondage. Members of ethnic minorities and stateless persons in Thailand face elevated risks of becoming trafficking victims. Highland men, women, and children in the northern areas of Thailand are particularly vulnerable to trafficking; UN research cites a lack of legal status as the primary causal factor of their exploitation. Some children from Thailand, Cambodia, and Burma are forced by their parents or brokers to sell flowers, beg, or work in domestic service in urban areas. Thai victims are recruited for employment opportunities abroad and deceived into incurring large debts to pay broker and recruitment fees, sometimes using family-owned land as collateral, making them vulnerable to exploitation at their destination. Thai nationals have been subjected to forced labor or sex trafficking in Australia, South Africa, and in countries in the Middle East, North America, Europe, and Asia. Some Thai men who migrate for low-skilled contract work and agricultural labor are subjected to conditions of forced labor and debt bondage.

The majority of Thai victims identified during the year were found in sex trafficking. Women and girls from Thailand, Laos, Vietnam, and Burma, including some who initially intentionally seek work in Thailand's extensive sex trade, are subjected to sex trafficking. Child sex trafficking, once known to occur in highly visible establishments, has become increasingly clandestine, occurring in massage parlors, bars, karaoke lounges, hotels, and private residences. Children who have false identity documents are exploited in the sex trade in karaoke or massage parlors. Local NGOs report an increasing use of social media to recruit women and children into sex trafficking. Victims are subjected to sex trafficking in venues that cater to local demand and in business establishments in Bangkok and Chiang Mai that cater to foreign tourists' demand for commercial sex. Thailand is a transit country for victims from North Korea, China, Vietnam, Pakistan, Bangladesh, and Burma subjected to sex trafficking or forced labor in countries such as Malaysia, Indonesia, Singapore, Russia, South Korea, the United States, and countries in Western Europe. There were reports that separatist groups in southern Thailand continued to recruit and use children to commit acts of arson or serve as scouts.

The Government of Thailand does not fully comply with the minimum standards for the elimination of trafficking. In the 2012 and 2013 *TIP Reports*, Thailand was granted consecutive waivers from an otherwise required downgrade to Tier 3 on the basis of a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. The Trafficking Victims Protection Act (TVPA) authorizes a maximum of two consecutive waivers. A waiver is no longer available to Thailand, which is therefore deemed not to be making significant efforts to comply with the minimum standards and is placed on Tier 3.

The Government of Thailand improved its anti-trafficking data collection. It reported convicting 225 traffickers under the 2008 anti-trafficking law and related statutes in 2013. Overall anti-trafficking law enforcement efforts remained insufficient compared with the size of the problem in Thailand, and corruption at all levels hampered the success of these efforts. Despite frequent media and NGO reports documenting instances of forced labor and debt bondage among foreign migrants in Thailand's commercial sectors—including the fishing industry—the government demonstrated few efforts to address these trafficking crimes. It systematically failed to investigate, prosecute, and convict ship owners and captains for extracting forced labor from migrant workers, or officials who may be complicit in these crimes; the government convicted two brokers for facilitating forced labor on fishing vessels. The government did not make sufficient efforts to proactively identify trafficking victims among foreign migrants, who remained

at risk of punishment for immigration violations. A critical shortage of available interpretation services across government agencies limited efforts to identify and protect foreign victims, and authorities identified fewer foreign labor trafficking victims than it did during the previous year. There were media reports in 2013 of trafficking-related complicity by Thai civilian and navy personnel in crimes involving the exploitation of Rohingya asylum seekers from Burma and Bangladesh. The Thai navy claimed that these reports were false and responded by filing criminal defamation charges against two journalists in Thailand for re-printing these reports. Impunity for pervasive trafficking-related corruption continued to impede progress in combating trafficking.



RECOMMENDATIONS FOR THAILAND:

Promptly and thoroughly investigate all reports of government complicity in trafficking, and increase efforts, particularly through the Department of Special Investigation and the Office of National Anti-Corruption Commission and the Office of Public Sector Anti-Corruption Commission, to prosecute and punish officials engaged in trafficking-related corruption; increase efforts to prosecute and convict trafficking offenders, including those who subject victims to forced labor in Thailand's commercial and export oriented sectors; develop and implement victim identification procedures that prioritize the rights and safety of potential victims; significantly increase efforts to proactively identify victims of trafficking among vulnerable populations, particularly foreign migrants, deportees, and refugees; pursue criminal investigations of cases in which labor inspections reveal indicators of forced labor—including the imposition of significant debts by employers or labor brokers, withholding of wages, or document confiscation; cease prosecuting criminal defamation cases against researchers or journalists who report on human trafficking; recognizing the valuable role of NGOs and workers' organizations in uncovering the nature and scope of human trafficking in Thailand, work to establish an environment conducive to robust civil society participation in all facets of understanding and combating human trafficking; allow every adult trafficking victim—including sex trafficking victims—to travel, work, and reside outside shelters in accordance with provisions in Thailand's anti-trafficking law; significantly increase the availability of interpretation services across government agencies with responsibilities for protecting foreign migrants; increase incentives for victims to cooperate with law enforcement in the investigation and prosecution of trafficking cases; consider establishing a dedicated court division, or take other measures to consistently expedite the prosecution of trafficking cases; develop and provide specialized services for child sex trafficking victims and take appropriate steps to ensure their cases progress quickly; implement court procedures which prioritize the protection of witnesses; restrict bail to alleged trafficking offenders to prevent flight; enact legislation that protects officials against legal retaliation for pursuing trafficking cases; consistently include trained social workers or victim service organizations in victim screening interviews in safe and private spaces; process and approve legal status applications at the national, district, and provincial level in a timely manner; provide legal alternatives to the removal of foreign trafficking victims to countries in which they would face retribution or hardship; increase efforts to seize assets of trafficking offenders and ensure these funds directly benefit victims; increase anti-trafficking awareness efforts directed at employers and clients of the sex trade, including sex tourists; and make efforts to decrease the demand for exploitive labor.

PROSECUTION

The Thai government improved its anti-trafficking data collection, allowing more accurate reporting on prosecutions and convictions. Thailand's 2008 anti- trafficking law criminally prohibits all forms of trafficking and prescribes penalties ranging from four to 10 years' imprisonment—penalties that are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. The government reported investigating 674 trafficking cases in 2013, an increase from 306 cases in 2012. Only 80 investigations involved suspected cases of forced labor of migrant workers, despite the reported high prevalence of this form of trafficking in Thailand. The government reported prosecuting 483 suspected traffickers, including 374 for sex trafficking, 56 for forced begging, and 53 for other forms of forced labor. The government reported convicting 225 traffickers using the anti-trafficking law and various other statutes in 2013. The majority of convicted offenders received sentences ranging from one to seven years' imprisonment, with 29 receiving prison sentences greater than seven years and 31 receiving sentences of less than one year. The Anti-Money Laundering Office seized assets of two convicted traffickers valued to the equivalent of approximately $1.1 million.

The government did not hold ship owners, captains, or complicit government officials criminally accountable for labor trafficking in the commercial fishing industry. With investigative support from NGOs, the government prosecuted and convicted two Burmese brokers for facilitating the forced labor of Burmese men in the commercial fishing industry; one was sentenced to 33 years' imprisonment and one was sentenced to three years and six months' imprisonment. A Thai accomplice, a pier manager who held at least 14 victims in confinement, was not prosecuted for his role in their victimization, but was convicted and sentenced to three months' imprisonment for providing shelter to undocumented workers. The government reported no investigations, prosecutions, or convictions of public officials or private individuals for allegedly subjecting Rohingya asylum seekers to forced labor in Thailand's commercial fishing sector. There were no developments in the Supreme Court's consideration of an appeal of a 2009 conviction, upheld in 2011, of two offenders found guilty of subjecting 73 victims to forced labor in a shrimp-peeling factory; both offenders remained free on bail during the reporting period for a second year. The government addressed cases involving illegal recruitment fees and withholding of wages as civil violations under the Labor Protection Act instead of as criminal cases under the 2008 anti-trafficking law.

In one case, the government reported investigating and disciplining 33 local police officers on suspicion of protecting a brothel where child sex trafficking victims were found. However, trafficking-related corruption remained widespread among Thai law enforcement personnel. Credible reports indicated some corrupt officials protected brothels, other commercial sex venues, and food processing facilities from raids and inspections; colluded with traffickers; used information from

victim interviews to weaken cases; and engaged in commercial sex acts with child trafficking victims. Local and national-level police officers established protective relationships with traffickers in trafficking hot-spot regions to which they were assigned. Thai police officers and immigration officials reportedly extorted money or sex from Burmese migrants detained in Thailand for immigration violations and sold Burmese migrants unable to pay labor brokers and sex traffickers. Although the government reported conducting an internal investigation of trafficking-related military complicity in the exploitation of Rohingya asylum seekers, observers claimed that the government failed to thoroughly investigate the allegations. In December 2013, the Thai navy filed a defamation lawsuit against two journalists from a local newspaper that published excerpts of media reports that alleged trafficking-related complicity by Thai civilian and navy personnel.

The government continued to provide training to thousands of public officials on trafficking victim identification and the provisions of the anti-trafficking law. It reported numerous cooperative international investigations. In one case, it responded to information provided by Burmese police, leading to the rescue of 10 Burmese victims forced to work in a food-processing factory in Thailand, and the arrest of seven suspected traffickers. In a separate case, responding to a request from a civil society organization, officials cooperated with foreign counterparts in South Africa to rescue Thai women subjected to sex trafficking and arrested three alleged perpetrators. Challenges with collaboration between police and prosecutors limited the success of prosecution efforts. Interagency coordination was weakened by a rudimentary data collection system that made it difficult to share information across agencies. Local observers reported officials were vulnerable to retaliation suits or charges of defamation if cases were unsuccessful—a disincentive to pursue difficult cases. Overall, the justice system increased the speed at which it resolved criminal cases, though some trafficking cases continued to take three years or longer to reach completion. Frequent personnel changes hampered the government's ability to make progress on anti-trafficking law enforcement efforts, and some suspected offenders fled the country or intimidated victims after judges decided to grant bail, further contributing to a sense of impunity among traffickers.

PROTECTION

The government's efforts to identify and protect trafficking victims remained inadequate. The government provided services to 744 trafficking victims, and the Ministry of Social Development and Human Security (MSDHS) reported that it provided assistance to 681 victims at government shelters (an increase from 526 in 2012), including 305 Thai victims (compared with 166 Thai victims in 2012), 373 foreign victims (compared with 360 foreign victims in 2012), and three whose nationalities were unknown. Authorities identified an additional 63 Thai victims subjected to sex or labor trafficking overseas; these victims were processed at a government center upon arrival in the Bangkok airport and returned to their home communities. The government identified 219 foreign labor trafficking victims in 2013—a decrease from 254 identified in 2012. The Thai government continued to refer victims to one of nine regional trafficking shelters run by the MSDHS, where they reportedly received counseling, limited legal assistance, and medical care. Some interpretation services were available in Burmese, Cambodian, Chinese, and certain ethnic minority languages. Thai embassy officials, in collaboration with MSDHS, rescued and repatriated Thai victims identified in Malaysia and South Africa. There were reports that some personnel in a Thai embassy overseas may have been unwilling to respond to requests to assist Thai victims in that country.

The government responded to information provided by NGOs and foreign governments to identify and rescue victims. Although it reported using systematic procedures to screen for victims among vulnerable populations and placed posters explaining victims' rights in deportation facilities to encourage victims to self-identify, its proactive efforts to screen for victims among vulnerable groups remained inadequate. NGOs reported that the government did not provide adequate interpretation services or private spaces to screen potential victims, severely limiting the effectiveness of such efforts. During the year, the government trained 95 new interpreters. The government reported deploying multi-disciplinary teams to interview 2,985 Rohingya asylum seekers and Bangladeshi migrants identified during raids on camps in southern Thailand to screen for indications of trafficking. Despite media and NGO reports throughout the year that some individuals among this population were subjected to forced labor in Thailand, the government did not identify a Rohingya victim of trafficking. Experts highlight that Rohingya victims may have been hesitant to identify themselves as trafficking victims due to fears they would subsequently be sent back to their country of origin. Thailand's laws do not provide legal alternatives to removal for foreign trafficking victims who may face retribution or hardship in their countries of origin.

Many victims, particularly undocumented migrants who feared legal consequences from interacting with authorities, were hesitant to identify themselves as victims, and front-line officials were not adequately trained to identify indicators of trafficking when victims did not self-identify. Law enforcement officers often believed physical detention or confinement was the essential element to confirm trafficking and failed to recognize exploitive debt or manipulation of undocumented migrants' fear of deportation as non-physical forms of coercion used in human trafficking. In some provinces, the government used multidisciplinary teams consisting of social workers and law enforcement officers to identify and rescue victims, but only law enforcement officials were able to make the final determination to certify an individual as a trafficking victim; in cases of debt bondage, the denial of certification at times occurred over the objection of social service providers.

The government issued six-month work permits and visas (renewable for the duration of court cases) that allowed 128 foreign victims to work temporarily in Thailand during the course of legal proceedings, an increase from 107 in 2012. Seventeen adult female victims received permits; some victims were not allowed to work due to the government's assessment that it would be unsafe or unhealthy for them to do so. Women without work permits were typically required to stay in government shelters and could not leave the premises unattended until Thai authorities were ready to repatriate them. There were reports that victims, including those allowed to work, were only given a copy of their identity documents and work permits, while the original documents were kept by government officials. The government disbursed the equivalent of approximately $145,000 from its anti-trafficking fund to victims. These funds were allocated among 525 victims, including paying for the repatriation of 335 foreign victims. Seventy-five trafficking victims benefited from the government's general crime victim compensation scheme, which disbursed the equivalent of approximately $65,000 in 2013. The 2008 anti-trafficking law includes provisions for civil compensation for victims; the government filed petitions

on behalf of 68 victims, and requested a total equivalent of approximately $580,000, though there were no judgments allowing the disbursement of these funds during the year.

Although more than three-quarters of identified victims were children, the government did not offer specialized services for child sex trafficking victims. The prosecution of some cases involving foreign child victims continued to take two years or longer. Judicial officials did not always follow procedures to ensure the safety of witnesses; victims, including children, were at times forced to testify in front of alleged perpetrators and some were forced to publicly disclose personal information, such as their address, which put them at serious risk of retaliation. The government did not provide legal alternatives to victims who faced retribution or hardship upon return to their home countries; foreign victims were systematically repatriated if they were unwilling to testify or following the conclusion of legal proceedings. NGOs reported concerns over the lack of appropriate options for foreign children whose families were complicit in their trafficking or who could not be identified. Local observers in Cambodia reported that a number of Cambodians, who were identified as trafficking victims or people vulnerable to trafficking by Thai authorities, were nonetheless held in Thai detention centers for one month prior to their repatriation. A 2005 cabinet resolution established that stateless trafficking victims in Thailand could be given residency status on a case-by-case basis; however, the Thai government had yet to report granting residency status to a foreign or stateless trafficking victim. Thai law protects victims from being prosecuted for acts committed as a result of being trafficked; however, the serious flaws in the Thai government's victim identification procedures and its aggressive efforts to arrest and deport immigration violators increased victims' risk of being re-victimized and treated as criminals. Inadequate victim identification procedures may have resulted in some victims being treated as law violators following police raids of brothels. Unidentified victims were likely among the 190,144 migrant workers subjected to government citations for lack of proper documentation during the year, as well as among Rohingya men detained in sometimes-overcrowded detention facilities.

PREVENTION

The government continued efforts to prevent trafficking. In October 2013, Thailand ratified the 2000 UN TIP Protocol. The government allotted the equivalent of approximately $6.1 million to conduct anti-trafficking efforts. It conducted campaigns through the use of radio, television, billboards, and handouts to raise public awareness of the dangers of human trafficking throughout the country. Media reported that the government invested more than the equivalent of approximately $400,000 in a communication strategy to improve the public image of its efforts to combat human trafficking. The use of criminal defamation laws to prosecute individuals for researching or reporting on human trafficking may have discouraged efforts to combat trafficking. Four UN special rapporteurs expressed concerns that an ongoing prosecution against an anti-trafficking and migrant's rights advocate, in an act of retaliation for his research documenting alleged trafficking violations in a food processing factory in Thailand, may have had the effect of silencing other human rights advocates, and that the government did not adequately address the underlying allegations of violations in the report in question. NGOs expressed similar concerns over a criminal defamation lawsuit filed by the Thai navy against two journalists in December 2013 for publishing excerpts of media reports that alleged trafficking-related complicity by Thai civilian and navy personnel.

The process to legalize migrant workers involved high fees and poorly regulated and unlicensed labor brokers, increasing the vulnerability of migrant workers to trafficking and debt bondage. The government took no steps to improve this process or improve laws to regulate inbound recruitment agencies and fees. The government, through its inaction to process and approve legal status applications, failed to take measures to reduce the vulnerability to trafficking of members of Thailand's hill tribe communities; some of these applications have been pending for four years. Government labor inspections of 40,963 worksites did not result in the identification of any suspected cases of labor trafficking. The Marine Police and the Thai navy did not uncover any suspected cases of trafficking during ownership and registration inspections of 10,427 vessels. The government opened seven labor coordination centers, operated by the Ministry of Labor, to increase registration of workers and address labor shortages in the fishing industry and create a centralized hiring hall for prospective workers. More than 10,400 fishermen were registered with 395 employers through the coordination centers. Although it acknowledged the labor shortage was due in large part to some workers' unwillingness to work in the fishing industry due to poor working and living conditions, the government did not make efforts to significantly improve these conditions during the year. The government did not pass revisions to labor laws which could help improve protection for workers on fishing vessels. Weak law enforcement, inadequate human and financial resources, and fragmented coordination among regulatory agencies in the fishing industry contributed to overall impunity for exploitative labor practices in this sector. In November 2013, the government passed a ministerial regulation requiring employers to deduct a refundable fee from workers' salaries to contribute to a "repatriation fund"; the imposition of additional fees and the introduction of additional bureaucratic requirements on migrant workers could increase their debt burden. The Ministry of Labor established centers in 10 provinces to provide information and services to Thai workers seeking employment overseas, but the Department of Employment remained ineffective in regulating the excessive fees incurred by these workers in order to obtain employment, which make them vulnerable to debt bondage.

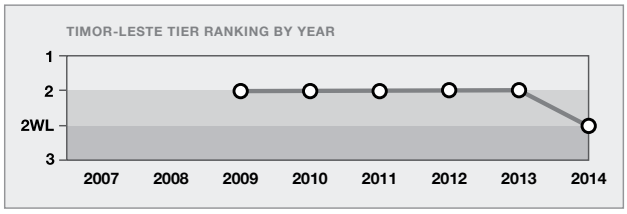
During the year, the government revoked the licenses of two labor recruitment agencies, suspended the license of four agencies, and filed criminal charges against nine companies (four of which were fined) and 155 illegal agents that sent Thai workers abroad. In an effort to prevent child sex tourism, the government denied entry to 79 known foreign sex offenders and launched a public awareness campaign warning tourists of the strict penalties for engaging in sex with minors. The government also developed a surveillance network on child sex tourism by training business operators in high-risk areas to identify and report cases to the police. The government did not make other efforts to decrease the demand for commercial sex acts or forced labor. The government did not provide Thai security forces with anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though it briefed diplomats on human trafficking before their departure to overseas posts.

TIMOR-LESTE (Tier 2 Watch List)

Timor-Leste is a source and destination country for men, women, and children subjected to forced labor and sex trafficking.

Timor-Leste may be a source for women and girls sent to India, Singapore, and other countries in Southeast Asia and the Middle East for domestic servitude. Timorese women and girls from rural areas may be lured to the capital with the promise of better employment prospects and then forced into prostitution or domestic servitude. Timorese family members place children in bonded domestic and agricultural labor in order to pay off family debts. Foreign migrant women, including those from Indonesia, China, and the Philippines, are subjected to sex trafficking in Timor-Leste. Some foreign migrant women are recruited for legitimate work in their respective countries, but after their arrival are reportedly forced by brothel "bosses" and clients to use drugs or alcohol and to provide sexual services. Traffickers allegedly retain the passports of victims, and rotate sex trafficking victims in and out of the country every few months. Transnational traffickers may be members of Indonesian or Chinese organized crime syndicates. According to some NGOs, men and boys from Burma, Cambodia, and Thailand are forced to work on foreign fishing boats operating in Timorese waters where they face conditions of confinement, no medical care, and malnutrition.

The Government of Timor-Leste does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In November 2013, the government hosted a seminar with the Indonesian embassy on transnational crimes, which included trafficking in persons. Despite these measures, the government did not demonstrate evidence of overall increasing efforts to address human trafficking over the previous year; therefore, Timor-Leste is placed on Tier 2 Watch List. Long-awaited anti-trafficking legislation remained pending despite having been submitted to the Council of Ministers in early 2012. The government did not investigate or prosecute any trafficking offenses or convict any traffickers. The government allocated funding to an NGO shelter to assist trafficking victims; however, the NGO did not expend those funds for that purpose because the government did not identify or refer any victims to these services. The government's victim identification efforts remained inadequate, and law enforcement officials received limited training to address this gap.



RECOMMENDATIONS FOR TIMOR-LESTE:

Enact comprehensive anti-trafficking legislation that has been pending; implement procedures to proactively identify victims of trafficking among vulnerable populations, such as women and children in prostitution and domestic work, and migrant workers on fishing vessels; investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; increase training for front-line law enforcement officers, especially in the police Vulnerable Persons Unit and immigration police, on proper victim identification procedures and referral mechanisms, including recognition of trafficking victims who may possess their travel documents or may have entered the country legally; develop a national plan of action to combat trafficking and dedicate resources to implement the plan; conduct additional training for judicial officials on investigation and prosecution methods, including how to integrate procedures for proper victim protection throughout the duration of court proceedings; develop and formally establish policies which clarify inconsistencies in the country's code of criminal procedure, thereby granting police clear authority to initiate investigations of crimes without the condition of having a victim self-identify; investigate and prosecute trafficking cases involving police officers who allegedly receive bribes from sex trafficking establishments; and develop and conduct public anti-trafficking information and education campaigns.

PROSECUTION

The Government of Timor-Leste demonstrated negligible human trafficking law enforcement efforts. Legislation that would prohibit all forms of human trafficking that has been in development since 2009 and was submitted to the Council of Ministers in early 2012 remained pending approval at the close of this reporting period. This legislation would help clarify the definition of trafficking and supersede other conflicting laws and legal tools that contradict each other when combating trafficking. Timor-Leste's penal code, in the meantime, prohibits and punishes all forms of trafficking crimes through Articles 163 and 164; Articles 162 and 166 prohibit slavery and the sale of persons. These articles prescribe sufficiently stringent penalties ranging from eight to 25 years' imprisonment, which are commensurate with those prescribed for other serious crimes, such as rape.

During the reporting period, the government did not investigate or prosecute any trafficking cases, compared to three investigations and one prosecution initiated in 2012. For a second consecutive year, no traffickers were convicted. In the previous reporting period, the National Police Vulnerable Persons Unit reported three investigations involving Timorese children in alleged domestic servitude; these investigations, however, did not lead to prosecutions.

In 2013, 115 officers from the National Police (PNTL) Border Patrol Unit participated in human trafficking training conducted by UNODC. The PNTL, in coordination with the Indonesian Embassy in Dili, organized an international seminar on transnational crime, which included human trafficking, attended by more than 200 PNTL officers and Timorese government officials, along with a number of Indonesian police. Despite allegations of police officers accepting bribes from establishments involved in alleged trafficking, the government did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

The Government of Timor-Leste demonstrated negligible efforts to protect trafficking victims. It did not identify or protect any victims of trafficking in 2013. The government maintained a protocol for referring foreign victims to local NGO shelters for care, though no such victims were identified or referred during the year. The government did not operate any dedicated shelters for trafficking victims or provide trafficking victims with any protective services. The Ministry of Social Solidarity allocated the equivalent of approximately $16,000 to support a local NGO shelter for trafficking victims, but these funds were repurposed for general anti-trafficking activities because no victims were formally identified by the government for the third consecutive year. Local NGOs reported identifying and assisting 10 potential trafficking victims, including two Timorese women victims of

internal sex trafficking, one Timorese female child victim of labor trafficking, two Chinese women victims of sex trafficking, and five Timorese women victims of labor or sex trafficking in Malaysia. Local NGOs alerted relevant Timorese authorities to each of these cases, but no formal investigations were conducted.

Police continued to interpret an article in the Code of Criminal Procedure as granting general investigative authority only to public prosecutors, which led to a general policy of only investigating cases in which persons identified themselves as victims. Problems with victim identification continued, resulting in some victims remaining unidentified even when they came into contact with authorities, and some being deported for immigration offenses. Police often considered possession of a passport by a foreign migrant as an indication that he or she was not a victim of trafficking; further investigation of such cases was rare in the absence of victim self-identification. The law authorizes a temporary legal alternative to the removal of victims to countries where they may face retribution or hardship, which would allow them to stay in Timor-Leste for two years. It did not provide temporary or extended work visas to any trafficking victims in 2013.

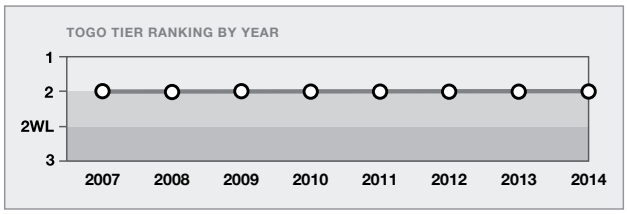
PREVENTION

The Government of Timor-Leste demonstrated negligible efforts to prevent trafficking. Senior officials expressed concerns about the vulnerability of Timorese youth who may be lured by false promises of employment abroad. The government did not conduct any educational campaigns or workshops to increase awareness of trafficking, but provided the equivalent of approximately $15,000 to a local NGO to provide anti-trafficking training and raise awareness of human trafficking issues in rural communities outside the capital. In 2012, the government reported increasing patrols of its territorial waters to combat criminality, but this effort did not result in increased identification of any trafficking victims. The government's inter-ministerial trafficking working group did not meet for a second consecutive year, and a draft national plan of action remained pending until parliament approves the draft anti-trafficking legislation.

TOGO (Tier 2)

Togo is a source and transit country for men, women, and children subjected to forced labor and sex trafficking. The majority of Togolese victims are exploited within the country. Forced child labor occurs in the agricultural sector—particularly on coffee, cocoa, and cotton farms—as well as in stone and sand quarries. Children from rural areas are brought to the capital, Lome, and forced to work as domestic servants, roadside vendors, and porters, or are exploited in prostitution. Near the Togo-Burkina Faso border, some religious teachers, known as *marabouts*, forced Togolese boys into begging. Children from Benin and Ghana are recruited and transported to Togo for forced labor. Togolese girls and, to a lesser extent, boys are transported to Benin, Gabon, Nigeria, Ghana, Cote d'Ivoire, and the Democratic Republic of the Congo and forced to work in agriculture. Traffickers exploit Togolese men for forced labor in agriculture and Togolese women as domestic servants in Nigeria. Togolese women are fraudulently recruited for employment in Saudi Arabia, Lebanon, the United States, and Europe, where they are subsequently subjected to domestic servitude or forced prostitution.

The Government of Togo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government reported increased numbers of investigations, prosecutions of alleged offenses, and convictions of traffickers in 2013 compared to the previous reporting period. It also identified and referred a greater number of child victims to protective services and continued to operate two shelters. Despite these efforts, the government has continued to fail to demonstrate any tangible efforts to address adult trafficking. It did not report any law enforcement efforts against adult trafficking cases, did not identify or provide any protection to adult victims, and did not make progress in enacting draft legislation to prohibit the trafficking of adults for the seventh year in a row.



RECOMMENDATIONS FOR TOGO:

Enact the draft law prohibiting the forced labor and forced prostitution of adults; increase efforts to prosecute and punish trafficking offenders, including by using existing relevant statutes to prosecute trafficking crimes committed against adults; develop a formal system to identify trafficking victims proactively and train law enforcement, immigration, and social welfare officials to identify such victims, including adults; effectively track the number of trafficking victims who receive services from the government, are referred to NGOs, and/or are returned to their families; develop a system among law enforcement and judicial officials to track suspected human trafficking cases and prosecution data; allocate sufficient funds to operate the Tokoin and Oasis centers; and increase efforts to raise public awareness about the dangers of human trafficking, including the trafficking of adults.

PROSECUTION

The Government of Togo increased law enforcement efforts against child trafficking, but did not demonstrate tangible efforts to address adult trafficking during the reporting period. Togolese law does not prohibit all forms of trafficking or criminalize the sex trafficking of adults. Article 4 of the 2006 labor code prohibits forced and compulsory labor, though its prescribed penalties of three to six months' imprisonment are not sufficiently stringent, and its definition of forced or compulsory labor includes some exceptions that constitute trafficking. The 2007 child code prohibits all forms of child trafficking and prescribes penalties of two to five years' imprisonment. These penalties are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. The 2005 Law Related to Child Smuggling prescribes prison sentences of three months' to 10 years' imprisonment for abducting, transporting, or receiving children for the purposes of exploitation. Despite seven years of this Report recommending the enactment of legislation that criminalizes the trafficking of adults, the government has failed to do so; it did not take action during the reporting period to enact its draft legislation, which has remained pending since 2009.

The government reported 85 investigations, 62 prosecutions, and 40 convictions of trafficking offenders, a significant increase

from the nine prosecutions and nine convictions reported in 2012. This dramatic increase is likely due to more comprehensive data collection by the government, which only provided law enforcement data on trafficking crimes that occurred in Lome during the previous reporting period. Also, it is unclear how many of these cases actually involved trafficking charges, as the government was unable to provide the details of these cases. The government did not provide any trafficking-specific training to its law enforcement officials. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

During the past year, the government sustained efforts to provide modest protection to child trafficking victims, but showed no discernible efforts to identify or protect any adult victims. The government reported its identification of 580 potential victims of child trafficking in 2013; the majority of these children were intercepted and rescued prior to reaching their destinations, where they would likely face exploitation, typically as farms laborers or domestic servants. The government reported that all 580 children were referred to care facilities, although it is unclear how many were supported by government services. A government report on commercial child sexual exploitation found 1,533 children in prostitution; it failed to provide information regarding whether they were trafficking victims and whether they were removed from their exploitative situations or referred to assistance. The government failed to identify any adult victims of trafficking.

In Lome, the Ministry of Social Affairs (MSA) continued to run a toll-free 24-hour helpline, Allo 10-11, which received an unknown number of calls regarding child trafficking and other forms of child abuse. The National Committee for the Reception and Social Reinsertion of Trafficked Children (CNARSEVT), Togo's national anti-trafficking committee comprised of government officials and NGOs, continued to operate jointly with the police an *ad hoc* referral system to respond to hotline tips; these entities transferred an unknown number of rescued victims to appropriate shelters using a government-run mobile response unit. The MSA continued to operate two shelters; the Tokoin Community Center served as an intermediary shelter for child victims before transfer to care facilities managed by NGOs, while the Oasis Center provided shelter, legal, medical, and social services to child victims up to age 14. Officials also referred victims to several NGO-run shelters. The government spent the equivalent of approximately $61,770 on victim assistance and protection, a slight increase from the 2012 budget of $60,500.

CNARSEVT managed the return of an unknown number of Togolese trafficking victims from abroad and reported their referral to shelters for assistance; it does not, however, have procedures in place to facilitate the return and reintegration of Togolese nationals in a systematic fashion. The government did not offer temporary or permanent residency status to foreign victims facing hardship or retribution upon return to their country of origin. The government does not have a formal process in place to encourage victims to participate in the investigation and prosecution of their traffickers and it is unclear whether any victims did so during the reporting period. There were no reports of child victims being penalized for unlawful acts committed as a direct result of being trafficked; the government does not consider adults as trafficking victims and, therefore, some unidentified adult victims may have been penalized for such crimes.

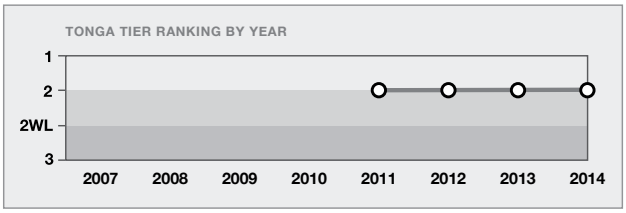
PREVENTION

The government sustained modest efforts to prevent child trafficking during the year, but showed no discernible efforts to prevent adult trafficking. CNARSEVT continued to operate local vigilance committees, made up of seven elected representatives from each village in Togo, which are charged with informing the police of suspicious actions relating to trafficking. Additionally, CNARSEVT provided basic anti-trafficking training to a variety of government workers, including forest rangers, bus attendants, and customs officials, in an effort to identify and prevent the movement of victims and potential victims to labor sites. The government reduced the demand for forced labor by outlawing and closing unlicensed sand and rock quarries, which commonly exploit children for forced labor. Additionally, the MSA initiated a program to partner with 30 traditional religious leaders to eliminate the practice of religious "apprenticeships"—a practice in which children are entrusted to religious leaders and are subsequently exploited in forced begging, forced domestic work, or sexual slavery when parents are unable to pay school fees. Although the government released a report on commercial child sexual exploitation in Togo in 2013, it did not take any discernible measures to decrease the demand for commercial sex acts. The government provided anti-trafficking training to Togolese troops prior to their deployment abroad on international peacekeeping missions.

TONGA (Tier 2)

Tonga is a destination country for women subjected to sex trafficking and, to a lesser extent, a source country for women and children subjected to domestic sex trafficking and forced labor. East Asian women, especially those from China, are prostituted in clandestine establishments operating as legitimate businesses; some East Asian women are recruited from their home countries for legitimate work in Tonga, paying large sums of money in recruitment fees, and upon arrival are forced into prostitution. Some children are reportedly subjected to involuntary domestic servitude.

The Government of Tonga does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the government funded an NGO-run safe house that provides services to victims of crimes; however, no trafficking victims were identified as using these services. The government passed the Counter Terrorism and Transnational Organized Crime Act of 2013, but did not make any anti-trafficking law enforcement efforts or identify and protect any trafficking victims. The government also showed no progress in developing a national coordinating body on human trafficking issues or in developing or conducting anti-trafficking education campaigns.



RECOMMENDATIONS FOR TONGA:
Adopt procedures to proactively identify victims of trafficking among vulnerable groups; increase training for law enforcement officials and labor inspectors on human trafficking, including on how to identify and assist trafficking victims; increase efforts to investigate and prosecute trafficking crimes and punish trafficking offenders; develop strategies to engage communities, such as Asian communities, with suspected ties to trafficking; enact a law or establish a policy that provides explicit protections for victims of trafficking, such as restitution, legal and medical benefits, and immigration relief; develop and conduct anti-trafficking information and education campaigns; publicly recognize, investigate, prosecute, and punish incidences of child sex trafficking; develop a national action plan for countering trafficking in persons; and accede to the 2000 UN TIP Protocol.

PROSECUTION
The Government of Tonga made modest progress in its law enforcement efforts to address human trafficking. The government passed the Counter Terrorism and Transnational Organized Crime Act in 2013, which strengthened its anti-trafficking legal framework; however, the act does not prohibit all forms of trafficking because it defines trafficking as a transnational crime. This law prescribes penalties for trafficking offenses of up to 20 years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties for other serious crimes, such as rape. Since convicting its first trafficking case in April 2011, the government has not investigated any suspected trafficking cases or identified any victims of trafficking.

The government did not report funding any training for law enforcement during the reporting period, but four Tongan prosecutors, immigration officials, and police officers attended a three-day Pacific regional trafficking in persons workshop hosted by a foreign government. The government did not report any investigations, prosecutions, convictions, or punishments of officials for complicity in human trafficking during the reporting period. Corruption amongst government officials was a concern; however, there were no known allegations that officials were complicit in 2013.

PROTECTION
The Government of Tonga made limited progress in ensuring victims had access to protective services. The government did not identify any trafficking victims during the reporting period. It did not develop or employ systematic procedures for the identification of trafficking victims among at-risk groups, such as undocumented migrants or women in prostitution. The government has procedures for referring crime victims to an NGO service provider for assistance, but did not use these procedures for the referral of trafficking victims for care in 2013. The government provided the equivalent of approximately $28,460—compared to $42,600 in 2012—in funding from its national budget to one local NGO during the reporting period for operations to assist women and children victims of crime; although trafficking victims were eligible to use these services, no identified trafficking victims benefited from its services in 2013.

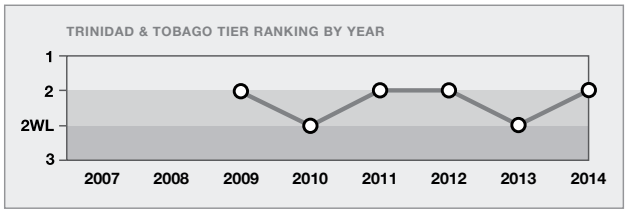
Under the government's Immigration Act, the principal immigration officer has broad discretionary authority to grant trafficking victims permits to stay in the country for any length of time necessary for their protection. Trafficking victims could be granted asylum in Tonga if they fear retribution or hardship in their country of origin, though no trafficking victim has ever requested asylum. While victims have the ability to file civil cases against their traffickers, no such cases were filed. The government has polices to encourage foreign victims to participate in prosecution, but no such situations were reported during the year.

PREVENTION
The Government of Tonga made negligible efforts to prevent human trafficking. The government did not develop a formalized national plan of action to combat trafficking, establish a coordinating body to spearhead anti-trafficking efforts, or conduct educational campaigns to increase awareness of trafficking in Tonga. It did not take action to reduce the demand for commercial sex acts or forced labor during the reporting period. Tonga is not a party to the 2000 UN TIP Protocol.

TRINIDAD AND TOBAGO (Tier 2)

Trinidad and Tobago is a destination, transit, and possible source country for adults and children subjected to sex trafficking and adults subjected to forced labor. Women and girls from the Dominican Republic, Guyana, Venezuela, and Colombia are subjected to sex trafficking in Trinbagonian brothels and clubs. Economic migrants from the Caribbean region and from Asia, including India and China, are vulnerable to forced labor. Cases of forced labor have occurred in domestic service and in the retail sector. Law enforcement officials report Trinbagonian children were vulnerable to sex trafficking and forced labor, including the coerced selling of drugs. A 2013 study indicates individuals in establishments, such as brothels or nightclubs, throughout Trinidad recruit women and girls for the commercial sex trade and keep their passports; withholding a passport is a common indicator of human trafficking. This report also indicates that economic migrants who lack legal status may be exposed to various forms of exploitation and abuse, which are indicative of human trafficking. As an island-nation outside the hurricane belt, Trinidad and Tobago experiences a steady flow of vessels transiting its territorial waters, some of which may be engaged in illicit and illegal activities, including forced labor in the global fishing industry.

The Government of Trinidad and Tobago does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government vigorously investigated trafficking offenses and, for the first time, formally charged suspected trafficking offenders under its 2011 anti-trafficking law. Officials in the anti-trafficking unit identified an increased number of trafficking victims and referred them for care. The government proactively investigated government officials for trafficking-related complicity; however, it has yet to convict any individuals under its anti-trafficking law. A lack of formalized stand-alone identification procedures for front-line responders hindered the government's ability to identify additional trafficking victims and increased the risk of their inadvertent arrest, deportation, or punishment.



RECOMMENDATIONS FOR TRINIDAD AND TOBAGO:

Prosecute cases investigated under the 2011 Trafficking in Persons Act and convict and sentence trafficking offenders, including government officials complicit in human trafficking; devote adequate resources to the anti-trafficking unit to carry out its mandate in the investigation of trafficking crimes and the identification and protection of victims; develop a national action plan to address law enforcement efforts, victim care, and interagency coordination related to human trafficking crimes; formalize and widely disseminate procedures to guide all front-line officials in the identification and referral of potential victims, especially among foreign women in prostitution, migrant workers, and children; increase and provide adequate funding to NGOs to care for trafficking victims; continue training and outreach to educate officials about the manifestations of trafficking in the country and the 2011 Trafficking in Persons Act; improve coordination between investigators and prosecutors to build effective cases against suspected human trafficking offenders; and implement a national public awareness campaign that addresses all forms of trafficking, including the prostitution of Trinbagonian children and forced labor.

PROSECUTION

The Government of Trinidad and Tobago significantly improved its anti-trafficking law enforcement efforts over the reporting period. Trinidad and Tobago's 2011 Trafficking in Persons Act prohibits both sex trafficking and forced labor and contains extensive victim protections. The Act prescribes penalties of 15 years' to life imprisonment, with fines, for trafficking crimes. The Children Act (2012)—which has yet to enter into force—prescribes penalties of 10 years' to life imprisonment for subjecting a child to prostitution. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the government's anti-trafficking unit investigated 22 cases of trafficking and charged 12 defendants under its 2011 anti-trafficking law, including three current or former government officials. All cases involved foreign victims; three involved suspected forced labor trafficking, including two for domestic servitude. The remainder of the cases involved suspected sex trafficking. The government designated four prosecutors to specialize in the prosecution of trafficking cases and work directly with investigators. The counter-trafficking unit, established in January 2013, led efforts to investigate sex trafficking and forced labor in the country during the reporting period. The unit cooperated with authorities in the Dominican Republic on cases involving suspected trafficking offenders recruiting Dominican women for forced prostitution in Trinidad. Law enforcement and civil society reported that some police and immigration officers facilitated human trafficking in the country, with some government officials directly exploiting victims. The government has yet to convict a trafficking offender, including any officials for trafficking-related complicity. Country sources reported that some off-duty police officers provided security for sex trade establishments, which could inhibit law enforcement's willingness to investigate allegations of human trafficking in the sex trade.

PROTECTION

The government made progress in the identification and protection of trafficking victims. During the reporting period, it proactively identified and referred for care nine foreign forced labor and sex trafficking victims; this is a notable increase from the previous reporting period when only three victims were identified. The government provided one foreign trafficking victim with a work and residency permit to remain in the country and assist law enforcement in a trafficking investigation, a best practice in victim protection and reintegration. The government granted temporary immigration relief to victims and partnered with IOM to ensure safe and responsible repatriation for the majority of the other identified victims. It provided various levels of funding to NGOs that provided direct care and assistance during the year; however, experts reported NGOs lacked sufficient funding. After an initial security assessment by the government, victims were allowed freedom of movement while staying in NGO-run shelters.

During the reporting period, the anti-trafficking unit, as mandated by the government's anti-trafficking law, was staffed by 10 members, including a director, police officers, and a legal officer to facilitate and improve cooperation with prosecutors. The unit led the government's anti-trafficking efforts in 2013 and pursued creative solutions for trafficking victim assistance, including partnering with NGOs throughout the country to map out the various types of services they can provide. During the reporting period, the counter-trafficking unit drafted an operations manual to outline identification and referral procedures for potential trafficking victims; the manual has yet to be formally approved and disseminated for use outside of the unit. The government did not punish any identified trafficking victims for crimes committed as a direct result of a trafficking situation; however, a lack of formalized identification procedures rendered trafficking victims vulnerable to being inadvertently punished or charged with immigration or prostitution violations. The government's trafficking law provides temporary legal alternatives to removal for foreign trafficking victims. The counter-trafficking unit encouraged victims to cooperate in the investigation and prosecution of their traffickers in 2013; most foreign victims provided a statement prior to repatriation. International organizations reported that the counter-trafficking unit employed victim-sensitive techniques when interviewing victims and when discussing their options regarding assisting law enforcement.

PREVENTION

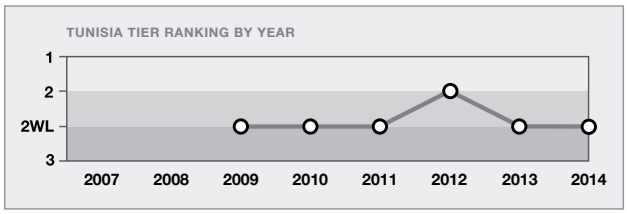
The government made some progress in efforts to prevent human trafficking, such as raising awareness, in 2013. The government's counter-trafficking unit, in partnership with international organizations, conducted multiple specialized anti-trafficking trainings throughout the year. The unit also drafted a plan for a national awareness campaign and developed a pamphlet with information for suspected cases and partnered with NGOs to disseminate it throughout the country. Despite the anti-trafficking law's mandate that the government establish an inter-ministerial national taskforce on trafficking, the government did not convene a meeting for this group during the reporting period. In addition, it did not develop a draft national plan of action, as mandated under its anti-trafficking law. Anti-trafficking experts noted these failures hampered the

government's ability to provide care and assistance for trafficking victims. The 2011 law mandates that one of the functions of the inter-ministerial taskforce is to monitor and evaluate the government's anti-trafficking efforts; the government did not release a public report on its anti-trafficking efforts in 2013, but the counter-trafficking unit drafted a report about cases and activities during the year. The government did not launch a country-wide official awareness campaign to educate the public and officials about sex trafficking and forced labor. The government did not undertake measures to reduce the demand for commercial sex acts or forced labor. Authorities did not consider child sex tourism to be a problem in Trinidad and Tobago, and no such cases were identified, investigated, or prosecuted during the reporting period.

TUNISIA (Tier 2 Watch List)

Tunisia is a source, destination, and possible transit country for men, women, and children subjected to forced labor and sex trafficking. According to a 2013 baseline study conducted by the Government of Tunisia in partnership with an international organization, Tunisian youth are subjected to various forms of trafficking, which appear to be consistent with previously reported patterns. Over the last several years, Tunisian girls, mainly from the northwest part of the country, are sent to work as domestic servants for wealthy families in Tunis and major coastal cities. Some child domestic workers experience restrictions on movement, physical and psychological violence, and sexual abuse. International organizations report an increased presence of street children and more rural children working to support their families in Tunisia since the 2011 revolution; according to the baseline study, these children are vulnerable to both forced labor and sex trafficking. Tunisian women have reportedly been forced into prostitution under false promises of work both within the country and elsewhere in the region, such as Lebanon, the United Arab Emirates (UAE), and Jordan, while Tunisian girls, primarily 15 to 18 years old, are exploited in prostitution in the coastal cities of Sousse and Sfax. Women from west and east Africa may be subjected to forced labor as domestic workers. Migrants who flee unrest in neighboring countries to Tunisia continue to be vulnerable to trafficking in Tunisia. Security officials report that organized gangs recruit street children to serve as thieves and beggars and to transport drugs.

The Government of Tunisia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although prior commitments to enact draft anti-trafficking legislation remained unfulfilled, the government prosecuted and convicted an increased number of trafficking offenders using existing trafficking-related laws. It instituted formal victim identification procedures and developed a victim referral mechanism, although this mechanism was not utilized during the reporting period. The government also conducted a baseline study of trafficking in Tunisia in coordination with an international organization and continued implementing public awareness campaigns. Nonetheless, the government did not report identifying any trafficking victims among vulnerable groups, including women in prostitution, vulnerable children, foreign migrants, and repatriated Tunisian nationals, nor did it provide specialized protection services for trafficking victims, as distinct from other vulnerable groups.



RECOMMENDATIONS FOR TUNISIA:

Urgently pass and enact the draft comprehensive anti-trafficking legislation that prohibits and adequately punishes all forms of human trafficking consistent with the 2000 UN TIP Protocol; continue to use existing criminal statutes on forced labor and forced prostitution to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders with time in prison; implement and utilize formal procedures for government officials' proactive identification of trafficking victims among vulnerable groups, such as street children, undocumented migrants, girls and women in domestic service, and persons in prostitution; implement the national victim referral mechanism to identify a greater number of victims of trafficking and refer them to protection services appropriate for trafficking victims; provide adequate protection services, including shelter, specifically for victims of all forms of trafficking, distinct from other vulnerable groups; ensure that all victims of trafficking are not punished for unlawful acts committed as a direct result of being trafficked, such as prostitution or immigration violations; continue to conduct anti-trafficking trainings for all government officials; and continue to implement awareness campaigns about trafficking in persons.

PROSECUTION

The government made some progress in law enforcement efforts to address human trafficking. It did not enact its draft anti-trafficking legislation. The absence of an anti-trafficking law hindered law enforcement efforts and contributed to the government's difficulty in differentiating between human trafficking and human smuggling. In various disparate statutes, Tunisia's penal code prohibits some forms of human trafficking, but prescribes penalties that are not sufficiently stringent or commensurate with penalties prescribed for other serious crimes, such as rape. For example, the penal code prescribes only one to two years' imprisonment for forced child begging. The penal code prescribes five years' imprisonment for forced prostitution of women and children and 10 years' imprisonment for capturing, detaining, or sequestering a person for forced labor, whereas the penalties prescribed for rape range from five years' imprisonment to the death penalty. The Ministry of Justice's three-person anti-trafficking office, which was established in August 2012, drafted anti-trafficking legislation in November 2012; the office also collaborated on anti-trafficking efforts with the inter-ministerial anti-trafficking committee and international organizations.

The government does not distinguish between human trafficking and migrant smuggling in its law enforcement data; however, Tunisian authorities prosecuted and convicted one sex trafficking offender in 2013 through existing laws that prohibit trafficking-related activities. This is a slight increase from the zero prosecutions and convictions reported in 2012. In September 2013, the government charged a Lebanese national with pimping under Article 232 of the criminal code for trafficking 85 Tunisian women to the Gulf via Lebanon for exploitation in brothels and nightclubs; the offender was sentenced to three months' imprisonment, which was not sufficiently stringent and did

not reflect the seriousness of the offense. Tunisian border patrol and coast guard officials continued to cooperate with the Italian government and an international organization to conduct operations and arrest individuals involved in migrant smuggling and potential human trafficking; however, it is unclear if any trafficking offenders were investigated and prosecuted or whether any victims were identified during these operations. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. It incorporated human trafficking into the curriculum at police academies and other government training institutes for judicial officials and law enforcement officers. The government continued to participate in multiple anti-trafficking trainings conducted by an international organization for police and border security officials, law enforcement and military officials responsible for security at refugee camps, and Ministry of Interior officials.

PROTECTION

The government made some progress in victim protection; however, it did not identify any victims of trafficking among vulnerable groups and it failed to provide protection services to victims. In cooperation with international organizations, it developed written procedures to alert law enforcement officers to identify trafficking and also provided victim identification training to law enforcement, labor inspectors, and Ministry of Education officials. The government did not, however, report identifying any trafficking victims in 2013, despite international organizations having identified victims in the country. A committee composed of government entities and international organizations developed, approved, and finalized a national referral mechanism to strengthen inter-governmental cooperation on identifying and assisting trafficking victims. The government did not have policies to protect victims from punishment as a direct result of being trafficked, such as women in prostitution or illegal immigrants, nor did the government provide protection services specifically for victims of trafficking, a chief concern of international organizations. The government, in conjunction with international organizations, continued to offer temporary shelter and social services to Libyans, Syrians, and other third-country nationals fleeing political instability; however, the government did not make efforts to identify trafficking victims among this vulnerable group. Under the auspices of the Ministries of Social Affairs (MSA) and Women's Affairs, the government operated several shelters for marginalized and vulnerable groups, including unwed mothers, at-risk youth, the sick and elderly, and substance abusers, but there were no centers dedicated specifically to the care of trafficking victims. The MSA continued to provide shelter, counseling, and reintegration services to repatriated Tunisians; however, it did not make a distinction between Tunisian trafficking victims and other Tunisian migrants, thus it did not provide specialized care to Tunisian victims. Between July and September 2013, the Ministry of Social Services provided shelter and counseling to African women rescued at sea by the Tunisian Coast Guard. The government worked with international organizations to repatriate or resettle these women in Tunisia or in a third country. However, it did not make efforts to identify trafficking victims among this vulnerable group of women. The government did not have any policies in place to encourage trafficking victims to participate in the prosecution of trafficking offenders, nor did it offer foreign trafficking victims legal alternatives to their removal to countries where they might face hardship or retribution.

PREVENTION

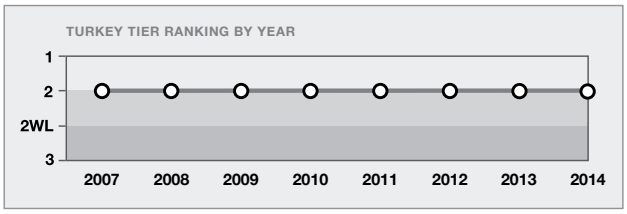
The government continued to make efforts to prevent trafficking. It worked in partnership with an international organization to conduct a baseline study of trafficking in Tunisia, which demonstrated a new willingness on the part of the government to openly assess its trafficking situation. For example, the baseline study documented information about domestic servitude, including that girls are forced to quit school under pressure from parents to work as domestic servants for wealthy families; the girls are expected to perform household chores and care for children, elderly, or the sick. The Tunisian Ministries of Social Affairs, Education, and Employment and Vocational Training continued to implement an anti-trafficking public awareness campaign aimed at teenagers and young adults traveling abroad to prevent them from becoming victims of trafficking; the government also supported an awareness campaign implemented by an international organization. The government continued to conduct investigations and background checks of all recruitment agencies operating in Tunisia; agencies were required to sign contracts with the Ministry of Employment before recruiting workers for placement outside the country. The inter-ministerial anti-trafficking committee, composed of representatives of the Ministries of Justice, Interior, Foreign Affairs, Social Affairs, Health, Finance, and Women's Affairs, as well as members of civil society, met a total of four times in this reporting period, and was responsible for coordinating capacity-building and prevention efforts, as well as following up on the approval of the anti-trafficking law. The government reported efforts to reduce the demand for commercial sex acts, but it did not make similar efforts to reduce the demand for forced labor.

TURKEY (Tier 2)

Turkey is a source, destination, and transit country for women, men, and children subjected to sex trafficking and forced labor. Trafficking victims identified in Turkey are from Azerbaijan, Georgia, Kyrgyzstan, Turkmenistan, Uzbekistan, Tajikistan, Kazakhstan, Bangladesh, Belarus, Bulgaria, Moldova, Ukraine, Russia, Syria, and Morocco. In previous years, Georgian men and women have been subjected to forced labor. Foreign victims are offered cleaning and childcare jobs in Turkey and, upon arrival, traffickers confiscate their passports and force them into prostitution in hotels, discos, and homes. Turkish women are subjected to sex trafficking within the country and in Western Europe, including Germany and Belgium. Traffickers increasingly use psychological coercion, threats, and debt bondage to compel victims into sex trafficking. Lack of protection by authorities and allegations of police violence against transgender persons in prostitution leave this group vulnerable to sex trafficking. Ethnic Roma children, and increasingly children of refugee populations, are subjected to forced begging on the street. Displaced Syrian, Afghan, and Iraqi nationals are increasingly vulnerable to trafficking in Turkey.

The Government of Turkey does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Following government restructuring of its anti-trafficking program and a shift in leadership's priorities, the Turkish government's efforts to fight trafficking dropped precipitously. As the government worked to rehouse anti-trafficking authority under a new directorate, victim identification dropped by approximately 50 percent over two years, referrals to services faltered, and the government reported extremely limited law enforcement efforts. The Turkish

interagency national taskforce on combating human trafficking has not met since 2012, and a draft comprehensive framework was again not enacted. The government denied that children are trafficking victims in Turkey, and denied the existence of forced labor in the country.



RECOMMENDATIONS FOR TURKEY:

Reinvigorate the government's anti-trafficking program, including victim identification, law enforcement efforts, data collection, and interagency coordination; vigorously investigate and prosecute trafficking offenders, including complicit officials and labor trafficking offenders; provide comprehensive investigation, prosecution, and conviction statistics to demonstrate law enforcement efforts against trafficking; significantly increase victim identification efforts and implement specialized care for child and male victims of trafficking; increase screening of vulnerable populations for signs of trafficking; ensure that the interagency anti-trafficking committee meets and provides effective implementation of policy; re-evaluate and update the referral mechanism to increase victim identification; train first-line responders, including law enforcement and public defenders, on victim identification and assistance; ratify comprehensive anti-trafficking legislation; increase coordination with NGOs, international organizations, and civil society groups for the referral of victims to assistance; establish a comprehensive multidisciplinary victim-centered framework for victim identification and assistance with stable funding and institutionalized partnerships with NGOs; provide victims unhindered access to assistance, support, and protection, including through the funding of NGO-led shelters; increase incentives for victims to voluntarily assist in the investigation and prosecution of traffickers, including the use of victim advocates; ensure victims are provided adequate time to recover before having to decide whether to assist law enforcement; and increase the focus on training law enforcement to recognize signs of psychological coercion, document control, threats, and other non-physical methods of control employed by traffickers.

PROSECUTION

The Government of Turkey demonstrated negligible anti-trafficking law enforcement efforts during the reporting period. Article 80 of Turkey's penal code prohibits both sex trafficking and forced labor by use of force, threats, or abuse of power, and prescribes penalties of eight to 12 years' imprisonment. Article 227(1) prohibits the facilitation of child prostitution and prescribes penalties of four to 10 years' imprisonment. Penalties under both articles are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In April 2013, the government passed the "Foreigners and International Protection Act," which provided a legal definition of trafficking and established trafficking victims' eligibility for a special type of residency permit that can be renewed for up to three years; it also established the Department of Protection of Trafficked Persons responsible for all anti-trafficking efforts, including victim identification. The government did not report investigating new trafficking offenders. The government reported that Turkish authorities prosecuted at least 196 defendants in 32 new cases under Article 80 over the first half of the year, and did not report any law enforcement data for the second half of the year. This represents a decline from 2012, when the government prosecuted 550 defendants in 88 cases, and from 2011 when the government prosecuted 626 defendants in 78 cases. These defendants were being tried on charges related to trafficking, but the government did not provide any information on whether these were charged under trafficking statutes or what sort of trafficking was involved. The government reported convicting 17 traffickers under Article 80 in the first half of the year. Despite corruption allegations in other sectors, the government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. It did not provide updates concerning official complicity that it reported in the 2013 TIP Report involving the arrest and prosecution of a military officer, a police sergeant, and a police officer for alleged complicity in human trafficking. In January 2014, media reported that eight soldiers were arrested during a police operation against child prostitution, among other crimes. In early 2014, law enforcement capacity was disrupted as judges, police officers, and detectives, who were previously trained in victim identification, were shifted into new positions as part of the government's response to corruption allegations.

During the reporting period, the government organized a workshop for 70 judges, prosecutors, and law enforcement officers on trafficking crimes and relevant laws. Reportedly, some first-line responders and police officers were not trained in victim identification and assistance and did not coordinate with NGO experts to provide victim assistance.

PROTECTION

The Government of Turkey steeply reduced efforts to protect trafficking victims by identifying significantly fewer victims. Protection efforts were inconsistent and sharply reduced. The government identified only 15 adult female victims of sex trafficking in 2013, compared with 51 victims in 2011, the last year for which the government provided data. Of the 15 victims identified, only three requested and received shelter and services in 2013; 12 victims were voluntarily repatriated. In 2012, 22 female victims received shelter care. The government did not report identifying child victims of sex trafficking, even though there were press reports of child victims exploited by a sex trafficking ring. The government funded three NGO shelters that provided assistance to victims, including psychological and medical care, social activities, counseling on humanitarian visa and residency permit issuance, and counseling on their rights to return to home. Some shelters were closed during part of the reporting period due to the government not providing funding until September 2013. The government did not report the overall amount of funding allocated to the NGO shelters, though they had previously done so by providing the equivalent of approximately $570,000 in 2012. Victims in shelters faced restrictions in freedom of movement; they could leave only if accompanied. The government did not have specialized facilities for child trafficking victims, but reported that the care, protection, and rehabilitation services for child victims of domestic violence would be used if a child trafficking victim were identified; no child trafficking victims accessed such services during the reporting period. The government reported that domestic and foreign victims would be given the same assistance. Foreign victims identified by Turkish authorities were able to apply for humanitarian visas valid for up to six months and could obtain permission to work, with the option to extend

their visas for additional six-month periods up to three years. No victims requested or received humanitarian visas during the reporting period.

The government reported that it utilized its formal national referral mechanism (NRM) for victim identification and assistance, which included law enforcement, civil society groups, embassies, and international organizations. During the reporting period, the government transferred the responsibility for coordinating the NRM from law enforcement entities to a new specialized civilian institution, the Department of Protection of Trafficked Persons. NGOs reported that training for first-line officers on victim identification and the referral mechanism remained a challenge, given the regularity with which officers were transferred or promoted. Experts reported that front-line police officers regularly misidentified trafficking victims and immediately deported them without offering victim services. The government provided 12 victims with identification documents that were an equivalent substitution for residence permits and covered a 30-day reflection period; the 12 victims were voluntarily repatriated by the Turkish National Police. Reportedly, victims were not referred to the international organization repatriation program, signifying a possible breakdown of the established NRM.

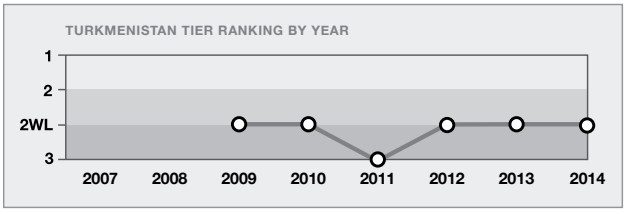
PREVENTION

The government demonstrated weakened prevention efforts; its interagency committee did not meet during the reporting period, and the government did not conduct awareness campaigns. The government had, in theory, an interagency national taskforce on combating human trafficking, but the taskforce has not met since 2012 and did not produce reports in 2013. In April 2013, the government passed the "Foreigners and International Protection Act," establishing the Department of Protection of Trafficked Persons as one of the main departments of the General Directorate of Migration Management; this department assumed responsibility in April 2014 for the government's anti-trafficking efforts. During the reporting period, the Department of Protection of Trafficked Persons hired staff and worked with NGOs and international organizations to draft legislation that would create an improved anti-trafficking infrastructure, including a "rapporteur system" and a replacement for the inactive National Task Force. The rapporteur office would act as a quality control office for anti-trafficking efforts, reporting on the government's success in combating trafficking and in providing assistance to victims. The government has not updated its National Action Plan since 2009. The government collaborated with an international organization under an EU-funded project to develop a software program that will enable better tracking of cases. The government continued to fund an international organization-run hotline for trafficking victims and law enforcement tips and publicized the phone number on pamphlets and posters in airports and at other ports of entry around the country. The government did not report the amount of funds allocated to the hotline; the government allocated the equivalent of approximately $150,000 to the hotline in 2012. The government did not demonstrate efforts to reduce the demand for commercial sex acts or forced labor, nor did it demonstrate efforts to prevent child sex tourism by Turkish nationals traveling abroad. Turkish armed forces participated in anti-trafficking training prior to their deployment abroad on international peacekeeping missions.

TURKMENISTAN (Tier 2 Watch List)

Turkmenistan is a source country for men, women, and children subjected to forced labor and sex trafficking. Men and women from Turkmenistan are subjected to forced labor after migrating abroad in search of employment, including in textile sweatshops, construction sites, and domestic service. Turkmen women and girls are also subjected to sex trafficking abroad. Residents of rural areas and women are the groups most at risk of becoming victims of trafficking, although international organizations report that the proportion of male victims is increasing. Experts estimate that a significant number of Turkmen become victims of trafficking abroad annually, a majority of whom are victims of labor exploitation. Turkey remains the most frequent destination for identified Turkmen victims, followed by Russia and the United Arab Emirates, and, to a lesser extent, Iran, Kazakhstan, Pakistan, Cyprus, the United Kingdom, Sweden, and the United States. An international organization estimates that between 10 and 15 trafficking victims return to Turkmenistan each month. Turkmen nationals are subjected to forced labor within the country in the informal construction industry. Participation in the cotton harvest is still compulsory for some public sector employees, who face termination if they refuse or are unable to pay for a surrogate worker. Some business owners in the Lebap and Dashoguz regions were reportedly required to send staff to pick cotton.

The Government of Turkmenistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Turkmenistan is placed on Tier 2 Watch List for a third consecutive year. The Trafficking Victims Protection Act provides that a country may remain on Tier 2 Watch List for only two consecutive years, unless that restriction is waived because the government has a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. Turkmenistan was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan. The denial of an internal trafficking problem by some government officials, corruption, and a lack of institutional capacity to combat trafficking in persons continued to impair the government's response to trafficking. However, the government took several welcome steps during the reporting period. It reported detailed anti-trafficking law enforcement data for the first time, including referrals of trafficking cases from the Ministry of Foreign Affairs to law enforcement agencies, provided in-kind support to trafficking training of government officials, and actively cooperated with international organizations on trainings to combat trafficking.



RECOMMENDATIONS FOR TURKMENISTAN:
Continue to develop a long-term national action plan through the IOM-facilitated working group to improve the practical implementation of the national law on Combating Human Trafficking and Article 129 of the criminal code, as well as increase cooperation among government agencies; develop a system for referring potential victims for assistance; provide funding for the trafficking victims shelter in Ashgabat; develop standard operating procedures to identify victims of trafficking among vulnerable populations; develop a formal process for encouraging victims to assist in investigating and prosecuting suspected traffickers; train border guards and other relevant officials to identify victims and refer them to protection services; establish safeguards and training procedures to ensure victims are not punished for unlawful acts committed as a direct result of being trafficked, such as migration violations and prostitution; continue to use Article 129 to investigate and prosecute suspected trafficking offenses, respecting due process, and convict and punish trafficking offenders; continue to provide training for relevant government authorities on the proper application of Article 129; improve implementation of the protection provisions in the 2007 Law on Combating Trafficking in Persons; continue providing financial or in-kind assistance to anti-trafficking organizations providing assistance to victims; increase trafficking awareness campaign efforts to inform the general public about the dangers of trafficking; and develop formal relationships with civil society groups to coordinate national anti-trafficking efforts.

PROSECUTION
The Government of Turkmenistan demonstrated some progress in anti-trafficking law enforcement efforts. The criminal code prohibits all forms of trafficking in persons through Article 129. It prescribes penalties ranging from four to 25 years' imprisonment. These penalties are generally sufficiently stringent and commensurate with those proscribed for other serious crimes, such as rape. However, unless certain aggravating circumstances are present, a trafficking defendant who is convicted would not be sentenced if he or she voluntarily frees the victim. Turkmenistan's 2007 anti-trafficking law sets forth the anti-trafficking responsibilities of government agencies and includes measures to protect trafficking victims, and prevention strategies. The Government of Turkmenistan reported that it conducted 26 investigations related to trafficking in persons in 2013, initiated eight prosecutions, and achieved three convictions in trafficking cases under Article 129(1). The Ministry of Foreign Affairs reported referring two trafficking cases to law enforcement agencies for further investigation; this marked an improvement in law enforcement efforts, as the government had not previously reported any referrals of trafficking cases.

Law enforcement agencies improved their ability to detect and prosecute trafficking in persons cases during the reporting period by hosting training seminars. In April 2013, representatives from 10 countries traveled to Turkmenistan to share their expertise in combating trafficking in persons with members of 13 Turkmen government agencies; the Government of Turkmenistan made in-kind contributions. The Government of Turkmenistan did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION
The Government of Turkmenistan demonstrated limited efforts to protect or assist victims. The government did not provide services to victims of trafficking, nor did it fund international organizations or NGOs to provide such services. The government reported that 33 victims of trafficking received assistance from non-government sources in 2013; an international organization, which did not receive government funding for victim assistance, reported assisting 61 victims. In comparison, 232 victims were assisted in 2012. There is one shelter for victims of trafficking in Turkmenistan, operated by a local NGO with funding from foreign governments; the government did not provide in-kind or direct financial support to this shelter, which provided services to four female victims in 2013. Government officials informally referred suspected trafficking victims to an international organization, which referred victims to the shelter after screening. The government provided access to medical services for nationals repatriated as victims of trafficking, although reports indicate that victims were occasionally required to pay for their own treatment. The Prosecutor General's Office, however, reported that victims of trafficking can apply for free medical care. The government had no formal process for encouraging victims to assist in investigating and prosecuting traffickers. Prosecutors recognized the right of victims to come forth voluntarily and stated that they would not pressure victims into giving information. There were no reports of victims seeking or obtaining restitution in civil suits. There were instances where authorities punished trafficking victims in Turkmenistan for crimes committed as a result of being trafficked; Turkmen victims deported from other countries are reportedly blocked by the State Migration Service from exiting Turkmenistan for a period of up to five years. There were also reports that, upon return, victims were fined a nominal amount for overstaying their visas in another country. The government made no attempts to identify sex trafficking victims among women arrested for engaging in prostitution, and consequently sex trafficking victims may have been penalized for prostitution offenses.

PREVENTION
The Government of Turkmenistan demonstrated increased efforts to prevent human trafficking. The Prosecutor General's Office and State Migration Service reported in December 2013 that they conducted public outreach activities to raise awareness of the dangers of human trafficking. The Deputy Foreign Minister also stated that the government partnered with NGOs to conduct 290 public awareness events on anti-trafficking in 2013. There continued to be no governmental coordinating body for anti-trafficking efforts. The stateless population in Turkmenistan, mostly comprised of former Soviet citizens, is vulnerable to trafficking. The State Migration Service worked with UNHCR to grant Turkmen citizenship to 609 formerly stateless persons. The government's efforts to reduce the demand for commercial sex acts, such as prosecuting clients of prostitution, were mitigated by the government's punishing of women in prostitution without ensuring that they were not victims of trafficking. Media have reported police raids of restaurants and cafes to crack down on prostitution.

UGANDA (Tier 2)

Uganda is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Ugandan children as young as 7-years-old are exploited in forced labor within the country in agriculture, fishing, forestry, cattle herding, mining, stone quarrying, brick making, car washing,

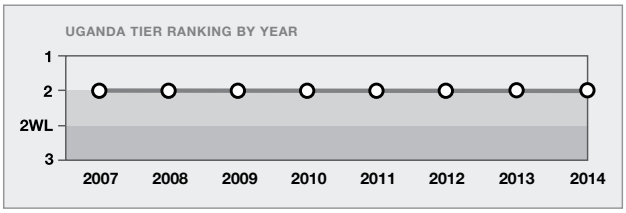
scrap metal collection, street vending, bars, restaurants, and the domestic service sector. Prisoners in pre-trial detention engage in forced labor alongside convicts. Girls and boys are exploited in prostitution. Women and children from Uganda's remote and underdeveloped Karamoja region are particularly vulnerable to domestic servitude, commercial sexual exploitation, and forced begging. Children from the Democratic Republic of the Congo (DRC), Rwanda, Burundi, Kenya, Tanzania, and South Sudan are subjected to forced agricultural labor and prostitution in Uganda. Ugandan children are taken to other East African countries for similar purposes and forced to engage in criminal activities. South Sudanese children in refugee settlements in northern Uganda are vulnerable to trafficking, and UNHCR suspects instances of trafficking involving this population.

Licensed and unlicensed Kampala-based security companies and employment agencies continued to recruit Ugandans to work as security guards, laborers, and drivers in the Middle East. Some Ugandan migrant workers endured forced labor while in Saudi Arabia, Qatar, and Kuwait, even when recruited by licensed agencies. Despite a continued ban on recruiting domestic workers for employment overseas, licensed and unlicensed agencies developed means to circumvent this ban, recruiting for "cleaners" or other trades with the intent of employing women in domestic work. Some Ugandan women fraudulently recruited for employment in the Middle East were later exploited in forced prostitution in the United Arab Emirates (UAE), Oman, Saudi Arabia, and Qatar. Kampala-based labor recruiters and brokers also operated in Rwanda and Nairobi-based recruiters were active in Uganda, recruiting Ugandans and resident Rwandans and Kenyans through fraudulent offers of employment in the Middle East and Asia. Domestic workers *en route* to the Middle East attempted transit through Juba, Kigali, and Nairobi, as they could not legally depart from Kampala due to the ban.

A network of Ugandan women reportedly coordinated sending Ugandan women for exploitation in forced prostitution across East Asia, including in China, Indonesia, Singapore, Thailand, and Malaysia. Initially, the women are fraudulently recruited for work as hair dressers, nannies, and hotel staff and later forced into prostitution to repay the costs of their travel. Some of these women transit through the UAE, India, and China—where they may also be subjected to forced prostitution—*en route* to Malaysia, Thailand, or other destinations. Nigerian syndicates engaged in transnational organized crime in Malaysia, exploit Ugandan women in prostitution, and use voodoo rituals and violence to coerce women into trafficking schemes. During the reporting period, the government reported identification of Ugandan trafficking victims in 22 countries throughout Africa, Europe, the Middle East, and Asia. In 2013, the largest number of Ugandan victims was identified in Kuwait.

During the reporting period, several armed groups recruited men and children—at times fraudulently or by force—from within Uganda for rebel activities in eastern DRC. In 2013, the UN Group of Experts reported that the M23—a Rwandan-government supported rebel group operating in the eastern DRC—had a network in Kampala that recruited men to serve as combatants through false offers of employment and threats at gunpoint to prevent their escape; 14 former M23 combatants reported having been recruited in this manner during 2013. The Group of Experts also reported fraudulent recruitment by the Allied Defense Forces (ADF)—a largely Ugandan rebel group operating in eastern DRC—with promises of employment and schooling for men and children, respectively; this recruitment reportedly occurred among Muslim communities in Uganda and other countries. The Democratic Forces for the Liberation of Rwanda (FDLR) also actively recruited combatants, including children, in Uganda. Until August 2006, the Lord's Resistance Army (LRA) abducted children and adults in northern Uganda to serve as soldiers, sex slaves, and porters. While there have been no LRA attacks in Uganda since that time, Ugandan children and adults previously abducted remain unaccounted for, and some remain captive with LRA elements in the DRC, Central African Republic, and South Sudan.

The Government of Uganda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the counter-trafficking in persons office (CTIP)—under the strong leadership of its National Coordinator—made efforts to raise public awareness; however, senior Ugandan officials lacked political will to combat trafficking. Although the government reported that it prosecuted 56 defendants in 2013—double the number reported in 2012—at times, law enforcement officials were overly zealous in investigations, leading to their disregard for victim protection considerations. The government convicted two sex trafficking offenders in 2013. However, government efforts to prosecute internal trafficking crimes remained inadequate. It maintained strong efforts to identify trafficking victims, but failed to provide them with adequate services, instead relying on international organizations and NGOs to provide necessary care. Official corruption hindered efforts to oversee the work of labor recruitment agencies; Ugandan civil servants and members of parliament owned recruitment agencies and interfered in their certification. The government's limited allocation of resources to the CTIP Office, the Ministry of Gender, Labor, and Social Development (MGLSD), and its External Employment Unit (EEU) endangered the welfare of victims and inhibited progress overall.



RECOMMENDATIONS FOR UGANDA:

Significantly increase the availability of victim services by allocating resources to the MGLSD for direct care provision or provide support to NGOs that do so; designate an official focal point to oversee provision of trafficking victim protection services; increase the number of staff and funding dedicated to the CTIP office specifically and for anti-trafficking efforts within the EEU and the Ministry of Internal Affairs (MIA); establish policies and procedures for all front-line officials to identify and interview potential trafficking victims and transfer them to entities providing formal victim assistance; increase efforts to prosecute, convict, and punish trafficking offenders; finalize regulations to fully implement the protection and prevention provisions of the 2009 Prevention of Trafficking in Persons (PTIP) Act; complete amendments to labor export regulations and use existing law to investigate and punish licensed and unlicensed labor recruiters and criminal entities responsible for knowingly sending Ugandans into forced labor or prostitution abroad; use a definition of trafficking in persons consistent with the 2009 PTIP Act and 2000 UN TIP Protocol when identifying victims and combating trafficking; institutionalize anti-trafficking training, including victim

identification techniques, for all front-line officials, including diplomatic personnel; address official complicity in trafficking crimes; institute a unified system of documenting and collecting data on human trafficking cases for use by law enforcement, labor, and social welfare officials; expand the anti-trafficking public awareness campaign with a particular focus on forced labor; train journalists on the sensitivities of reporting on trafficking cases, especially in ensuring victim confidentiality; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Uganda increased anti-trafficking law enforcement efforts by increasing the number of initiated prosecutions from 28 in 2012 to 43 in 2013 and convicting its first trafficking offenders since 2009. The 2009 PTIP Act prohibits all forms of trafficking, prescribing punishments of 15 years' to life imprisonment, penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In the previous reporting period, the EEU proposed amendments to the existing regulations governing the recruitment of Ugandan workers for overseas employment to increase oversight of employment contracts and extend criminal liability for trafficking offenses to labor recruiters; these amendments were under review by the Minister of Labor at the close of the reporting period.

The government reported its investigation of 159 cases and prosecution of 43 trafficking defendants in 2013. At the end of the reporting period, 77 of the 159 cases remained under investigation or awaiting guidance from the Directorate of Public Prosecutions on how to proceed. As the anti-trafficking act prohibits illegal adoption and child selling, these government-reported statistics may include such cases. In August 2013, a judge sentenced two convicted traffickers to eight years' imprisonment for trafficking and document forgery charges for the sex trafficking of two Ugandan women in China and Malaysia in 2011 and 2012; the convicted offenders were required to pay fines totaling the equivalent of approximately $5,500 in compensation to the victims. The government investigated several cases involving the trafficking of Ugandan women to China and Malaysia and cooperated frequently with officials in Malaysia, India, Bahrain, South Sudan, and Rwanda to investigate trafficking offenses and facilitate the repatriation of victims in 2013. Officials from the Ugandan police, INTERPOL, revenue authority, Internal Security Organization, and CTIP took part in a regional transnational organized crime operation involving East and Southern African Police Chiefs Cooperation Organizations; as part of this operation, officers rescued 28 Ugandan victims and apprehended 15 suspected traffickers.

In December 2013, the government provided training for 100 immigration officers on how to identify potential trafficking victims; all 300 immigration officials have received this training. The government did not develop or institutionalize trainings for police, labor, social services, or diplomatic officials on the 2009 PTIP Act; however, it provided trainers to support donor-funded trainings, which reached approximately 75 officials during the year. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking or trafficking-related offenses, including civil service officials and Members of Parliament who own labor recruitment firms, interfere in the certification of some firms, and, at times, use promises of good jobs abroad as a means to seek votes. NGOs reported that trafficking victims are often paid monetary settlements by suspects to withdraw their requests and support for trafficking prosecutions; victims dropped charges in five cases in 2013 after receiving such payments.

PROTECTION

The government maintained strong efforts to identify victims in 2013, but failed to provide victims with care or to support organizations that did so. It did not complete implementing regulations for the 2009 PTIP Act or allocate funding for the implementation of its victim protection provisions. It continued to rely on NGOs and international organizations to provide the majority of victim services. The government reported its identification of at least 288 victims. Nonetheless, it remained without procedures for use by all front-line officials in the systematic identification of victims among high-risk groups. Likewise, Uganda remained without a formal process to refer victims to protective services, but the national taskforce consulted with international organizations and NGOs to coordinate victim support on an *ad-hoc* basis.

In 2013, IOM funded and coordinated the return of eight Ugandans from Thailand, six from Malaysia, five from South Sudan, three from Denmark, three from Iraq, and one each from the Netherlands, the UAE, and Zambia. Although the government provided travel documents to victims stranded overseas, it did not fund return travel or provide medical care or shelter to these or other repatriated trafficking victims. Government officials provided counseling to victims and helped reunite them with their families following their return from exploitation overseas.

During the year, police removed a number of street children from Kampala and other Ugandan cities; IOM screened, assisted, and identified as trafficking victims 128 Karamojong children from among this population. In June 2013, police at a checkpoint in Iriiri intercepted 48 unaccompanied Karamojong children *en route* to Teso for employment; police referred the children to IOM for counseling and resettlement. A Ugandan NGO provided counseling and vocational training to 80 children, 69 of whom were exploited in Uganda; government officials had referred some of these children to the NGO. Street children, including potential trafficking victims, are often temporarily held for up to three months at an under-resourced MGLSD juvenile detention center that provided food, medical treatment, counseling, basic education, and family-tracing services. Although such children are routinely reunited with their families, the Ugandan government has not established appropriate systems to ensure that the children do not reappear on the streets.

The Ugandan military continued to rescue and encourage the defection of Ugandan, Central African, Congolese, and South Sudanese non-combatants kidnapped by the LRA and forced to work as porters or sex slaves. The Uganda People's Defence Force provided food and medical care as part of immediate assistance to these trafficking victims—two children and two adults in 2013—and coordinated with NGO and UN personnel to provide longer-term assistance and facilitate their return home. In 2013, the government published its 2013-2015 plan for the implementation of the Amnesty Act of 2000 by the Uganda Amnesty Commission; the plan seeks to mobilize resources for the continued demobilization, reinsertion, and resettlement of former LRA combatants and community awareness raising on the amnesty act. In 2013, the Ugandan military assisted in the rescue of at least 26 children aged 3 to 13 undergoing training to join the ADF and United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)

returned three former ADF combatants to Uganda.

Although officials informally encouraged victims to cooperate in the investigation and prosecution of suspected offenders on a case-by-case basis, victims often did not assist due to inadequate provision of protective services and a lack of understanding of victims' needs by law enforcement. While Ugandan law permits foreign trafficking victims to remain in Uganda during the investigation of their cases and to apply for residency and work permits, no foreign victims received such permits during the year.

PREVENTION

The government increased its efforts to prevent human trafficking through engagement with the media and university students, but oversight of labor recruitment agencies remained inadequate. The MIA continued to oversee the government's CTIP office, led by the National Coordinator, an assistant police commissioner, to coordinate government anti-trafficking efforts. The staffing and budget of the CTIP office remained inadequate during the year. The office and its national taskforce, both established in early 2012, met monthly and published quarterly reports on their efforts. In May 2013, the government held a workshop to begin drafting its national action plan and, in September 2013, the Ugandan Coalition Against Trafficking in Persons—an umbrella group of 57 NGOs—reviewed the initial draft.

In 2013, the government launched a national awareness campaign—composed of talks, media campaigns, and distribution of written materials. In November 2013, the government established a website—www.crtuganda.com—to raise awareness about trafficking in Uganda; the site lists official government-licensed recruitment agencies and, for potential victims or their families, includes contact information for Ugandan consular officials and the CTIP office. The national taskforce and the head of CTIP engaged the media throughout the reporting period, highlighting the testimonials of young repatriated Ugandan victims. The national coordinator also held events for at-risk populations; for example, in December 2013, he spoke to 100 students at Makerere University. In July 2013, the national coordinator launched a screening of a privately produced film on trafficking, which has been included in subsequent university awareness campaigns to facilitate dialogues on trafficking. The government also began development of trafficking awareness brochures for placement in all newly issued Ugandan passports and developed anti-trafficking videos and messages to be aired in MIA passport offices.

Ugandan police's special investigation unit continued additional screening for trafficking indicators for those attempting to emigrate for work. Immigration officials scrutinized travel documents, passports, and reasons for travel before clearing travelers to depart Uganda for work in foreign countries, with suspect cases subject to an additional interview; as a result, between October and December 2013, immigration officials advised 213 intending travelers to cancel their trips given suspicions that they were heading into exploitative situations. At times, this involved passport confiscation and denying Ugandan citizens their freedom of movement; sources indicate this has led migrants to take more precarious routes through neighboring countries, such as Kenya.

In 2013, the MGLSD's EEU continued its oversight of recruitment agencies, conducting monitoring visits to an average of two agencies a month. During the visits, the EEU interviewed staff and reviewed financial documents to ensure compliance with Ugandan law. Beyond corruption interfering in the oversight of labor recruitment firms, the EEU remained understaffed, preventing adequate implementation of its mandate. The MGLSD began development of a plan to implement the Foreign Labor Recruitment Guidelines and Regulations, developed in the previous reporting period. Although the government investigated several transnational trafficking cases, it did not report on its efforts to close down unlicensed recruitment agencies or suspend the licenses of those suspected of facilitating human trafficking. It did not pursue criminal prosecution—under the 2009 anti-trafficking act—of these or other agencies for their role in fraudulent recruitment of Ugandans for overseas employment. In January 2014, officials undertook a fact-finding mission to Malaysia to assess the situation of Ugandans trafficked there. The government began development of labor MOUs with the Governments of Kuwait, Saudi Arabia, and Qatar; however, it did not finalize such formal agreements with destination countries—limiting the government's ability to facilitate investigations and victim rescues abroad. The government continued to hold orientation sessions for Ugandans departing for work abroad, including how to seek assistance if abuse occurs.

Although initially dismissed on procedural grounds, the March 2011 civil case against the attorney general, the inspector general of police (IGP), the director of public prosecution (DPP), and a labor recruitment agency for allegedly trafficking 155 Ugandan women to Iraq was refiled, with a hearing expected in early April 2014. The complaint alleges that the IGP knew the women would be exploited and failed to carry out his constitutional duty to protect them, and that the DPP subsequently failed to prosecute the recruitment agency. The number of plaintiffs in this lawsuit increased from 19 to 20 during the year. In February 2011, a member of parliament filed a petition on behalf of 16 women repatriated from Iraq attempting to task parliament's gender and social development committee with investigating the work of recruitment agencies.

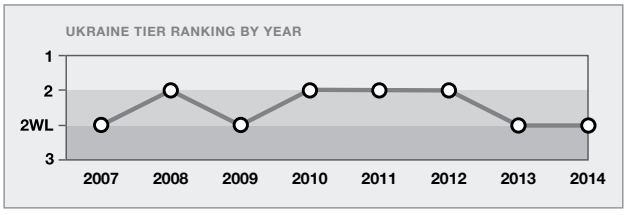
Labor officers and community development officers urged employers to stop using child labor and sometimes referred child labor cases to the police; however, the Industrial Court intended to hear child labor cases is not operational, resulting in no child labor prosecutions or convictions in 2013. The government arrested one Chinese tourist for the alleged sexual abuse of Ugandan children; however, the accused posted bail and fled. The case of a German national, also arrested on charges of child defilement and released on bail in 2013, remained pending trial. The government failed to make efforts to reduce the demand for commercial sex acts or forced labor in 2013. Uganda is not a party to the 2000 UN TIP Protocol.

UKRAINE (Tier 2 Watch List)

In February 2014, former Ukrainian president Viktor Yanukovych abandoned his position and fled the country, resulting in parliament voting in a new government. However, between February and April 2014, the Russian Federation militarily intervened in, occupied, and attempted to annex Crimea, and destabilized parts of eastern Ukraine in advance of May 25 presidential election. Russian-backed "separatists" seized government buildings, took hostages, and terrorized the populations of several cities and towns in the east and south, and in May held illegal referenda on "independence" from Ukraine in the regions of Donetsk and Luhansk.

Ukraine is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Ukrainian victims are subjected to sex trafficking and forced labor in Ukraine as well as in Russia, Poland, Iraq, Spain, Turkey, Cyprus, Greece, Republic of Seychelles, Portugal, the Czech Republic, Israel, Italy, South Korea, Moldova, China, United Arab Emirates, Montenegro, the United Kingdom, Kazakhstan, Tunisia, and other countries. Ukrainian women and children are subjected to sex trafficking within the country. A small number of foreign nationals, including those from Moldova, Russia, Vietnam, Uzbekistan, Pakistan, Cameroon, and Azerbaijan, were subjected to forced labor in Ukraine in a variety of sectors including construction, agriculture, manufacturing, domestic work, the lumber industry, nursing, and street begging. Some Ukrainian children are subjected to forced begging. Ukrainians most at risk of trafficking are from rural areas with limited access to employment opportunities and are often targeted by Ukrainian recruiters using fraud, coercion, and debt bondage. Children in orphanages and crisis centers continue to be particularly vulnerable to trafficking within Ukraine.

The Government of Ukraine does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, under the leadership of former Ukrainian president Viktor Yanukovych, the government adopted standards of social services for victims; re-established the anti-trafficking unit as a separate, stand-alone subdivision; and significantly increased the number of officers in the anti-trafficking unit. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Ukraine is placed on Tier 2 Watch List. For the third year in a row, the government investigated fewer trafficking offenses and prosecuted fewer defendants. The government also identified significantly fewer trafficking victims—approximately a third of the number of victims identified in 2011—although NGOs report that they are still serving a very large number of trafficking victims. Foreign victims were punished, as some victims were held in detention centers for deportation. Funding to NGOs providing victim assistance and support remained inadequate.



RECOMMENDATIONS FOR UKRAINE:

Vigorously investigate trafficking offenses and prosecute and convict defendants and officials complicit in human trafficking; increase victim identification by training officials on victim identification and assistance; ensure victims are protected and provided assistance under the trafficking law, and are not punished for crimes committed as a direct result of being trafficked; ensure that victims of trafficking who come forward to obtain official status are not subjected to intimidation and repeated interviews with multiple officials; ensure government officials are aware of the rights of victims under the anti-trafficking law and train local officials on procedures to refer victims to assistance and develop victim identification manuals for their use; train law enforcement, judges, and prosecutors in the investigation and prosecution of trafficking cases; harmonize migration and employment legislation to ensure foreign and stateless victims of trafficking are able to obtain temporary residency status and seek employment as permitted under the anti-trafficking law, and clarify procedures for doing so; fund NGOs providing services and shelter to victims of trafficking; ensure effective implementation of the national referral mechanism in all regions through systemic training of government officials and front-line responders on their roles and responsibilities to protect and assist victims of trafficking; reduce the turnover of personnel within the Ministry of Social Policy across the regions to retain knowledge and capacity to identify and provide assistance to victims; ensure the full range of protective measures allowed under the witness protection law are consistently applied in practice for victims of trafficking; sufficiently fund full implementation of the national action plan; strengthen the national referral mechanism by building the capacity of officials to identify child trafficking victims and institute screening for trafficking in crisis centers and orphanages through child-friendly practices; and collect disaggregated data based on sex or labor trafficking.

PROSECUTION

Under the Viktor Yanukovych government, the Government of Ukraine decreased anti-trafficking law enforcement efforts by investigating fewer trafficking offenses and prosecuting fewer defendants; however, the government re-established its anti-trafficking law enforcement unit. Article 149 of the criminal code prohibits all forms of both sex and labor trafficking and prescribes penalties from three to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government investigated 130 trafficking offenses in 2013, compared with 162 in 2012 and 197 in 2011. The government prosecuted 91 trafficking cases under Article 149, a decrease from 122 in 2012 and 135 in 2011. The government convicted 109 trafficking offenders in 2013, compared with 115 in 2012 and 158 in 2011. Of the 109 convicted trafficking offenders, 34 were sentenced to imprisonment terms ranging from less than one year to 10 years, and the assets of 16 defendants were confiscated. The government did not identify which law enforcement efforts involved sex trafficking and which involved labor trafficking.

In 2011, the anti-trafficking unit of the Ministry of Interior, responsible for the detection and investigation of trafficking crimes, was disbanded along with experienced anti-trafficking detectives; however, in August 2013, the Minister of Interior re-established the anti-trafficking unit as a separate, stand-alone subdivision, increasing the number of officers assigned to trafficking in persons from 270 to more than 500 nationwide. The government trained 14 detectives on combating trafficking in persons; and in cooperation with NGOs, trained 5,129 officials on trafficking awareness and approximately 300 government personnel on the national referral mechanism. The government collaborated with other governments on a variety of international anti-trafficking law enforcement efforts. The border service reported conducting interviews with outbound women, and with children traveling without parents, that included warnings about the risks of being involved in criminal activities abroad. The Government of Ukraine did not report any investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period, despite reports of corruption in other sectors in the government.

PROTECTION

Under the Yanukovych government, the government displayed mixed protection efforts; experts continued to report problems with the government's implementation of the 2011 anti-trafficking law, including issues with granting official victim status affording them the right to access legal, medical, and social assistance to victims, difficulties with applying the national referral mechanism (NRM) at the local level, and the lack of legal status for foreign trafficking victims. For example, under the anti-trafficking law, implementation of the NRM was the responsibility of local administrations. As a result, regions have designated different local departments as coordinators responsible for identifying and assisting victims of trafficking, creating significant confusion among victims and service providers. In addition, procedures for granting official status to victims did not work in some regions. NGOs reported that the certification process for the victims involved many intensive interviews and the victims were subjected to intimidation and ridicule. The government reported that 107 victims were identified in 2013, a continued decrease from 187 in 2012 and 294 in 2011. Of the 107 victims identified, 72 were female and five were child victims. The percentage of victims identified by law enforcement continued to decrease and local authorities referred fewer victims. The social services agency continued to maintain a formal system of inspection, which included regular monitoring of vulnerable populations to identify persons in crisis, including victims of trafficking. Despite the identification of 107 victims, the government granted only 54 victims official victim status under the 2011 anti-trafficking law; 16 victims obtained official status in 2012. Of the 54 victims granted victim status, 25 had been subjected to forced labor and 14 to sex trafficking. In contrast to the victims who obtained official status, in 2013 one service provider reported assisting 929 victims, of whom 52 percent were men, compared with 945 in 2012.

International donors continued to provide the majority of funding for anti-trafficking activities and assistance to victims. In April 2013, the government entered into a partnership agreement with the national coalition of anti-trafficking NGOs, an organization made up of 22 NGOs that provide assistance to trafficking victims. The agreement provided for the development and implementation of joint anti-trafficking programs and joint participation in local, national, and international initiatives. In April 2013, the government adopted procedures allowing NGOs to request financial support, although the government did not report whether NGOs have received funds under these procedures. The planned funding for 2013 to 2015 included the equivalent of approximately $120,000 annually from the central state budget for NGOs to combat trafficking in persons. The government disbursed the equivalent of approximately $38,000 for one-time financial assistance to officially recognized victims. Under the trafficking law, victims were entitled to receive a range of assistance from the government, including free temporary housing at a government shelter, psychological assistance, medical services, career counseling and vocational training, assistance with employment, and restoration of identification documents. These services were provided through government programs not specifically designated for victims of trafficking. The government operated social service centers that were responsible for assessing victims' needs and drafting rehabilitation plans. Victims of trafficking were eligible to stay at centers for socio-psychological assistance for up to 90 days and receive psychological and medical support, lodging, food, and legal assistance. Women and men were accommodated in separate rooms. Victims could leave the facilities at will. Child victims could be accommodated in centers for socio-psychological rehabilitation of children for up to 12 months and receive social, medical, psychological, education, legal, and other types of assistance. The government did not report how many victims received assistance in these centers; however, an NGO reported that most victims who needed accommodation were placed in such centers or in NGO-run facilities. Two NGO-run facilities exclusively for trafficking victims were operating in 2013; one provided comprehensive medical assistance and short term accommodations and the other provided only shelter. In 2013, the Ministry of Social Policy (MSP) adopted uniform standards so that the same social services for victims would be provided regardless of which local office provided the assistance; however, the MSP lacked sufficient authority to establish and run the NRM in an efficient manner. In 2013, high turnover of personnel within the MSP across the regions resulted in a lack of knowledge and capacity to identify and provide assistance to victims. Provisions in the NRM related to child victims of trafficking and how to provide services to this vulnerable group were unclear. The government, in coordination with international groups, trained over 2,500 officials across the country on victim assistance.

The anti-trafficking law affords foreign victims the right to remain in the country, but the migration service did not recognize victim status as a basis for protected status under the Law on the Legal Status of Foreigners. As a result, trafficking victims officially recognized by the government remained without legal status in the country and in fear of deportation. For the first time ever, six foreigners received official victim status last year. Even though the anti-trafficking law affords victims two years of access to services, this was available in theory only, as the majority of foreign victims could not obtain legal status to remain in Ukraine. Employment laws had not been amended to allow official foreign victims to work legally. Foreign victims were able to receive shelter for up to three months which could be extended by local authorities. The government did not provide information regarding whether these victims received temporary residency permits or had legal authority to seek employment. Victims were able to file a civil suit as part of the criminal process against traffickers. Some victims were granted an equivalent of approximately $2,380 in compensation by the court, which was more than they had generally been granted in previous years. The government reportedly ordered the deportation of 24 foreign victims of forced labor. An NGO filed an appeal on behalf of the victims who were subsequently released and accommodated in a center for social and psychological assistance. A range of protective measures were available under the witness protection law, yet in practice these measures were rarely applied by prosecutors, and victims of trafficking serving as witnesses were often not treated in a victim-sensitive manner.

PREVENTION

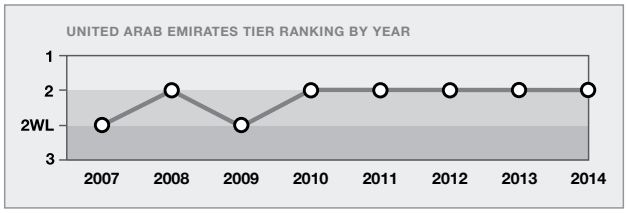
Under the Yanukovych government, the Government of Ukraine increased trafficking prevention activities by establishing a new working group to review the anti-trafficking legislation. The government had a national action plan for 2012-2015 and allocated the equivalent of approximately $63,000 from the state budget for its 2013 implementation and to develop an awareness campaign that will be finalized in 2014. NGOs reported receiving the equivalent of approximately $15,000 from local administrations for prevention activities. The State Border Guard Service (SBGS) developed risk profiles for use in victim identification, and in coordination with an NGO, started development of a victim identification manual

for first- and second-line officers. The MSP continued in its role as national anti-trafficking coordinator and published a report on its activities conducted by local administrations in 2012 and 2013. The activities focused on prevention and were conducted in cooperation with local NGOs. The MSP established a working group on improving trafficking related legislation; although practical efforts were hampered by legal and bureaucratic impediments. Despite its coordination function, the MSP had no authority to assign tasks to other Ministries. The government, in coordination with an NGO, televised three public awareness campaigns and the SBGS prepared 40 anti-trafficking spots for Ukrainian television and published 100 articles in print and electronic media. The government, in continued cooperation with an international organization, conducted four counter-trafficking pre-deployment trainings for Ukrainian troops assigned to multinational missions. The government did not demonstrate specific efforts to reduce the demand for commercial sex acts and forced labor. The government did not report any efforts to reduce participation in international child sex tourism by Ukrainian nationals.

UNITED ARAB EMIRATES (Tier 2)

The United Arab Emirates (UAE) is a destination and transit country for men and women predominantly from South, Southeast, and Central Asia and Eastern Europe who are subjected to forced labor and forced prostitution. Migrant workers, who comprise over 95 percent of the UAE's private sector workforce, are recruited primarily from India, Pakistan, Bangladesh, Nepal, Sri Lanka, Indonesia, Ethiopia, Eritrea, China, Thailand, Republic of Korea, Afghanistan, Iran, and the Philippines; some of these workers face forced labor in the UAE. Women from some of these countries travel willingly to the UAE to work as domestic workers, secretaries, beauticians, and hotel cleaners, but some are subsequently subjected to forced labor through the unlawful withholding of passports, restrictions on movement, nonpayment of wages, threats, and physical or sexual abuse. Restrictive sponsorship laws for foreign domestic workers give employers power to control domestic workers' movements, threaten them with abuse of legal processes, and make them vulnerable to exploitation. Men from India, Sri Lanka, Bangladesh, Pakistan, and Nepal are recruited to work in the UAE in the construction sector; some are subjected to forced labor through debt bondage as they struggle to pay off recruitment fees. In some cases, employers declare bankruptcy and flee the country, abandoning their employees in conditions that leave them vulnerable to further exploitation. Some labor recruitment companies in source countries hire foreign workers with employment contracts that are never honored or where the terms and conditions of the contracts are changed, such that workers are forced into involuntary servitude and debt bondage once in the UAE. Some women from Eastern Europe, Central Asia, Southeast Asia, East Asia, East Africa, Iraq, Iran, and Morocco are subjected to forced prostitution in the UAE.

The Government of the United Arab Emirates does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted sex trafficking cases, though the number of prosecutions and convictions of trafficking offenders decreased in 2013 compared to the previous year. It continued to implement victim identification procedures and refer sex trafficking victims to protection services. The government continued to fund shelters for sex trafficking victims and opened the first shelter for male sex trafficking victims in the second half of 2013, but no victims were referred to the facility. The government's anti-trafficking efforts were largely focused on sex trafficking, with gradually increasing efforts to investigate and prosecute forced labor offenses and identify and protect forced labor victims—especially male forced labor victims. The government provided avenues for migrant workers' complaints of abuse through hotlines and a formal process for disputes of unpaid wages, yet some forced labor victims remained unidentified and unprotected. Furthermore, some victims may have been punished for offenses committed as a direct result of their being subjected to human trafficking, such as immigration and other violations. The government continued to implement numerous awareness campaigns and used retinal scanners at airports that prevented convicted traffickers from re-entering the country.



RECOMMENDATIONS FOR THE UNITED ARAB EMIRATES:

Significantly increase efforts to investigate, prosecute, and punish labor trafficking offenses, and convict and punish trafficking offenders, including recruitment agents and employers; increase victim identification efforts for workers subjected to forced labor, including those apprehended for violations of immigration laws and domestic workers who have fled their employers; provide protection services to all victims of trafficking, including by extending protection to victims of forced labor on par with victims of forced prostitution; allow all male victims of trafficking, including both sex trafficking and forced labor, access to services at the new shelter for male victims; ensure that all trafficking victims, especially those who experience forced labor, are not incarcerated, fined, or otherwise penalized for unlawful acts committed as a direct result of being trafficked, and treat male and female victims equally; enforce the prohibitions on withholding workers' passports; implement the draft law addressing the protection of domestic workers' rights; and reform the sponsorship system so it does not provide excessive power to sponsors or employers in granting and sustaining the legal status of workers.

PROSECUTION

The government continued law enforcement efforts to address human trafficking crimes. Federal law Number 51 of 2006 prohibits all forms of trafficking and prescribes penalties ranging from one year to life in prison as well as fines and deportation. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In this reporting period, the government prosecuted 19 cases of sex trafficking involving 50 alleged trafficking offenders and convicted 12 trafficking offenders; however, the details of these cases were unclear. In 2013, according to the Ministry of Labor (MOL), the government referred one labor trafficking offender to the court for prosecution, though the details of the case were unclear. This is a decrease from the previous reporting period when the government referred 47 cases involving 149 alleged sex trafficking offenders for prosecution and convicted 91 sex

trafficking offenders under the anti-trafficking law, with sentences ranging from one year to life imprisonment.

While authorities penalized labor violators, the government rarely prosecuted potential forced labor cases under the country's anti-trafficking law. For example, workers filed labor complaints through hotlines, in person, or through the MOL. In 2013, 78 percent of these complaints were settled through the MOL labor relations office; of the 21 percent forwarded to judicial authorities; a significant proportion were settled through mediation. The government did not report investigating any of these complaints and labor violations for potential forced labor crimes. In this reporting period, the government continued to respond to and investigate workers' complaints of unpaid wages through a dispute resolution process and the Wages Protection System (WPS), which is intended to ensure the payment of wages to workers and punish employers with administrative and financial penalties for failing to comply; MOL referred 188 wage disputes for legal remedy in 2013. However, the government did not report investigating these employers for potential forced labor offenses. The government also did not proactively enforce a prohibition on the withholding of workers' passports by employers, which was a widespread problem. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. The government continued to train judicial, law enforcement, and labor officials on human trafficking; in 2013, it provided anti- trafficking trainings to 838 police officers. In addition, police divisions in each emirate had a dedicated human trafficking department, and the Dubai police had a specialized human trafficking crimes center that monitored and combatted sex trafficking and responded to labor violations; however, the center did not specialize in combatting forced labor.

PROTECTION

The government made sustained, but uneven, progress in identifying and providing protective services to trafficking victims. Though the government continued to proactively identify and protect trafficking victims, the government limited its protection services—including shelter—solely to sex trafficking victims and failed to sufficiently address the needs of forced labor victims. In 2013, the government identified 40 victims and referred all 40 victims to protective services. This is a decrease from the 57 sex trafficking victims identified and referred to care facilities in the previous reporting period. The government continued to fund shelters for female and child victims of sex trafficking and abuse in Abu Dhabi, Dubai, Ras al Khaimah, and Sharjah, which provided medical, psychological, legal, educational, and vocational assistance. These shelters assisted 40 female trafficking victims during the reporting period. The shelters received victims from a range of referrals, including government officials, houses of worship, source country embassies, hospitals, and NGO-operated hotlines. Shelter personnel reported that government officials continued to improve their efforts to identify and refer sex trafficking victims to protection services during the reporting period. Furthermore, the Ministry of the Interior (MOI) and the government-funded shelters signed an MOU in 2013 formalizing their relationship, which ensured that police were responsible for referring and escorting victims safely to shelters. In the latter half of 2013, the government opened the first shelter for male victims of sex trafficking; however, the government did not identify any male victims of sex trafficking during the reporting period for referral to the new shelter. Accordingly, the shelter did not offer any services in practice. There was no shelter available for male forced labor victims.

Identified victims reportedly were not punished for unlawful acts committed as a direct result of being trafficked, such as prostitution offenses. However, unidentified victims of sex trafficking and forced labor may have been penalized through incarceration, fines, or deportation for unlawful acts committed as a direct result of being trafficked, such as prostitution or immigration violations. Although the MOI continued to distribute a guidebook outlining standard operating procedures for law enforcement officials to identify victims of both sex and labor trafficking, authorities failed to identify potential cases of forced labor and instead classified them as labor violations. For example, UAE authorities generally deemed female domestic workers who fled their employers as criminals, raising concerns that victim identification procedures were not utilized in these cases. Because of a lack of government shelters for forced labor victims, domestic workers, including victims of domestic servitude, continued to seek shelter assistance at their embassies and consulates. The government, however, continued to improve the identification of sex trafficking victims in detention or prison and referred them to a local shelter. The MOI also continued to implement a system to place suspected trafficking victims in a transitional social support center, instead of a detention center, until victim identification was completed. Moreover, identified sex trafficking victims were assigned plain-clothed female and male police officers to escort them to shelter services, in an effort to avoid inflicting additional psychological trauma on victims. In July 2013, the cabinet made changes to draft amendments to the 2006 anti-trafficking law, which would provide greater protection for trafficking victims; these amendments awaited the president's signature and were not enacted at the end of the reporting period. A draft law protecting the rights of domestic workers, which the cabinet of ministers approved in January 2012, continued to await presidential approval.

The government established a trafficking victims' fund in October 2013, which could provide victims with financial compensation for damages suffered and offered initial financial support for victims to re-resettle in their home country. It is unclear how many victims benefited from this fund. The government did not encourage forced labor victims to participate in investigations or prosecutions, but it did encourage victims of sex trafficking to assist in the investigation and prosecution of traffickers; there were, however, no available statistics on the number of victims who did so in this reporting period. While the government exempted victims of trafficking who had an ongoing court case against an employer for labor abuses from paying fines accrued for overstaying their visas, the government did not offer victims of labor trafficking shelter, counseling, or immigration relief. The government did not provide permanent residency status to victims; however, the government worked with international organizations to resettle victims who could not return to their home countries. The government provided repatriation assistance to victims, such as exemption from fines and provision of tickets and travel documents. Although the government did not formally grant temporary residency status to recovering victims, they were permitted to recover at shelters; victims also had the option of obtaining work visas and remaining in the UAE by using the shelters' employment placement programs or completing voluntary vocational education programs. Workers whose employer did not pay them for 60 days—some of whom may be forced labor victims—were entitled to stay in the country and search for a new employer. MOL also assisted workers from abandoned labor camps to find new employment opportunities. The government did not provide long-term legal alternatives to the removal of foreign trafficking victims to countries where they faced retribution or hardship.

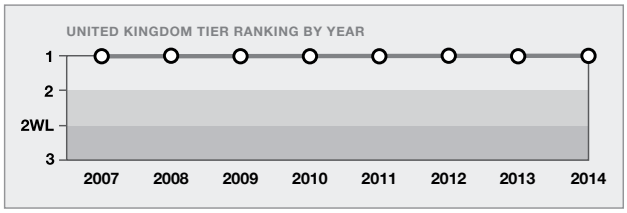
PREVENTION

The government continued to make trafficking prevention a priority. The government implemented awareness campaigns and publicized through various media outlets the government's anti-trafficking hotline—operated by the inter-ministerial National Committee to Combat Human Trafficking (NCCHT). It implemented a public awareness campaign at Dubai International Airport between July and December 2013 and an awareness campaign on workers' labor rights. The government also opened a Human Rights Office in Dubai International Airport in July 2013 to assist foreign workers who faced abuse and exploitation. The government publicized the NCCHT's meetings and activities in the media, while it continued to participate in regional initiatives designed to combat trafficking. It continued to carry out a national plan of action—initiated in 2012—to address human trafficking. The MOL conducted seminars for workers on labor rights issues, ran a hotline for workers to report labor violations, and operated a mobile unit through which officials inspected labor camps and work sites. The government worked with the Governments of India and the Philippines on a pilot project designed to prevent workers' employment contracts signed in the source country from being substituted in the UAE, preventing employers from exploiting workers. In 2013, MOL reported having conducted over 100,000 labor inspections, including more than 4,000 inspections of workers' housing compounds. MOL conducted monthly checks on recruitment agencies, but there was no indication that any forced labor cases resulted from these efforts; MOL suspended one recruitment agency for its illegal practices in 2013. The government implemented a regulation that required companies to give breaks to workers on construction sites during the hottest periods of the day. The government held informational workshops for companies on this regulation, and the media reported in October 2013 that MOL inspected 80,000 companies for adherence to this regulation; 300 were found in violation of the law. The government sustained its WPS electronic salary-monitoring system intended to ensure that workers received their salaries. The government did not take measures to reduce the demand for commercial sex acts in the UAE, or to investigate or prosecute acts of child sex tourism by UAE nationals abroad.

UNITED KINGDOM (Tier 1)

The United Kingdom (UK) is a source, transit, and destination country for men, women, and children who are subjected to sex trafficking and forced labor, including domestic servitude. Most foreign trafficking victims come from Africa, Asia, and Eastern Europe. According to 2013 government data, the top five countries of origin for adult trafficking victims are Albania, Nigeria, Vietnam, Poland, and Romania, inclusive of children, the top countries of origin are Albania, Nigeria, Vietnam, Romania, and the UK. UK men continue to be subjected to forced labor within the UK and in other countries in Europe. UK children are increasingly subjected to sex trafficking within the country. Authorities reported that victims continued to be forced into criminal behavior. Unaccompanied migrant children in the UK continued to represent a group vulnerable to trafficking. Migrant workers in the UK are subjected to forced labor in agriculture, construction, food processing, domestic service, nail salons, food services, and on fishing boats. Domestic workers, primarily women, and including those in diplomatic households, are particularly vulnerable to trafficking and abuse. Children and men, mostly from Vietnam and China, continue to be forced to work on cannabis farms.

The Government of the United Kingdom fully complies with the minimum standards for the elimination of trafficking. Investigations and prosecutions of all forms of trafficking increased and public awareness increased. While the UK government continued to identify a large number of trafficking victims, some stakeholders continued to report that the victim identification and referral system failed to assist many victims of trafficking; some victims were detained and prosecuted for crimes committed as a result of being trafficked. The UK government and Westminster Parliament launched an overhaul of the UK anti-trafficking program to ensure the effective prosecution of trafficking offenders and to create structures for self-critical evaluation; parliamentary enquiries further examined victim protection and transparency in supply chains.



RECOMMENDATIONS FOR THE UNITED KINGDOM:

Ensure that law enforcement priorities to combat organized crime are effectively balanced with a victim-centered response to protect trafficking victims; ensure that a greater number of victims of trafficking are identified and provided access to necessary services, regardless of their immigration status; consider introducing a "pre-reasonable grounds" decision period in which potential victims can access services before having to engage with police and immigration officers; ensure that appropriate government officials interview all incoming domestic workers in private so they are familiar with their rights and protections in the UK; develop secure and safe accommodations for child victims and establish a system of guardianship for unaccompanied foreign children; effectively engage with multiple agencies to ensure child victims' needs are assessed and met; ensure child age assessments are completed in safe and suitable settings and children are not awaiting care in detention facilities; allow trafficking victims the right to seek employment while cooperating in the prosecution of their traffickers; provide a trafficking-specific long-term alternative to deportation or repatriation to foreign victims; increase training to officials and front-line responders on victim identification and assistance, especially in cases of potential child victims; provide training and technical assistance to authorities in UK overseas territories to improve anti-trafficking law enforcement and victim protection results; prioritize anti-trafficking awareness and training among officials involved in anti-trafficking efforts; ensure immigration officials are trained in victim assessment to appropriately identify victims of trafficking; examine alleged differences in treatment and close any gaps in victim identification between EU and non-EU nationals; ensure potential trafficking victims are provided with information about their rights in a language they understand; engage with NGOs and establish an independent anti-trafficking coordinator to ensure assessments of anti-trafficking efforts are transparent and allow for NGO feedback to facilitate self-critical, comprehensive recommendations in each region.

PROSECUTION

The Government of the United Kingdom sustained prosecution efforts in 2013 and worked to improve the overall structure of their anti-trafficking law enforcement response. The UK prohibits

all forms of trafficking through Section 71 of the 2009 Coroners and Justice Act (slavery, servitude, and forced or compulsory labor), the 2003 Sexual Offenses Act, and the 2004 Asylum and Immigration Act, which prescribe penalties of a maximum of 10, 14, and 14 years' imprisonment, respectively. The acts' prescribed penalties for sex trafficking are commensurate with those prescribed for other serious crimes. The 2009 Coroners and Justice Act explicitly criminalizes slavery without a precondition that the victim had been smuggled or moved into the country. In England, Wales, and Northern Ireland, human trafficking offenses are governed by the 2003 Sexual Offenses Act, the 2004 Asylum and Immigration Act, and the 2009 Coroners and Justice Act. In Scotland, such offenses are governed by the Criminal Justice (Scotland) Act of 2003, the equivalent of the UK's Sexual Offenses Act. The provisions of the UK's Asylum and Immigration Act 2004 extend to Scotland, and the Criminal Justice and Licensing (Scotland) Act of 2010 mirrors the Coroner's Act by criminalizing slavery, servitude, and forced or compulsory labor. In April 2013, Northern Ireland adopted the Criminal Justice Act to bring its law into compliance with EU Directive 2011/36, assigning a maximum sentence of 14 years' imprisonment. The UK Home Office continued to lead the anti-trafficking response in England and Wales, while the Northern Ireland Department of Justice (NIDOJ) sustained the lead in Northern Ireland and efforts in Scotland were led by Police Scotland's dedicated anti-trafficking team. In December 2013, the UK government published a draft Modern Day Slavery Bill to integrate a variety of criminal offenses that are currently used to prosecute traffickers into one parliamentary bill, to make prosecution easier and increase sentencing for trafficking offenses; the draft bill was pending review at the close of the reporting period. In Northern Ireland's Legislative Assembly, the Human Trafficking and Exploitation Bill was introduced on June 24, 2013. The bill places support for victims of human trafficking on a statutory basis and amalgamates existing legislation into one single act. At the close of the reporting period the bill remains in committee.

In 2013, UK authorities reported prosecuting at least 139 trafficking offenders, compared with 148 in 2012, and convicting 148 defendants, compared with 103 convictions in 2012. While the UK government did not provide comprehensive conviction and sentencing data, it did provide data for certain specific cases that demonstrate vigorous prosecution, conviction, and sentencing of a significant number of traffickers during the reporting period. For instance, in March 2013, the trafficker of two teenaged Nigerian girls was sentenced to 14 years' imprisonment. In May 2013, a man and his son were sentenced to eight and five years' imprisonment, respectively, for holding homeless and drug or alcohol-addicted men in forced labor on a paving crew. In June 2013, seven gang members were given sentences totaling 95 years' imprisonment for the sex trafficking of girls in Oxford. In July 2013, a man was sentenced to 15 years' imprisonment for buying a Romanian woman from those who had trafficked her into the UK and subsequently enslaving her in prostitution in Manchester; he was extradited from Spain, where he was serving a four-year prison sentence for human trafficking. In October 2013, a Pakistani man and his wife were sentenced to 13 and five years' imprisonment, respectively, for holding a deaf Pakistani girl in their home for domestic service and benefits fraud; in February 2014 their sentences were increased by the Court of Appeals to 15 and six years' incarceration, respectively, to reflect the severity of the offense. In January 2014, five Hungarians were convicted of sex trafficking following a joint investigation between police in the UK and Hungary. The Home Secretary publicly called prosecution rates "shockingly low," but maintained that traffickers are being prosecuted for other equally serious offenses. The UK government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

The UK government undertook robust law enforcement collaboration with foreign governments in anti-trafficking cases. In January 2014, a trafficking gang responsible for subjecting Nigerian women and children to sex trafficking was dismantled following a joint investigation between the UK and Spanish Police. Immigration enforcement staff based in Madrid liaised with the Spanish authorities to provide intelligence and rescued 48 potential victims. Seven traffickers were arrested in Madrid, and two men were convicted in the UK. In 2014, the multi-agency UK Human Trafficking Centre became part of the Organized Crime Command in the National Crime Agency (NCA), with responsibility for pursuing individuals and organized crime groups involved in trafficking. In September 2013, the NCA arranged to post officers in source countries, including Poland, Vietnam, China, Albania, and Nigeria, to intercept criminal gangs transporting child sex trafficking victims into the UK.

Scotland and Northern Ireland also engaged in a variety of anti-trafficking law enforcement activities, including new efforts to strengthen prosecutions and new law enforcement training initiatives. In April 2013, Scotland's eight regional police forces were integrated into a single force and created the National Human Trafficking Unit (NHTU) to be the coordinating body for anti-trafficking activities. A meeting structure was established between Scotland's Crown Office and Procurator Fiscal Service and NHTU to enhance investigations, maximize opportunities for prosecutions, and ensure victims are not unnecessarily criminalized. The NHTU conducted awareness training throughout the force, which included a mandatory online training program and quick-reference card on victim indicators and victim support agencies. The NHTU conducted joint operations with Scotland's border police to increase knowledge and awareness of trafficking and the issues that may be encountered at ports and airports across Scotland. In October 2013, the Public Prosecution Service in Northern Ireland launched its policy on Prosecuting Cases of Human Trafficking to provide further guidance on prosecuting human trafficking offenses; and also participated in training on trafficking with the police service in Ireland. The Police Service of Northern Ireland (PSNI) launched an online anti-trafficking training to its officers and launched an operational field guide in October 2013. The PSNI also participated in anti-trafficking training with the Republic of Ireland's police service due to its shared land border with Northern Ireland.

PROTECTION

The UK government increased protection efforts by identifying an increased number of trafficking victims and establishing new regulations aimed at protecting victims during trial. The UK government reported that it identified 1,746 potential trafficking victims—1,112 females and 624 males, compared with 1,186 in 2012. The UK government reported a total of 400 potential child victims, compared with 372 in 2012. The UK government had a national referral mechanism (NRM), which used a two-step process for identifying victims: first, a preliminary finding of "reasonable grounds" that an individual is a trafficking victim, and second, a final determination of "positive grounds" for that conclusion, which triggers longer-term victim protection. The decision as to who is considered a victim is shared between the

Home Office and the UK Human Trafficking Centre. Victims receiving a positive grounds decision enter a 45-day program of rest and recovery with safe accommodation, with access to legal advice, health care, counseling, and educational opportunities. The UK government did not report how many victims received positive ground decisions in 2013. Experts reported that there was an inherent conflict among Home Office officials in deciding whether someone was an illegal immigrant or a trafficking victim. For example, media reported a case in which a victim of sex trafficking who fled to Northern Ireland won a High Court case appealed her denial of trafficking victim status after the UK Border Agency concluded she had not been the victim of trafficking and was liable for deportation. Experts continued to report that the 45-day period of rest and recovery remained inadequate for victim rehabilitation, and that victim care after 45 days was unclear. Anti-trafficking experts observed that implementation of the NRM remained problematic and that many trafficking victims were not referred through the NRM. In some cases, victims may not have been properly recognized; others do not see the benefits of referral or were fearful of the consequences of being brought to the attention of authorities due to immigration status or fear of law enforcement agencies. Regulations for the visa category governing "domestic worker[s] in a private household" require that domestic workers: must have worked for their employer for at least one year outside of the UK before applying for a work visa, are not allowed to change employers while in the UK, and can stay for a maximum of six months, after which time they must return home. Experts expressed concerns that the domestic workers' dependency on one employer and inability to transfer employment even in the face of abuse rendered them vulnerable to domestic servitude. One NGO reported assisting fewer victims since these changes were implemented and that clients were afraid to go to the authorities for fear of being sent back to the same abusive employer.

The UK government continued an agreement with a central government contractor to coordinate the provision of care for victims in England and Wales in 2013. The NIDOJ continued to use a contractor for the procurement of care and support for victims, which numbered 41 referrals in 2013, or roughly 2 percent of the UK's total. The NIDOJ had an agreement with a contractor for the delivery of support services for adult potential victims during the 45 day Recovery and Reflection period of the NRM. Scottish authorities provided funding to two NGOs; one provided accommodation for female adult victims subjected to sex trafficking; and one provided accommodation for male and female adult victims of forced labor. Both NGOs referred potential victims using the NRM. There were no child-specific support services for child victims—support was offered by local authorities under the Children Act 1989. NGOs reported that child victims go missing from care and perhaps back to their traffickers. The Children's Society and the Refugee Council produced a UK government backed review in September 2013 on child victim care. The review concluded that child victims received insufficient protection and professionals missed opportunities to assist victims due to doubt regarding the victim's age. This led to some child victims being placed in adult prisons or in adult hostels from which they could abscond, or face the risk of re-trafficking. A Westminster parliamentary review concluded that a new offense for child exploitation should be included in the Modern Slavery Bill to reach cases of children forced into domestic servitude, drug trafficking, committing a crime, and other forms of exploitation not covered by the Sexual Offenses Act of 2003.

In April 2013, the UK government introduced the "Trafficking People for Exploitation Regulations 2013" to protect victims testifying in England and Wales, including through permitting victims' testimony to be given by video, behind a screen, or with the public removed from the court. The Crown Prosecution Service (CPS) notes that victims of exploitation are "automatically eligible" to take advantage of these measures, but does not track them specifically. Civil society reported continued problems with the penalization of trafficking victims, but the government made strides to improve victims' protection from prosecution. In February 2013, the University of Cambridge released a study detailing how foreign women were often forced to commit offenses by their traffickers, given custodial sentences, and not given support for the crimes committed against them. In May 2013, after a special court upheld three appeals exonerating victims of trafficking who had originally been prosecuted for criminal activities, the CPS announced new guidance emphasizing the need to consider whether a defendant in the criminal justice system may be a victim of trafficking, and announced new awareness training programs for those working in the criminal justice system. CPS delivered a number of seminars with colleagues from the Bar on the issue of non-prosecution. After a number of previously unidentified trafficking victims appealed their conviction of criminal offenses, the CPS published guidance for prosecutors to inform criminal defense solicitors. In a landmark case, in June 2013, the High Court overturned the narcotics convictions of three child trafficking victims who had been subjected to forced labor in a cannabis factory. Similarly, an NGO reported a small number of female victims were detained in Scotland, but through NGO advocacy and with support from the police, all were released. In April 2013, Police Scotland amended guidance documents to underscore the principle of non-prosecution of trafficking victims; standardized statements were provided for inclusion in police reports where accused persons show indicators of trafficking. The UK government encouraged victims to assist in trafficking investigations and prosecutions by offering renewable one-year residence permits to foreign victims who cooperate with law enforcement or have personal circumstances warranting it. The UK government did not report how many residency permits they issued to victims. Long-term legal alternatives to removal to countries where victims might face hardship or retribution were only available through asylum procedures.

PREVENTION

The UK government continued to initiate, support, and implement a wide range of anti-trafficking prevention programs during the reporting period. In January 2013, the UK Human Trafficking Centre launched "Read the Signs," a campaign to educate the public and appeal for information on cases of forced labor and domestic servitude. In 2013, the UK government introduced front-line awareness-raising activities for police and health professionals, and announced a training initiative to identify and assist child and adult victims. A national group reporting to the Prime Minister on behalf of England and Wales was established to address missed opportunities to protect children, including trafficking victims, and how to offer future support. The government developed education packets for teenagers on signs of trafficking, myths and realities, and ways to report cases.

PSNI and the Health and Social Care Board developed training for staff in emergency departments and engaged the National Society for Prevention of Cruelty to Children Child Trafficking Advice Center to operate an advice line on child trafficking in Northern Ireland. In May 2013 the NIDOJ released its first annual trafficking action plan for Northern Ireland. In 2013, the NIDOJ

provided support to "Read the Signs" and "Crime Stoppers Forced Labor" campaigns, released free educational resource packets to school, participated in community-based events such as the Belfast Film Festival, and worked with community think tanks in order to raise awareness of trafficking.

In Scotland, the NHTU distributed a version of its quick reference card to the public. The NHTU established a multisectoral group including law enforcement, victim support, charities, and public authority social work departments to tackle emerging issues, share information and promote best practices. Best practices from the multi-agency Human Trafficking and London 2012 Olympics Network Group have been factored into the planning process for the Glasgow 2014 Commonwealth Games, including through the preparation by the police of an anti-trafficking toolkit for all officers and staff deployed to the Games. The UK Government did not report providing anti-trafficking training to UK troops prior to their deployment abroad as part of international peacekeeping missions in 2013. The UK government did not demonstrate efforts to reduce demand for sex or labor trafficking.

Overseas Territories of the United Kingdom

TURKS AND CAICOS

Turks and Caicos Islands (TCI) are a destination country for men, women, and children subjected to sex trafficking and forced labor. The large population of migrants from Haiti, the Dominican Republic, and Jamaica continue to be vulnerable to sex trafficking and forced labor, and the estimated 2,000 stateless children and adolescents in TCI are especially at risk, according to local experts. Local stakeholders, including law enforcement officials, reported specific knowledge of sex trafficking occurring in bars and brothels and noted that trafficking-related complicity by some local government officials was a problem. During the reporting period, anti-trafficking legislation that included measures to improve identification of and assistance for trafficking victims remained in draft form. The absence of specific legislation prohibiting trafficking as defined by the 2000 UN TIP Protocol, the absence of trafficking victim identification and protection procedures and policies, and little public awareness of human trafficking continued to hinder TCI authorities' ability to address trafficking.

BERMUDA

Bermuda is a limited destination country for women subjected to domestic servitude. In a previous year, a Bermudan woman was subjected to sex trafficking in the United States. Victims from Latin America and Asia are subjected to domestic servitude in Bermuda. Foreign migrant workers are subjected to forced labor in the construction industry. Employers reportedly confiscate passports, withhold wages, deny benefits, and threaten migrant construction workers with having to repay the entire cost or the return portion of their airline tickets. In November 2013, the government enacted the Transnational Organized Crime Act 2013, which among other crimes, criminalizes all forms of both sex and labor trafficking. It prescribes penalties of up to 20 years' imprisonment. Migrant workers were employed in Bermuda under a strict system of government work permits obtained by employers on behalf of foreign workers. There were two official complaints of migrant worker abuse in 2013, both alleging restriction of worker movement, overwork, and underpayment. In 2009, the Bermuda Industrial Union began offering union protection to some migrant workers, and in 2013, the Human Rights Commission and the unions held informational meetings to inform migrant workers of their rights and legal protections, including information on trafficking. The government did not report investigations, prosecutions, or convictions of trafficking offenses in 2013. No government officials were prosecuted or convicted for involvement in trafficking or trafficking-related criminal activities in 2013.

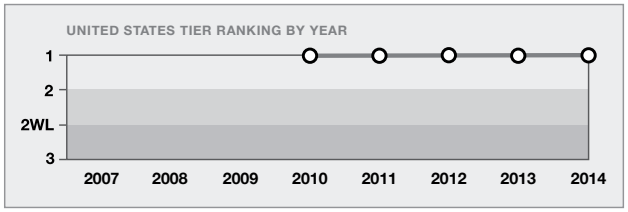
In previous years there were reports that some children in the British overseas territories of Anguilla and Montserrat were in commercial sexual exploitation.

UNITED STATES OF AMERICA (Tier 1)

The United States is a source, transit, and destination country for men, women, and children—both U.S. citizens and foreign nationals—subjected to sex trafficking and forced labor, including domestic servitude. Trafficking can occur in both legal and illicit industries or markets, including in brothels, escort services, massage parlors, strip clubs, street prostitution, hotel services, hospitality, sales crews, agriculture, manufacturing, janitorial services, construction, health and elder care, and domestic service. Individuals who entered the United States with and without legal status have been identified as trafficking victims, including participants in visa programs for temporary workers who filled labor needs in many of the industries described above. Abuse of third-country nationals providing services for U.S. defense contracts in Afghanistan also has been noted by the media. NGOs reported that visa holders employed as domestic workers were subjected to forced labor by personnel of foreign diplomatic missions and international organizations posted to the United States; Native American women and girls were trafficked for the purpose of commercial sex acts; and LGBT youth were particularly vulnerable to traffickers, including a report by one NGO that transgender females were compelled to engage in commercial sex by withholding hormones. The top countries of origin of federally identified victims in fiscal year (FY) 2013 were the United States, Mexico, the Philippines, Thailand, Honduras, Guatemala, India, and El Salvador.

The U.S. government fully complies with the minimum standards for the elimination of trafficking. Federal law enforcement prosecuted more cases than in the previous reporting period, obtained convictions of sex and labor trafficking offenders, and continued to strengthen training efforts of government officials at the federal, state, and tribal levels. Likewise, there were reports of increased prosecutions at the state level; each of the 50 states, the District of Columbia, and all U.S. territories have enacted anti-trafficking laws. The federal government continued to provide multi-faceted support for comprehensive victim services, including a pathway to citizenship and access to legal services. In addition, it developed the *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013-2017*, with input from the public. Greater numbers of trafficking victims and eligible family members obtained long-term immigration relief through T and U visas, and processing times for these visas decreased due to additional resources. Prevention efforts were expanded to new audiences and industries. Challenges remained: NGOs noted the critical need for an increase in the overall funding for comprehensive services; and some trafficking victims, including those under the age of 18 years were reportedly detained or prosecuted for criminal activity related to their being trafficked, notwithstanding

the federal policy that victims should not be inappropriately penalized solely for unlawful acts committed as a direct result of being trafficked and similar "safe harbor" laws in some states.



RECOMMENDATIONS FOR THE UNITED STATES:
Increase screening to identify trafficked persons, including among at-risk youth, detained individuals, persons with disabilities, and other vulnerable populations; engage in culturally-based efforts to strengthen coordination among justice systems for and the provision of services to Native American trafficking victims; take additional measures to apprise domestic workers brought in by diplomatic personnel of their rights and responsibilities; ensure federal law enforcement officials apply in a timely and appropriate manner for Continued Presence, and state and local law enforcement are trained on requesting Continued Presence through a federal law enforcement agency; increase funding for relevant agencies to provide comprehensive victim services both domestically and internationally; collaborate with survivors to improve programs, policies, strategies, and materials; ensure transparency in the implementation of the strategic action plan on victim services in the United States; strengthen interagency coordination on survivor engagement, training, shared terminology, and data collection; enhance the training of law enforcement and prosecutors to increase focus on labor trafficking; strengthen prevention efforts, including addressing the demand for forced labor and commercial sex; encourage state and local officials to adopt victim-centered policies that prohibit prosecuting victims for crimes committed as a direct result of being trafficked; increase training on indicators of human trafficking and the victim-centered approach for criminal and juvenile justice officials, family court officials, labor inspectors, health care professionals, social service and child welfare entities, emergency call operators, and other first responders; and explore technology solutions to combat human trafficking.

PROSECUTION

The U.S. government demonstrated progress in federal anti-trafficking law enforcement efforts during the reporting period. U.S. law prohibits human trafficking through statutes reaching its various manifestations, such as peonage, involuntary servitude, forced labor, and sex trafficking, as well as confiscation or destruction of documents, such as passports, to compel or maintain service. The Trafficking Victims Protection Act of 2000 (TVPA) and subsequent reauthorizations have refined the U.S. government's response to trafficking. In addition to criminalizing these acts, U.S. law prohibits conspiracy and attempts to violate these provisions, as well as obstructing their enforcement. Sex trafficking prosecutions involving children do not require a demonstration of the use of force, fraud, or coercion. A criminal prohibition of fraud in foreign labor contracting exists to reach such practices when the work is done in the United States or outside the United States on a U.S. government contract or on U.S. property or military installations. Penalties prescribed under these statutes are sufficiently stringent and commensurate with penalties prescribed for other serious offenses: penalties for peonage, involuntary servitude, forced labor, and domestic servitude ranged from five to 20 years' imprisonment or up to life imprisonment with aggravating factors; penalties for sex trafficking ranged up to life imprisonment with mandatory minimum sentences of 10 years' imprisonment for sex trafficking of children aged 14-17 years, and 15 years' imprisonment for sex trafficking by force, fraud, or coercion, or sex trafficking of children under the age of 14 years.

Federal trafficking offenses are investigated by agencies such as the Federal Bureau of Investigation (FBI) and the Department of Homeland Security's (DHS) U.S. Immigration and Customs Enforcement, Homeland Security Investigations (ICE HSI), as well as the Department of State's (DOS) Diplomatic Security Service (DSS) Human Trafficking Unit and field elements overseas. Federal human trafficking cases are prosecuted by the Department of Justice's (DOJ) U.S. Attorney's Offices (USAO) for the 94 federal judicial districts, as well as by two specialized units—the Civil Rights Division's Human Trafficking Prosecution Unit (HTPU), which oversees prosecutions involving labor trafficking and sex trafficking of adults, and the Criminal Division's Child Exploitation and Obscenity Section (CEOS), which specializes in prosecuting child sexual exploitation offenses, including child sex trafficking and child sex tourism.

The federal government reports its law enforcement data by fiscal year, which runs from October 1 through September 30. In FY 2013, ICE HSI reported opening 1,025 investigations possibly involving human trafficking, an increase from 894 in FY 2012. The FBI formally opened 220 human trafficking investigations concerning suspected adult and foreign child victims, a decrease from 306 in FY 2012, and additionally initiated 514 investigations involving the sex trafficking of children, an increase from 440 in FY 2012. For the FBI to formally open an investigation, there must be an articulable factual basis a crime has occurred. DSS reported investigating 159 human trafficking-related cases worldwide during FY 2013, an increase from 95 in FY 2012. The Department of Defense (DoD) reported investigating nine human trafficking-related cases involving military personnel, an increase from five in FY 2012.

DOJ prosecutes human trafficking cases through the USAOs and the two specialized units that serve as DOJ's nationwide subject-matter experts and partner with USAOs around the country. Taken together, USAOs, HTPU, and CEOS initiated a total of 161 federal human trafficking prosecutions in FY 2013, charging 253 defendants. Of these, 222 defendants engaged predominately in sex trafficking and 31 engaged predominately in labor trafficking, although multiple defendants engaged in both. In FY 2013, DOJ's Civil Rights Division, in coordination with USAOs, initiated 71 prosecutions involving forced labor and sex trafficking of adults by force, fraud, or coercion. Of these, 53 were predominantly sex trafficking and 18 predominantly labor trafficking; several cases involved both.

During FY 2013, DOJ convicted a total of 174 traffickers in cases involving forced labor, sex trafficking of adults, and sex trafficking of children, compared to 138 such convictions obtained in FY 2012. Of these, 113 were predominantly sex trafficking and 25 were predominantly labor trafficking, although several involved both. These totals do not include child sex trafficking cases brought under non-trafficking statutes. In these cases, penalties imposed ranged from probation to life imprisonment plus five years. During the reporting period, federal prosecutors secured life sentences and other significant terms of imprisonment against traffickers in multiple cases.

In response to a request for public comment, NGOs have called for greater transparency in reporting on the results of federal criminal trafficking investigations that do not result in criminal prosecutions. A disparity between the number of investigations and prosecutions can result when the available admissible evidence of trafficking is insufficient to prove each element of the offense beyond a reasonable doubt as required under U.S. criminal law; legal restrictions preclude disclosure of information about or evidence developed in criminal investigations that do not result in the public filing of charges.

Notable prosecutions in the reporting period involved defendants who lured adults and children through false promises, advertised the victims online, inflicted beatings, and threatened the victims with guns to compel them into commercial sex; defendants who compelled their victims using addictive drugs to coerce them to engage in prostitution, including one defendant who was sentenced to 33 years in prison; 23 defendants who lured victims to the United States on false promises and used violence, threats, and control over the victims' children to compel the victims to engage in commercial sex acts across the southeastern United States; a defendant convicted of 89 counts of forced labor, visa fraud, and related charges for using manipulation of debts, false promises, and threats of deportation to enslave Filipino workers in a home health care operation; and defendants convicted of confiscating the public benefits of a woman with cognitive disabilities and her child, and holding the woman in forced labor as a domestic servant.

During the reporting period, DOJ, with DHS and the Department of Labor (DOL), continued to support and train six pilot Anti-Trafficking Coordination Teams to enhance coordination among federal prosecutors and agents. DOJ's Bureau of Justice Assistance and Office for Victims of Crime (OVC) co-funded 16 anti-trafficking taskforces nationwide, comprising federal, state, and local law enforcement, labor officials, and victim service providers. Each USAO was directed in 2012 to establish or participate in human trafficking taskforces, and each of the 94 offices had done so by the end of FY 2013. The number of the FBI's Child Exploitation Task Forces, which focus in part on the sex trafficking of children, increased to 69 in FY 2013 from 66 in FY 2012.

While federal law applies across the United States, state laws form the basis of the majority of criminal actions, making adoption of state anti-trafficking laws key to institutionalizing concepts of compelled service for rank-and-file local police officers. All states and all U.S. territories have enacted anti-trafficking criminal statutes in recent years. All 50 states and the District of Columbia prohibit the prostitution of children under state or local laws that predate the TVPA; however, in some cases, trafficked victims, including those under the age of 18 years, continue to be treated as criminal offenders. By the close of the reporting period, 42 states and the District of Columbia enacted laws that define child sex trafficking consistent with federal law with no requirement to prove force, fraud, or coercion for victims under the age of 18 years; 18 states, an increase from 14, enacted "safe harbor" laws that formally identify those under the age of 18 years as victims, and, in some states, fund and provide services, instead of prosecuting them for prostitution; and 14 states, an increase from eight, enacted laws to allow trafficking victims to petition the court to vacate historical prostitution-related criminal convictions that resulted from trafficking. Although these laws reflect an increased effort by state legislatures, only 32 states and the District of Columbia provided designated victim assistance as part of their anti-trafficking framework.

During FY 2013, 16 DOJ-funded taskforces reported 828 investigations involving 717 suspects in human trafficking-related cases, an increase in investigations from 753 in FY 2012 involving 736 suspects from 26 taskforces. These investigations may overlap with numbers reported above by federal law enforcement, as parallel investigations may occur. The federal government began collecting data on human trafficking investigations from state and local law enforcement during the reporting period through the FBI's Uniform Crime Reporting Program.

Media reports indicate an increase in the number of state prosecutions: over 100 cases were prosecuted at the state level. While there was a heavy emphasis on sex trafficking cases, especially of children, cases range from sex trafficking—including in illicit massage parlors and of individuals with intellectual disabilities—to cases of exploitation for forced labor, including domestic servitude and of children in sales crews. During the reporting period, state prosecutors secured a range of sentences for sex and labor traffickers, including a 40-year sentence for the sex trafficking of girls with cognitive disabilities in Minnesota.

At least three instances of complicity of government officials in human trafficking cases were reported: a local police officer in the District of Columbia was arrested on felony charges of pandering two minors; in Texas, a local juvenile probation officer and five gang members were arrested and indicted on charges of child sex trafficking; and in Guam, two officers were convicted of sex trafficking-related charges, one of whom was sentenced to 30 years' imprisonment.

The U.S. government continued efforts to train law enforcement officials and enhanced information-sharing. Federal agencies developed a referral protocol to enable 50 "fusion centers" to share information related to law enforcement investigations, and began a pilot project in 10 countries to increase the flow of information about human trafficking overseas with a nexus to the United States.

PROTECTION

The federal government enhanced its protection measures to increase victim identification and fund services to identified victims, including by increasing funding for family reunification. It also released the strategic action plan on victim services in the United States, which was informed by input from survivors of human trafficking and other stakeholders. The authorities for the DOJ Office on Violence Against Women were expanded to enhance the ability of communities to assist victims of trafficking, particularly tribal and youth victims of sex trafficking. The federal government has formal procedures to guide officials in victim identification and referral to service providers; funds several federal tip lines, including an NGO-operated national hotline and referral service; and funds NGOs that provide trafficking-specific victim services. The government also supports foreign national and U.S. citizen victims during trafficking investigations and prosecutions by using victim assistance coordinators in law enforcement and prosecutors' offices and by providing immigration relief to victims.

Federally-funded victim assistance includes case management and referrals to resources such as: medical and dental care, mental health treatment, substance abuse treatment, sustenance and shelter, translation and interpretation services, immigration and legal assistance, employment and training services, transportation assistance, and other services, such as criminal

justice advocacy. Federal funding for victim assistance generally increased during the reporting period and was provided primarily by the Department of Health and Human Services' (HHS) Office of Refugee Resettlement (ORR) for comprehensive case management on a *per capita* basis for foreign national victims, and by DOJ's OVC using a comprehensive services model or specialized service delivery for trafficking victims identified within a specific geographic area.

HHS issues a certification letter that enables a foreign national victim to receive federal and state benefits and services to the same extent as a refugee when Continued Presence is granted or when a victim of a severe form of trafficking has a *bona fide* or approved application for T nonimmigrant status. Child trafficking victims are eligible immediately for an HHS certification letter. In FY 2013, HHS issued 406 such certifications to foreign national adults and 114 eligibility letters to foreign national children, compared to 366 adults and 103 children in FY 2012.

HHS awarded $4.5 million in FY 2013 to three NGOs for the provision of case-management services to foreign national victims through a nationwide network of NGO sub-recipients, a decrease from $4.8 million in FY 2012. Through these grants, HHS supported 138 NGO service providers across the country that provided trafficking victim assistance to a total of 915 individual clients and family members, a 20 percent increase compared to the prior fiscal year. An increase in the enrollment of victims and their family members caused uncertainty as to whether ORR-funded services would be available for new and existing clients during the last three months of the fiscal year. In response, ORR provided grant supplements to the three NGOs totaling $350,000, and NGOs limited assistance to family members and, in some cases, reduced reimbursements to sub-recipients during that period.

HHS provides services to individuals who are trafficking victims and who intersect with runaway and homeless youth and domestic violence programs, among others; and awarded approximately $38 million for its Runaway and Homeless Youth Program for this purpose. HHS currently does not collect data on the number of trafficked clients served through these programs.

Unaccompanied alien children (UACs) who come to the attention of federal authorities are placed in the care and custody of HHS, which screens these children for trafficking victimization in the United States or abroad. When appropriate, HHS makes a determination of eligibility for benefits and services, which may include long-term assistance. During FY 2013, more than 24,000 UACs were referred to HHS for care and custody. Of the unaccompanied minors identified by HHS as victims of trafficking, 20 were placed in the Unaccompanied Refugee Minors Program, which establishes legal responsibility under state law for such children to ensure they receive the full range of assistance, care, and services available to foster children in the state.

OVC continued to administer grant funding and oversee special initiatives, including comprehensive services. OVC funding was used to serve both foreign national and U.S. citizen victims, with the number of U.S. citizens served increasing by 25 percent since the previous reporting period. From July 1, 2012, to June 30, 2013, OVC grantees reported more than 1,911 open client cases, including 1,009 new victims, compared with 1,300 open client cases and 775 new victims in the previous reporting period. During FY 2013, OVC competitively awarded new funding to 19 victim service organizations across the United States, totaling approximately $7.9 million, an increase from $5.7 million in FY 2012.

Record-keeping systems used by DOJ and HHS did not allow for cross-referencing to determine which victims were served by both agencies during different stages of the process. NGOs reported that federal funding streams and grants for victim services remained limited given the scope of the problem, and that they were unable to provide comprehensive care options for all types of trafficking victims. Federal agencies joined a charitable foundation in a public-private partnership to address sustainable housing, economic empowerment, and social services.

The United States provides trafficking-specific immigration relief to foreign trafficking victims in two ways: short-term Continued Presence and longer-term "T nonimmigrant status" (commonly referred to as the T visa). Both statuses confer the right to legally work in the United States. T visa applicants must show cooperation with reasonable requests from law enforcement unless they are under 18 years of age or are unable to cooperate due to trauma suffered. In the application for the T visa, victims may petition for certain family members, including certain extended family members who face a present danger of retaliation; recipients and their derivative family members are authorized to work and are eligible for federal public benefits and services. After three years, or upon the completion of the investigation or prosecution, victims with T visas may be eligible to apply for permanent resident status and eventually may be eligible for citizenship.

In FY 2013, Continued Presence was issued to 171 trafficking victims who were potential witnesses, a decrease from 199 in FY 2012. NGOs reported improper application of internal protocols and delays or refusals to file applications for Continued Presence by DHS field offices. DHS began updating the tool used by law enforcement to streamline the application process. T nonimmigrant status was granted to 848 victims and 975 eligible family members of victims, representing an increase from 674 and 758, respectively, from the previous period. The application processing time for T visas decreased, but scheduled updates to implementing regulations were not released. NGOs noted that the lack of DOL protocols regarding law enforcement certification, which strengthens the T visa application, limited some victims' access to related public benefits.

Another immigration benefit available to victims of trafficking is the U nonimmigrant status (commonly referred to as the U visa) for victims of certain qualifying crimes who are helping, have helped, or will help law enforcement. There is a 10,000 statutory maximum for the U visa each fiscal year. In FY 2013, there were nine approved principal applicants where trafficking was the qualifying crime. DHS added additional resources to adjudicate U visas in the fourth quarter of FY 2013, and provided employment authorization for waitlisted U visa applicants.

In 2013, a government-funded program brought 240 family members to the United States to join identified victims of trafficking, an increase from 209 in FY 2012, and provided two survivors with assistance returning to their home countries. DOS provided $813,000 in FY 2013 to support this program.

The federal government continued to provide victim protection training to federal, state, local, and tribal law enforcement, as well as to NGO service providers and the general public. DHS

trained all new asylum officers on referral procedures, trained various audiences on immigration benefits, and required ICE officers to screen for human trafficking indicators among the UAC population. DOL employed full-time U visa coordinators in each of five Wage and Hour Division (WHD) regions and hosted stakeholder meetings to discuss employment and training for trafficking survivors; and the Department of Education continued the development of an anti-trafficking guide for schools that includes a victim identification component. In addition, DOS engaged federal agencies participating in anti-trafficking taskforces to educate members about the J-1 Summer Work Travel Program. HHS initiated a pilot training to increase the medical and health care systems' response to human trafficking.

NGOs expressed concern that some government officials misunderstood complex legal aspects of human trafficking cases, including coercion and consent, and did not consistently take a victim-centered approach. In some instances, employees of public benefits offices and child welfare agencies lacked training and official guidance to provide critical support services to victims of trafficking. Existing services for victims were often disproportionately available to female and child survivors of sex trafficking. Shelter and housing for all trafficking victims, especially male and labor trafficking victims, continued to be insufficient, and one NGO reported that potential cases of labor trafficking were still being viewed too often as "workplace disputes" or contract violations, rather than being investigated as potential criminal matters. It was reported in some cases that immigration enforcement by state and local law enforcement officers appeared to have impacted immigrant victims' willingness to approach local police for help.

Although federal, state, and local grant programs existed for vulnerable children and at-risk youth, including the homeless, identified child trafficking victims, especially boys and transgender youth, faced difficulties obtaining needed services. HHS increased funding during the reporting period to train service providers for runaway and homeless youth and provided formal guidance to states and service providers on addressing child trafficking, particularly as it intersects with the child welfare system and runaway and homeless youth programs. NGOs noted more reports than in previous years of gang-controlled child sex trafficking and of the growing use of social media by traffickers to recruit and control victims. NGOs expressed concern that federal and state efforts to prevent and respond to child labor trafficking allegations were inadequate.

During the reporting period, some trafficking victims, including those under 18 years of age, were reportedly detained or prosecuted for conduct committed as a direct result of being trafficked. In 2012, the most recent year for which data are available, 136 males and 443 females under 18 years of age were reported to the federal government as having been arrested for prostitution and commercialized vice by state and local authorities, compared to 190 males and 581 females in 2011.

PREVENTION

The U.S. government made progress on efforts to prevent trafficking. The President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF) and its coordinating body, the Senior Policy Operating Group, continued work on federal anti-trafficking efforts. Federal agencies provided increased opportunities for stakeholder input and transparency, such as a listening session for survivors and requests for public comment on federal policies, including on preventing trafficking in federal contracts. The U.S. government also reports annually on its activities to combat human trafficking in a report compiled and published by DOJ, a compilation of agency accomplishments to combat human trafficking prepared by PITF agencies, and this *Report*.

There were reports of abuses, including allegations of human trafficking, of workers in the United States on work-based or other nonimmigrant visas. Rules for both the H-2A program (temporary agricultural workers) and H-2B program (temporary non-agricultural workers) prohibit employers and their foreign labor recruiters, attorneys, and agents from either directly or indirectly charging foreign workers job placement, recruitment, or other fees related to employment. Included in this category are fees related to obtaining a DOL labor certification that there are insufficient U.S. workers available to perform the needed work and that the importation of the foreign worker(s) will not adversely affect U.S. workers.

In the J-1 Summer Work Travel Program, DOS prohibits jobs deemed dangerous to exchange visitor health, safety, and welfare, such as certain sales positions, domestic positions in private homes, positions involving patient contact, and all adult entertainment industry positions. DOS implemented a monitoring program to ensure participant health, safety, and welfare, and during the reporting period, conducted more than 700 site visits and 3,000 monitoring interviews in 32 states targeted to certain placements, including those with prior problems. DOS also continues to operate a 24-hour emergency hotline to respond to complaints. NGOs noted vulnerabilities in the J-1 Summer Work Travel Program that can potentially facilitate human trafficking, including wage theft, discrimination, and illegal recruitment practices; unauthorized deductions for housing, uniforms, transportation, and other expenses; and exploitation by recruiters charging exchange visitors exorbitant fees.

Reports continued of forced labor by federal defense contractors and subcontractors in Afghanistan, who exploited third-country nationals through debt bondage, charging them recruitment fees, and requiring long work hours with little time off for low pay. The FBI investigated allegations of debt bondage and excessive recruitment fees that were required of third-country nationals working on certain U.S. government contracts. There were no reports of civil actions or criminal prosecutions, or other sanctions against noncompliant employers and labor contractors, including debarment of noncompliant employers or labor contractors from U.S. programs.

The government continued prevention efforts within A-3 and G-5 visa categories, which allow persons to enter the United States as domestic workers employed by foreign diplomatic or consular personnel, or by foreign employees of international organizations. In 2013, DOS issued a diplomatic note advising Chiefs of Mission that domestic workers employed in the private residences of foreign diplomatic personnel ordinarily do not qualify for A-2 visas. DOS sustained prevention activities by separately briefing foreign Deputy Chiefs of Mission and the NGO community on the requirements relevant to mission personnel employing such domestic workers, and updated the current prevailing wage rate for domestic workers. There were allegations of abuse of such foreign domestic workers; some resulted in civil lawsuits and others in criminal charges against foreign mission personnel.

The government continued public outreach measures about the causes and consequences of human trafficking. HHS funded 11 projects to conduct outreach, public awareness, and identification efforts. HHS continued to fund an NGO to operate a National Human Trafficking Resource Center (NHTRC) and hotline, which received over 29,000 phone calls in FY 2013, a 37 percent increase from FY 2012. Approximately 46 percent of calls to the NHTRC related to human trafficking. DOS, at U.S. embassies and consulates worldwide, distributed a "Know Your Rights" pamphlet and provided verbal briefings for approved student or work-based visa applicants, efforts which subsequently generated 912 calls to the national human trafficking hotline. The Department of Transportation and DHS partnered with five U.S. commercial airlines and offered training on human trafficking and a referral process to alert federal law enforcement. DHS worked with emergency medical and first responder associations and announced an anti-trafficking partnership with a global money transfer service. In partnership with the FBI, the Department of Education raised awareness and provided technical assistance through webinars and directives to chief school resource officers in each state. The U.S. Agency for International Development provided training to foreign law enforcement, judges, and prosecutors, assisted foreign governments in developing law and policy, and leveraged technology and social media to raise awareness. The Equal Employment Opportunity Commission (EEOC) conducted more than 250 outreach events, including media interviews, oral presentations, stakeholder input meetings, and counseling sessions with underserved populations.

The government also conducted a number of internally-focused awareness activities for its own personnel, including general awareness trainings, trainings specific to law enforcement and acquisition professionals, and increased efforts to train staff in field offices.

Civil enforcement of federal laws, even those not specific to human trafficking, was a significant component of the government's anti-trafficking efforts. DOL field investigators were often the first government authorities to detect exploitative labor practices, and the DOL WHD targeted industries employing vulnerable workers, such as the agriculture, garment, janitorial, restaurant, and hospitality industries. EEOC, which enforces Title VII of the Civil Rights Act of 1964 and other employment discrimination statutes, continued to litigate four cases involving human trafficking on behalf of several hundred claimants in FY 2013.

Federal law allows for trafficked persons to independently file a civil cause of action. At the end of 2013, 10 years since the creation of this remedy, NGOs reported that at least 117 cases had been filed and that, of those, 75 percent had positive results.

U.S. laws provide extraterritorial jurisdiction over child sex tourism offenses perpetrated overseas by U.S. citizens. The federal government made 57 criminal arrests resulting in 40 indictments and 32 convictions in child sex tourism cases in FY 2013. The U.S. government undertook efforts to reduce the demand for commercial sex and forced labor in the reporting period. DoD continued to implement measures to strengthen compliance with its policy prohibiting human trafficking and investigated 27 cases of service members allegedly violating DoD's prohibition relating to the procurement of commercial sex. DOL published an update to the list of goods it has reason to believe are produced by child labor or forced labor in violation of international standards; the update removed three items from the list. DOL also updated a list of products produced, mined, or manufactured with forced or indentured child labor; any contractor to the federal government that supplies products on this list must certify they have made a "good faith effort" to determine the products supplied were not made under conditions involving forced or indentured child labor. A federally-funded report estimated the size of the underground commercial sex economy in eight U.S. cities to range from $39.9 to $290 million. A separate federally-funded report found that 30 percent of migrant laborers surveyed in one California community were victims of labor trafficking and 55 percent were victims of labor abuse, with janitorial and construction workers reporting the most instances of exploitation and abuse.

The Department of the Interior (DOI) provides services directly or through contracts, grants, or compacts to 566 federally recognized tribes with a service population of about 1.9 million American Indian and Alaska Natives, known to include populations vulnerable to human trafficking. DOI conducted investigations in Indian Country and identified human trafficking victims, continued to work in the oil-boom Bakken region of North Dakota and Montana, and assigned agents to Indian Country to address trafficking. DOJ partnered with a regional training institute to develop a course on human trafficking in Indian Country for state criminal justice officials, as well as a tribal youth peer-to-peer human trafficking curriculum. Challenges included a lack of collaboration between local law enforcement and tribal agencies, inadequate training for tribal law enforcement, the impact of criminal gangs on indigenous communities, and victims' fear in reporting trafficking to law enforcement. HHS integrated human trafficking as part of its tribal consultation and announced a funding opportunity that includes services for victims of human trafficking.

U.S. INSULAR AREAS

The U.S. insular areas consist of American Samoa, the Commonwealth of the Northern Mariana Islands (CNMI), Guam, the Commonwealth of Puerto Rico, and the U.S. Virgin Islands (USVI); federal authority over these areas resides with DOI. While the U.S. government has Compacts of Free Association with Palau, the Federated States of Micronesia, and the Republic of the Marshall Islands, they are independent of the United States and are thus discussed in separate narratives.

The territory of American Samoa is believed to be a transit and destination location for human trafficking. In FY 2013, there were no known human trafficking cases. In March 2014, the legislature in American Samoa passed the territory's first anti-trafficking law, which criminalizes human trafficking as a felony offense, with a penalty of five to 10 years' imprisonment, and a mandatory 10 years' imprisonment if a minor was involved.

CNMI is a destination and transit location for men, women, and children subjected to forced labor and sex trafficking. In February 2014, the U.S. District Court for the CNMI accepted the guilty plea of a woman for child sex trafficking and, in a separate case, sentenced a defendant for the sex trafficking of a Chinese woman at a karaoke club to 235 months in prison and ordered almost $10,000 in restitution to the victim.

The territory of Guam is a source and transit location for men, women, and children subjected to forced labor and sex trafficking. In a case proceeding from a federal sex trafficking prosecution in a prior reporting period, two Guam police officers were found guilty of local offenses for their involvement in the scheme;

one of the officers was sentenced to 30 years' imprisonment.

During the reporting period, the USAO for the Districts of Guam and the Northern Mariana Islands conducted trainings on trafficking investigations for officials in the Pacific regional community. In addition, the Guam Human Trafficking Task Force, which comprises federal and local law enforcement agencies, victim and social service providers, faith-based organizations, and other community groups, conducted workshops for medical and health professionals and engaged in community outreach efforts.

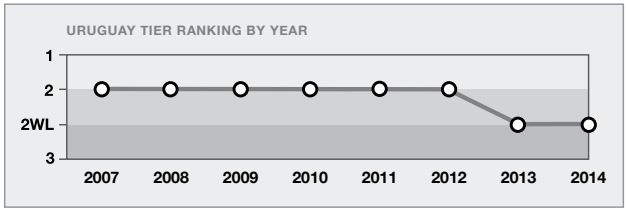
The Commonwealth of Puerto Rico is a source, transit, and destination location for men, women, and children subjected to forced labor and sex trafficking. During the reporting period, a man was arrested for allegations including human trafficking of a minor. While three sections of Puerto Rico's penal code address human trafficking and slavery, it has not been updated to reflect modern anti-trafficking laws.

USVI is a transit location for human trafficking. The Virgin Islands Code prohibits trafficking in persons. An anti-trafficking bill, still pending before the legislature, was drafted last year to update this law with criminal offenses for labor and sex trafficking, victim services, restitution, and asset forfeiture.

URUGUAY (Tier 2 Watch List)

Uruguay is a source country for women and children subjected to sex trafficking and, to a lesser extent, a transit and destination country for men, women, and children exploited in forced labor and sex trafficking. Most victims are Uruguayan women and girls exploited in sex trafficking, including as "bar girls," within the country, particularly in urban and tourist areas. Lured by fraudulent employment offers, some Uruguayan women are forced into prostitution in Spain, Italy, and Argentina. To a more limited extent, Uruguayan transgender and male youth are found in commercial sexual exploitation within the country. Foreign workers in domestic service, agriculture, and lumber processing are vulnerable to forced labor. For example, during the year more than 70 Turkish men were found working in a lumber processing plant; these men did not speak Spanish and the company employing them had not paid their salaries for three months, provided only funds for food, and did not inform the men of their legal rights within the country. Authorities continued to report that some cases of human trafficking were linked to local and international crime rings that smuggle narcotics and migrants. Uruguayan officials have identified citizens of other countries, including China and the Dominican Republic, transiting through Uruguay *en route* to Argentina as potential victims of sex and labor trafficking.

The Government of Uruguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government investigated several potential sex and labor trafficking cases and launched two public awareness campaigns with foreign government funding. Despite these efforts, the government has not shown evidence of increasing overall efforts to address human trafficking compared to the previous year; therefore, Uruguay is placed on Tier 2 Watch List for the second consecutive year. The lack of anti-trafficking data made it difficult to evaluate law enforcement efforts. Authorities convicted no trafficking offenders during the year. While authorities identified and assisted 40 potential victims of cross-border trafficking, it was unclear how many internal trafficking victims the government identified and assisted during the year, as anti-trafficking efforts were focused on transnational trafficking. The government provided limited services to victims of human trafficking outside the capital and to labor trafficking victims.



RECOMMENDATIONS FOR URUGUAY:
Intensify efforts to investigate and prosecute all forms of trafficking and convict and sentence trafficking offenders; increase funding for specialized services for trafficking victims, particularly outside the capital and for labor trafficking victims; continue to increase training for law enforcement officials, labor inspectors, prosecutors, judges, and social workers on how to identify and assist victims of sex and labor trafficking; create and implement formal guidelines for additional government officials to identify trafficking victims among vulnerable populations, including people in forced prostitution and migrant workers; implement a data collection system to maintain official statistics on trafficking cases; consider passing and enacting a law that prohibits all forms of trafficking; and enhance law enforcement and victim service coordination at the local level.

PROSECUTION
The Government of Uruguay did not demonstrate increased efforts to convict and sentence traffickers, though authorities investigated several potential trafficking cases during the reporting period. Article 78 of the immigration law, enacted in 2008, prohibits all transnational forms of trafficking, prescribing penalties of four to 16 years' imprisonment; these penalties are increased if the victim is a child or if the trafficker uses violence, intimidation, or deceit, and are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The government has never reported achieving a conviction under this law. Articles 280 and 281 prohibit forced labor occurring within Uruguay's borders, prescribing sentences ranging from two to 12 years' imprisonment for reducing a person to slavery or for imprisonment for the purposes of profiting from the coercive use of the victim's services. The government did not report any convictions under these provisions during the year. Prosecutors have relied on sexual exploitation or pimping statutes to prosecute domestic sex trafficking cases; some of these statutes prescribe lesser sentences that can be commuted to community service or fines.

Two judges in the specialized court on organized crime in Montevideo had jurisdiction over all trafficking cases performed by an organized criminal group of three or more individuals; this court lacked sufficient staffing and funding to focus on these cases. All other trafficking cases were heard by local courts with less expertise in human trafficking; NGOs reported that these courts might prosecute trafficking offenders under other statutes. The Ministry of Interior's organized crime directorate investigated some human trafficking cases, but had a limited ability to function throughout the country, and local law enforcement units investigated many sex trafficking cases outside of the capital.

There continued to be no data collection on anti-trafficking law enforcement efforts in Uruguay, in part because the country did not have a centralized system for tracking judicial cases. According to press reports and authorities, Uruguayan officials investigated several possible sex and labor trafficking cases in 2013. The government also identified an unspecified number of cases of children in prostitution during the year; the judiciary did not identify how many of these cases resulted in prosecutions. Press reports indicated that Uruguayan authorities investigated six police officers for alleged involvement in a potential sex trafficking case. The organized crime courts heard two trafficking cases in 2013. Authorities reported no trafficking convictions for the second consecutive year. The Ministry of Interior increased efforts to provide training on human trafficking to Uruguayan officials—especially police officers—in 2013 in partnership with an international organization. Authorities did not report any joint human trafficking investigations with foreign governments during the year.

PROTECTION

During the year Uruguayan authorities maintained victim protection efforts, although specialized services remained inadequate in many parts of the country and focused on sex trafficking. While labor inspectors screened for possible trafficking cases and Uruguayan officials had access to a regional guide on how to identify female victims of international sex trafficking, many officials lacked formal, written procedures for identifying trafficking victims among vulnerable populations. There were no comprehensive statistics on trafficking victims identified or assisted. The Ministry of Social Development (MIDES) reported identifying 40 possible international trafficking victims in 2013, including 19 sex trafficking victims and five labor trafficking victims. The National Institute for Children and Adolescent Affairs (INAU) identified 48 girls, 10 boys, and two transgender youth in commercial and non-commercial sexual exploitation in 2013; it was unclear how many were trafficking victims.

NGOs and some government officials noted that specialized services for trafficking victims remained weak across the country, particularly for labor trafficking victims. Uruguayan authorities reported using a regional guide on victim assistance for adult female victims of international sex trafficking, although protocols for assisting other victims were lacking. MIDES operated a unit in the capital responsible for offering psychological, social, and legal assistance to victims of crimes, including trafficking victims. MIDES continued to work with an NGO to provide specialized services to some adult female sex trafficking victims in 2013. During the reporting period, INAU established a unit to assist child victims of sexual abuse and commercial sexual exploitation; this unit was based in Montevideo, but provided mobile services to child victims in other parts of the country once a case was identified by law enforcement. There were no specialized shelters for trafficking victims in the country. Uruguayan authorities referred child victims of trafficking to shelters for at-risk youth operated by INAU, but INAU did not report how many child trafficking victims received services in these shelters during the year. The government operated shelters accessible to adult female victims of abuse, including trafficking victims, though Uruguayan authorities did not report how many adult trafficking victims received services at these shelters in 2013. Victim care services were weaker outside the capital. There were no specialized services for male trafficking victims. NGOs reported a need for long-term services such as reintegration, housing, and mental health care.

The government encouraged, but did not require victims to assist in the investigation and prosecution of trafficking offenders. While identified trafficking victims were not jailed, deported, or otherwise penalized for acts committed as a direct result of their being subjected to human trafficking, MIDES reported one case in 2013 where a court prosecuted an individual who MIDES believed to be a trafficking victim. While the government did not offer trafficking-specific legal alternatives to victims' removal to countries where they faced retribution or hardship, authorities could offer general asylum and residential work permits to foreign trafficking victims.

PREVENTION

The Government of Uruguay maintained prevention efforts and most activities were focused on sex trafficking. MIDES chaired an interagency committee that coordinated government anti-trafficking efforts, which met on a monthly basis in 2013. With foreign government funding, Uruguayan authorities launched a regional anti-trafficking awareness initiative—targeted at potential female trafficking victims—in border areas. The Uruguayan government also launched a public awareness campaign in the local press and on billboards about commercial sexual exploitation of children with foreign government funding. Authorities provided training on human trafficking to all Uruguayan diplomats. The government took actions to reduce the demand for commercial sex acts involving children and for forced labor, including by enforcing labor laws in cases involving labor exploitation of foreign domestic workers in Montevideo. In December 2013, the Uruguayan presidency issued a decree recommending tourist providers take certain measures to prevent commercial sexual exploitation of children and child sex tourism. Press articles indicated the possible existence of child sex tourism in Uruguay; however, authorities did not report any such cases being investigated or prosecuted during the reporting period. Authorities provided anti-trafficking training to Uruguayan troops prior to their deployment on international peacekeeping missions during the year.

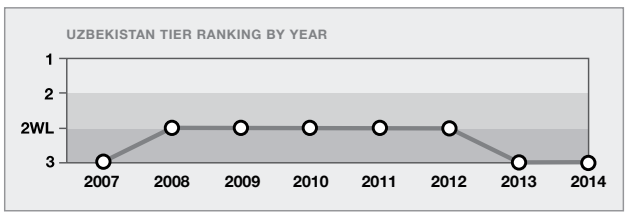
UZBEKISTAN (Tier 3)

Uzbekistan is a source country for men, women, and children subjected to forced labor and sex trafficking. Internal trafficking is prevalent in the country. Government-compelled forced labor of men, women, and children remains endemic during the annual cotton harvest. There were reports that teachers, students (including children), employees in private businesses, and others were forced by the government to work in construction, agriculture, and cleaning parks. In September and October 2013, for the first time, the Government of Uzbekistan cooperated with the ILO to monitor the cotton harvest for compliance with the Worst Forms of Child Labour Convention (No. 182). The ILO monitoring team—accompanied by government officials—verified 53 cases in violation of this Convention. The ILO concluded that it "appears to the Mission that forced child labour has not been used on a systematic basis in Uzbekistan to harvest cotton in 2013."

There were reports that some children aged 15 to 17 faced expulsion from school for refusing to pick cotton. There were additional reports that some government employees may have faced termination, and business owners faced financial pressure to require employees to pick cotton or pay for others to replace them in the fields. There were reports of injuries and several

deaths connected to the 2013 cotton harvest; for instance, a man was beaten by a government official and died the next day of a heart attack, a farmer committed suicide after a government official threatened him with imprisonment for not meeting a government-imposed quota, and a child died of electrocution after accidentally touching a live wire as she participated in the cotton harvest. Uzbekistani women and children are subjected to sex trafficking in the United Arab Emirates (UAE), Bahrain, India, Georgia, Azerbaijan, Kyrgyzstan, Russia, Greece, Turkey, Thailand, Israel, Iran, Malaysia, South Korea, Pakistan, Japan, China, Indonesia, and also internally. Uzbekistani men and women are subjected to forced labor in Kazakhstan, Azerbaijan, Russia, the UAE, Malaysia, and, to a lesser extent, Ukraine in domestic service, agriculture, and the construction and oil industries.

The Government of Uzbekistan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Government-compelled forced labor occurred during the cotton harvest, when authorities applied varying amounts of pressure on many governmental institutions, businesses, and educational institutions to organize college and lyceum students (15- to 18-year-old students completing the last three years of their secondary education), teachers, medical workers, government personnel, military personnel, and nonworking segments of the population to pick cotton in many parts of the country. For the second year in a row, the government forbade the mobilization of children under 15 and effectively enforced this decree. Allowing the ILO to monitor the cotton harvest under the Worst Forms of Child Labour Convention (182) was an encouraging step by the government. ILO and government monitors verified 53 cases of child labor during the cotton harvest. Additional progress on forced labor and forced child labor was more limited. Media continued to report a widespread mobilization in the cotton harvest in 2013. The government characterized the use of children under age 18 as sporadic and privately organized; however, the government, which has a centralized structure, reportedly punished mayors and governors for falling short of cotton production quotas. Several media outlets reported that government officials instructed Uzbekistanis to tell foreigners, if asked, that they were picking cotton of their own accord, although other observers heard reports of cotton harvesting mobilization practices from the workers themselves. There were isolated reports of attempted concealment of forced labor, including officials filling empty high school classrooms with younger students as ILO monitors approached. Law enforcement detained a journalist for 12 days after he sent photographs of the cotton harvest to an activist group. The government applied pressure in the form of legal and financial audits to foreign-funded NGOs during the reporting period; one anti- trafficking NGO was forced to temporarily suspend some of its activities when foreign funding was delayed. The government continued to address transnational sex and labor trafficking, implementing awareness campaigns about the dangers of trafficking. It operated a shelter to assist victims of both sex and labor trafficking and worked to strengthen its ties with NGOs to repatriate victims and provide services.



RECOMMENDATIONS FOR UZBEKISTAN:

Take substantive action to end the use of forced adult labor and increase action to end child labor during the annual cotton harvest; grant the ILO, its affiliated bodies, and civil society groups full, unfettered access to the annual cotton harvest; ensure full compliance with both the Worst Forms of Child Labour Convention (182) and the Abolition of Forced Labour Convention (105); continue permitting the stable foreign funding of NGOs including anti-trafficking NGOs; investigate and, when sufficient evidence exists, prosecute government officials who violate national and international labor laws, respecting due process; refrain from including language in contracts that require college students to participate in the cotton harvest; promote awareness of labor rights and develop a transparent process for registering and investigating violations of those rights; refrain from restricting repatriated trafficking victims from future travel; improve methods of identifying trafficking victims and people vulnerable to trafficking, including labor migrants and women in prostitution; improve screening of vulnerable populations to prevent unidentified victims from being punished for acts committed as a result of being trafficked; develop formal procedures to identify trafficking victims and refer them to protection services; continue to provide in-kind support to anti-trafficking NGOs to assist and shelter victims; and continue efforts to investigate and prosecute suspected trafficking offenders, respecting due process.

PROSECUTION

The Government of Uzbekistan demonstrated mixed law enforcement efforts; although it made efforts to combat sex and transnational labor trafficking, there was no similar effort to address the forced labor of adults or children aged 16 to 18 in the cotton harvest. Article 135 of the criminal code prohibits both forced prostitution and forced labor and prescribes penalties of three to 12 years' imprisonment, which are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. Uzbekistani law enforcement data are opaque and unable to be independently verified. In 2013, law enforcement agencies reported conducting 1,093 trafficking investigations, compared with 1,013 investigations in 2012. Authorities reported prosecuting 517 trafficking cases in 2013, compared with 531 in 2012, and reported that 597 people were convicted on trafficking-related offenses in 2013, compared with 626 in 2012. The government reported that 583 convicted offenders were sentenced to time in prison and 16 traffickers were sentenced to correctional labor, compared with 357 convicted offenders sentenced to time in prison in 2012. The government reported that eight farms received penalties for using child labor to pick cotton and three received warnings. The ILO and the government jointly trained Ministry of Labor and Social Protection labor inspectors, as well as other officials, on Uzbekistan's obligations under ratified ILO conventions.

Government officials' complicity in human trafficking in the cotton harvest remained prevalent. There continued to be reports that adults who did not make their quotas were subjected to ridicule or abuse by local administrators or police. Regional and local authorities applied varying amounts of pressure on government institutions, universities, and businesses to organize high school and university students, teachers, medical workers, government personnel, military personnel, private sector employees, people who allegedly committed moving vehicle violations, and local residents to pick cotton in the 2013 cotton harvest. State employees, including teachers and hospital workers, are bound by a clause in their collective bargaining

agreement to be transferred elsewhere for up to 60 days each year; this clause was used to legitimize the mobilization of public sector workers for the cotton harvest. There were several reports of children and adults subjected to physical abuse and threatened with retaliation—such as expulsion from school, loss of student housing, termination of employment, or denial of critical social benefits—if they refused to pick cotton, and authorities threatened some families who protested with police visits. The government exerted pressure on private companies to mobilize their employees for the harvest and threatened private sector workers with "taxes" and fines to compel their service. Officials reportedly instructed Uzbekistanis to tell foreigners, if asked, that they were picking cotton of their own accord, although other observers heard reports of cotton harvesting mobilization practices from the workers themselves. Experts reported that officials previously falsified or sold travel documents or exit visas, but claim this practice significantly decreased as awareness of trafficking increased among law enforcement officials.

The Government of Uzbekistan convicted critics of the regime on trafficking charges; in at least one case, the charges appeared to be unsubstantiated. In September 2013, the government convicted a human rights leader to four years' imprisonment for allegedly forcing a woman into prostitution.

PROTECTION

The Government of Uzbekistan demonstrated mixed efforts to identify, assist, and protect victims of trafficking—including efforts to assist victims of sex and international labor trafficking—and demonstrated minimal efforts to assist victims of forced labor in the cotton harvest. NGOs not affiliated with the government faced additional scrutiny in 2013, especially those receiving funds from abroad, hampering efforts to protect victims. The government does not openly acknowledge that domestic forced labor of children or adults in the cotton sector is a problem. It stated, however, that 25 children identified from the ILO monitoring of the cotton harvest received unspecified assistance.

The government did not have a systematic process to proactively identify victims and refer those victims to protective services. The government reported it recognized 1,392 people as trafficking victims in 2013, compared with 1,647 in 2012. Of these victims, 125 were exploited within the country, while the remaining victims were Uzbekistani citizens subjected to human trafficking in other countries. An international organization assisted 451 trafficking victims in 2013.

Police, consular officials, and border guards were trained to refer potential female trafficking victims returning from abroad to NGOs for services; an observer reported that repatriated victims were blacklisted from future travel. Government-provided protection services were contingent on victims assisting in investigations.

The government funded a trafficking rehabilitation center for men, women, and children that assisted 338 victims during the reporting period; it included a 30-bed shelter, nurses, a psychologist, a lawyer, and a social worker to assist victims; a sports and recreational facility was added in 2013. A minimal amount of financial assistance was also given to minors during repatriation. Victims were allowed to leave government-funded shelters, although a code of conduct forbids overnight leaves. The government did not provide direct funding to NGOs providing services to trafficking victims, but it did provide office space, venues for training programs and awareness-raising activities, as well as living and work space and free medical care for victims. Trafficking victims were eligible for medical assistance from the government; in 2013, 924 received medical examinations and follow-up care. Uzbekistani diplomatic missions abroad helped repatriate 380 victims. An NGO reported that police, consular officials, and border guards frequently referred women returning from abroad who appeared to be trafficking victims to them for services.

There were reports that potential transnational sex and labor trafficking victims who had illegally crossed the Uzbekistani border faced a criminal penalty of a substantial fine and imprisonment. Formally recognized victims were exempt by law from prosecution for acts committed as a result of being trafficked. When victims were nonetheless charged, NGOs reported success in having charges dropped. NGOs reported that victims who cooperated with law enforcement received protection, and that officials were increasingly complying with legal requirements to maintain victim confidentiality; assistance was not dependent on whether victims chose to cooperate in legal proceedings against their traffickers.

PREVENTION

The government improved anti-trafficking prevention efforts. It continued public awareness efforts on transnational sex and labor trafficking, but did not adequately inform parents and their children about Uzbekistani laws banning the use of children under 18 years of age in the annual cotton harvest. Some parents reportedly filed successful complaints with the government, although others were unsuccessful. The government demonstrated further willingness to comply with the Worst Forms of Child Labor Convention by creating the Coordination Council on the Elimination of Child Labor, which acted as an interlocutor with the ILO. The ILO reported that government officials accompanying the monitoring teams complied with their requests and appeared to be surprised to find cases of child labor in the cotton harvest. In 2013, the government instituted a consultative council, as part of its National Action Plan, on prohibition of the worst forms of child labor, under the purview of the Commission of Minors in the Cabinet of Ministers; however, local officials in at least two areas did not comply with a decree banning the use of labor by school children up to 15 years of age in the cotton harvest. The National Interagency Commission to Counteract Trafficking provided high-level, high-visibility coordination of anti-trafficking efforts and was chaired by the Prosecutor General. The bodies responsible for addressing forced labor issues included the Ministry of Labor, the Prosecutor General's Office, the Ministry of Education (monitoring and enforcing school attendance), and local commissions dealing with minors.

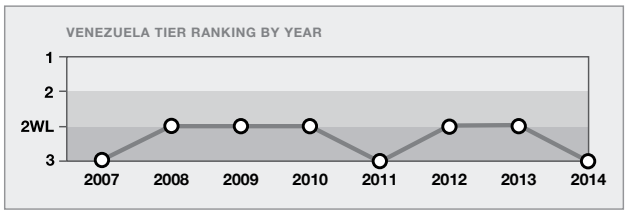
The government continued to provide venues for NGO training programs and awareness-raising activities, as well as free billboard advertising space. Ostensibly in an effort to combat human trafficking, the government required male relatives of women aged 18 to 35 departing the country to submit a statement pledging that their female relatives would not engage in illegal behavior, including prostitution, while abroad. The government did not conduct efforts to reduce the demand for commercial sex acts. Uzbekistan was reportedly a destination country for men from India engaging in sex tourism, including potential child sex tourism. The government provided training to its diplomatic staff posted abroad, and has written guidance

to prevent its nationals posted abroad from engaging in or facilitating trafficking.

VENEZUELA (Tier 3*)

Venezuela is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Venezuelan women and girls, including some lured from poor interior regions to urban and tourist centers, such as Caracas, Maracaibo, and Margarita Island, are subjected to sex trafficking within the country. Victims are often recruited through false job offers. Venezuelan women are transported from coastal areas by small boats to Caribbean islands, particularly Aruba, Curacao, and Trinidad and Tobago, where they are subjected to forced prostitution. Venezuelan children are forced to work as domestic servants within the country. Venezuelan officials have reported identifying trafficking victims from Colombia, Peru, Haiti, China, and South Africa in Venezuela. Ecuadorian children, often from indigenous communities, are subjected to forced labor in the informal sector and in domestic servitude, particularly in Caracas. There were reports that some of the estimated 30,000 Cuban citizens, particularly doctors, working in Venezuela on government social programs in exchange for the Venezuelan government's provision of resources to the Cuban government experienced forced labor. Indicators of forced labor include chronic underpayment of wages, mandatory long hours, and threats of retaliatory actions to the citizens and their families if they leave the program. During the year, Venezuelan officials identified women from Ethiopia and the Philippines in domestic servitude in Venezuela, and the South African government reported repatriating a South African woman who was a victim of domestic servitude exploited in Venezuela.

The Government of Venezuela does not fully comply with the minimum standards for the elimination of trafficking and has been placed on Tier 2 Watch List for the last two consecutive years. The Trafficking Victims Protection Act provides that a country may remain on Tier 2 Watch List for only two consecutive years, unless that restriction is waived because the government has a written plan to bring itself into compliance with the minimum standards for the elimination of trafficking. Venezuela does not have a written plan; therefore, Venezuela is deemed not to be making significant efforts to comply with the minimum standards and is placed on Tier 3. Venezuelan authorities continued to train a significant number of government officials on human trafficking. The government did not publicly document progress on prosecutions and convictions of trafficking offenders or on victim identification and assistance. Victim services appeared to remain inadequate, and the extent of efforts to investigate internal forced labor or to assist children in prostitution was unclear.



RECOMMENDATIONS FOR VENEZUELA:
Intensify efforts to investigate and prosecute cases of sex trafficking and forced labor, and convict and punish trafficking offenders; fund specialized services for trafficking victims, including child sex trafficking victims, in partnership with civil society organizations; implement formal and proactive procedures for identifying trafficking victims among vulnerable populations, such as people in prostitution, and for referring victims for care; enhance interagency cooperation, perhaps through forming a permanent anti-trafficking working group; provide publicly available information regarding government efforts to combat human trafficking; and improve data collection on anti-trafficking efforts.

PROSECUTION

The Government of Venezuela maintained limited anti-trafficking law enforcement efforts during the year, but the lack of comprehensive public data on investigations, prosecutions, and convictions made the scope and efficacy of these efforts difficult to assess. Venezuelan law prohibits most forms of human trafficking through a 2007 law on women's rights and a 2005 law on organized crime as amended in 2012; these laws prescribe punishments of 20 to 30 years' imprisonment for trafficking of women and girls, for transnational trafficking of men and boys, and for internal trafficking of men and boys when carried out by a member of an organized criminal group of three or more individuals. In cases of internal trafficking involving male victims, prosecutors could bring charges against traffickers under other statutes. Venezuela's legislature did not pass a draft anti-trafficking law, first introduced in 2010, during the year.

According to government and media websites, the government investigated and arrested individuals in several internal sex trafficking cases and in one transnational forced labor case in 2013. The government did not report how many trafficked offenders it prosecuted or convicted, if any, in 2013. In comparison, Venezuelan courts convicted at least one sex trafficking offender in 2012. The Ministry of Interior, Justice, and Peace's organized crime office (ONDOFT), sometimes in collaboration with international organizations, provided anti-trafficking training for hundreds of government officials, including law enforcement and justice officials, in 2013. Authorities did not report cooperating with foreign governments on trafficking investigations during the year. The Government of Venezuela did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Venezuela appeared to maintain minimal victim protection efforts compared to the previous year, and authorities provided minimal information about trafficking victim identification or assistance in 2013. Venezuelan authorities did not report the number of trafficking victims identified or assisted in 2013, although press and government websites reported the identification of at least two domestic servitude victims—one from the Philippines and one from Ethiopia—who were exploited by a Lebanese citizen living in Venezuela. These sources also reported government identification of several Venezuelan girls and women exploited in sex trafficking. The government did not report information on the existence of formal procedures for identifying trafficking victims among vulnerable populations, including people in prostitution, and referring them to victim services. Victim services appeared to remain limited. There were no specialized shelters for trafficking victims in the country; however, ONDOFT officials requested funding to open a dedicated shelter during the year. Government centers for victims of domestic violence or at-risk

youth reportedly were accessible to trafficking victims, though services for male victims were virtually nonexistent. NGOs offered victims specialized services, though authorities did not report referring identified victims to NGOs during the year. The government reportedly made psychological and medical examinations available to all victims of violent crime, including trafficking victims, but additional victim services—such as follow-up medical aid, legal assistance with filing a complaint, job training, and reintegration assistance—remained lacking.

There was no information made publicly available about whether the government encouraged victims to assist in the investigation and prosecution of trafficking offenders. Similarly, there were no publicly available reports of victims being jailed or penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Foreign victims who faced retribution if returned to their country of origin could apply for refugee status, but it was unclear if any victims did so in 2013. There were no publicly available reports of government assistance to repatriated Venezuelan trafficking victims during the reporting period.

PREVENTION

The Venezuelan government maintained efforts to prevent human trafficking during 2013, particularly through the continuation of public awareness events. ONDOFT was responsible for coordinating government anti-trafficking efforts and held awareness events during the year for a variety of audiences, including tourism and airport personnel, students, and indigenous communities. No permanent anti-trafficking interagency body existed, and government officials reported on anti-trafficking efforts to the media on an *ad hoc* basis. Authorities continued to distribute anti-trafficking posters and pamphlets, most of which were focused on sex trafficking of women and girls. ONDOFT trained 300 media workers during a one-day seminar on how to report on human trafficking using a victim-centered approach. There were no publicly available reports of new investigations, prosecutions, or convictions for child sex tourism offenses in 2013. The government did not report any specific activities to reduce the demand for commercial sex acts or forced labor during the year.

VIETNAM (Tier 2)

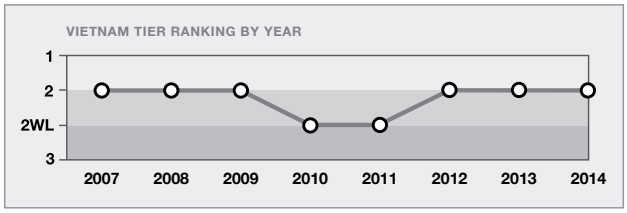
Vietnam is a major source country for men, women, and children subjected to sex trafficking and forced labor within the country and abroad. Vietnam is a source country for men and women who migrate abroad for work independently or through state-owned, private, or joint-stock labor export recruitment companies. Some are subsequently subjected to forced labor in the construction, fishing, agriculture, mining, logging, manufacturing, and other sectors primarily in Taiwan, Malaysia, South Korea, Laos, the United Arab Emirates (UAE), and Japan, and to a lesser extent in China, Thailand, Cambodia, Indonesia, the United Kingdom (UK), the Czech Republic, Cyprus, France, Sweden, Trinidad and Tobago, Costa Rica, Russia, Poland, Ukraine, Libya, Saudi Arabia, Jordan, and elsewhere in Europe, the Middle East, and North Africa. Vietnamese women and children are subjected to sex trafficking throughout Asia—particularly in China, Cambodia, and Malaysia—and in Russia. Vietnamese sex trafficking victims have also been identified in Ghana. Many victims are misled by fraudulent labor opportunities and sold to brothels on the borders of Cambodia, China, and Laos; some are subsequently sent to third countries, including Thailand and Malaysia. Some Vietnamese women who travel to China, Taiwan, Hong Kong, Macau, Singapore, or South Korea as part of internationally brokered marriages are subsequently subjected to domestic servitude, forced prostitution, or both. Debt bondage, passport confiscation, and threats of deportation are tactics commonly used to compel Vietnamese victims into servitude. Vietnamese and Chinese organized crime networks transport Vietnamese nationals, mostly children, to the UK and Denmark and subject them to forced labor on cannabis farms. Victims on the farms are lured with promises of lucrative jobs and compelled into servitude through debt bondage, threats of physical harm to themselves and their families, and fear of arrest by European authorities.

Vietnam's labor export companies, many affiliated with state-owned enterprises, and unlicensed intermediary brokers sometimes charge workers more than the fees allowed by law for the opportunity to work abroad. As a result, Vietnamese workers incur some of the highest debts among Asian expatriate workers, making them highly vulnerable to forced labor, including debt bondage. Upon arrival in destination countries, some workers find themselves compelled to work in substandard conditions for little or no pay, with large debts and no credible avenues of legal recourse. A 2013 NGO report found that migrant workers often were not given contracts or were compelled to sign contracts in languages they could not read. Recruitment companies are sometimes unresponsive to workers' requests for assistance in situations of exploitation.

Vietnamese authorities and NGOs have documented Vietnamese men, women, and children subjected to forced labor within the country. Vietnamese boys and girls, many of whom are from rural areas and some of whom are as young as 12-years-old, are subjected to sex trafficking. NGOs and government officials report traffickers increasingly target victims in remote areas of the country where trafficking awareness remains low among both citizens and officials. Children are subjected to forced street hawking, forced begging, or forced labor in restaurants in major urban centers of Vietnam; some sources report the problem was less severe in 2013 than in years past. Some Vietnamese children are victims of forced and bonded labor in factories run in urban family houses, particularly in the informal garment sector near Ho Chi Minh City, and in privately-run rural gold mines and brick factories. NGOs report that traffickers' increasing use of the internet to lure victims has led to a rising number of middle-class and urban-dwelling Vietnamese becoming victims. The most commonly reported tactic is for young men to lure young women and girls into online dating relationships; after gaining the victims' trust, they persuade them to move to a new location where they are subsequently subjected to forced labor or sex trafficking. NGOs report that the approximately 22,000 street children in Vietnam, as well as children with disabilities, are at an increased risk of trafficking. Victims are often recruited by relatives or acquaintances, and often with the knowledge, consent, or urging of close family members. The government continued to subject some drug users to forced labor in rehabilitation centers, though a 2013 law and 2014 decree, if implemented, would require that they only be placed in such centers on the basis of a court order. According to a 2012 UNICEF-funded survey on the commercial sexual exploitation of children, Vietnam is a destination for child sex tourism with perpetrators reportedly coming from Japan, South Korea, China, Taiwan, the UK, Australia, Europe, and the United States.

The Government of Vietnam does not fully comply with the minimum standards for the elimination of trafficking; however,

it is making significant efforts to do so. In July 2013, the Supreme People's Court, the Supreme People's Procuracy, the Ministry of Public Security, the Ministry of National Defense, and the Ministry of Justice issued a joint circular establishing criminal penalties for the trafficking crimes defined in Vietnam's 2012 anti-trafficking law. The joint circular went into effect in September 2013, but no cases were prosecuted under the 2012 law during the reporting period. The government issued two additional circulars and one decree providing additional guidance for implementation of the anti-trafficking law's protection and prevention provisions. Vietnamese authorities continued to prosecute and convict transnational sex trafficking offenders. Media sources reported the convictions of 20 individuals for their involvement in sex trafficking and forced labor in Tay Ninh province in December 2013. Many officials lacked an adequate understanding of the definition of trafficking, particularly labor trafficking, which often resulted in their failure to identify victims or pursue criminal investigations in cases. The Government of Vietnam did not provide adequate remedies to overseas workers who experienced debt bondage or other forms of forced labor.



RECOMMENDATIONS FOR VIETNAM:

Using provisions of the new anti-trafficking law, vigorously prosecute all forms of trafficking and convict and punish traffickers—especially in cases involving forced labor; actively monitor labor recruitment companies and enforce regulations against practices that contribute to trafficking, including the imposition of excess fees; significantly increase training for officials on provisions of the anti-trafficking law, with a specific focus on identifying and investigating cases of forced labor and cases occurring wholly within Vietnam; immediately cease the practice of forcing Vietnamese drug users into commercial labor in government-run drug rehabilitation centers; adopt policies for the proactive identification and provision of assistance to victims among vulnerable groups, such as migrant workers, individuals in prostitution, and child laborers, and train relevant officials in the use of such procedures; support efforts of international organizations or other stakeholders to research and report on trafficking trends in Vietnam, including the public release of research findings; improve interagency cooperation on anti-trafficking efforts in order to monitor and evaluate efforts in the implementation of the national plan of action; improve data collection and data sharing at the national level on trafficking prosecutions, particularly labor-related prosecutions; support awareness-raising programs that reduce stigma and promote reintegration of trafficking returnees; and implement and support a visible anti-trafficking awareness campaign directed at those who solicit adults and children in the sex trade.

PROSECUTION

The Government of Vietnam sustained law enforcement efforts to combat the transnational sex trafficking of Vietnamese women and girls but made minimal progress in prosecuting labor trafficking offenses. Vietnam's 2012 anti-trafficking law expanded Articles 119 and 120 of the country's penal code to specifically define and prohibit sex and labor trafficking. In July 2013, the Supreme People's Court, the Supreme People's Procuracy, the Ministry of Public Security, the Ministry of National Defense, and the Ministry of Justice issued a joint circular establishing criminal penalties for the trafficking crimes prohibited in this law, though no cases were prosecuted using the expanded definition of trafficking in the 2012 law. With the issuance of the circular, the law now prescribes punishments of two to seven years' and three to 10 years' imprisonment, respectively, which are sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape.

Vietnam's central data collection systems remained inadequate, resulting in inconsistencies in anti-trafficking law enforcement and victim identification statistics among relevant agencies. The government reported that 697 suspected traffickers were arrested, 512 defendants were prosecuted under pre-existing articles of the penal code, and 420 offenders were convicted and sentenced in 2013, a decrease from 490 offenders convicted in 2012. All convicted offenders received sentences of at least three years' imprisonment. Despite the provisions of the 2012 anti-trafficking law, the Government of Vietnam primarily pursued labor trafficking cases as administrative violations under the country's labor laws, which do not provide criminal penalties. The government did not provide information on the number of labor trafficking cases it prosecuted. In December 2013, media sources reported that 20 individuals were convicted for their involvement in forcing 40 women to work in a karaoke bar in Tay Ninh province, though it is not known whether any of the convictions were for forced labor. Media sources also reported officials participated in joint investigations and rescue operations in China, Cambodia, and Laos, and officials reported such cooperation led to arrests of four traffickers in Vietnam from information provided by the Chinese government; however, NGOs reported that international law enforcement cooperation remained weak. NGOs also reported many officials were not adequately trained to identify and address cases of human trafficking, particularly labor trafficking, and that provincial officials at times chose not to pursue trafficking prosecutions due to budgetary constraints. A lack of coordination among provinces and across enforcement agencies working on trafficking hampered overall law enforcement progress. Contract disputes between Vietnamese workers and their Vietnam-based labor recruitment companies or companies overseas—including for fraudulent recruitment and conditions indicative of forced labor—were left largely to the companies to resolve. Although workers have the legal right to take cases to court, in practice few have the resources to do so, and there is no known record of a Vietnamese labor trafficking victim successfully achieving compensation in court.

NGOs report trafficking-related corruption continued to occur, primarily at the local level, with corrupt officials at border crossings and checkpoints accepting bribes from traffickers and officials opting not to intervene on victims' behalf when family relationships existed between traffickers and victims. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking offenses.

PROTECTION

The Vietnamese government continued efforts to protect victims subjected to transnational sex trafficking, but efforts to identify, and provide protection to, labor trafficking victims or domestic victims remained inadequate. The government had a formal procedure for victim identification, but it did not employ that

procedure to proactively identify victims among at-risk groups, such as women arrested for prostitution, migrant workers returning from abroad, and child laborers; victim identification efforts remained poor throughout the country. Police, border guard officials, marine police, and Vietnamese personnel in overseas diplomatic posts have the authority to certify victims. Officials at times conflated trafficking with smuggling, resulting in a failure to identify victims who willingly migrated abroad. The government certified 982 victims of trafficking in 2013, 871 of whom were identified abroad and repatriated to Vietnam.

The Ministry of Labor, Invalids, and Social Affairs (MOLISA) provided services and reintegration support to 300 trafficking victims, and 349 victims received assistance from NGOs. The government continued to act as a perpetrator of forced labor, subjecting some drug users to forced labor in rehabilitation centers. In July 2013, the Law on Administrative Sanctions came into effect, outlining provisions for placing drug users in rehabilitation facilities as a result of judicial processes. Nonetheless, during the year, the government continued to forcibly refer drug users to detention facilities in which some were subjected to forced labor. Authorities have formal procedures for receiving trafficking victims identified within Vietnam or in other countries and referring them to care, though in practice this system did not always work effectively, and some victims did not have access to services.

The government did not provide adequate legal protection or assistance to victims of forced labor in Vietnam or abroad. Vietnam maintained labor attachés at their embassies in nine countries receiving large numbers of documented Vietnamese migrant workers; however, Vietnamese diplomatic personnel lacked sufficient training and oversight to address instances of trafficking. There have been reports in past years that some embassy officials failed to protect Vietnamese trafficking victims abroad. Vietnam lacked diplomatic representation or bilateral agreements with some countries where Vietnamese citizens were subjected to trafficking, leaving victims in these countries without access to government assistance. The government did not provide data about individual cases in which diplomatic or consular officials identified or assisted Vietnamese workers subjected to trafficking abroad. Although workers have the right in principle to sue labor export companies, there has been no indication of victims filing such claims in Vietnamese courts.

The Vietnam Women's Union (VWU), in partnership with NGOs and with foreign donor funding, continued to operate three shelters, one of which was trafficking-specific, in urban areas; the shelters provided counseling and vocational training to women and girls who were sex trafficking victims. Local officials operated four assessment centers that receive and refer victims. At times, victims were housed in MOLISA social protection centers that provide services to a wide range of vulnerable groups, although in many areas these centers are underfunded and lack appropriately trained personnel to assist trafficking victims. There are no shelters or services specifically dedicated to assisting male victims or child victims of any form of trafficking, and there are no shelters or services specifically for victims of labor trafficking. Existing shelters reportedly provided services to some male and child victims. During the year, the government issued two inter-ministerial circulars increasing protections to victims; one established roles and responsibilities for border guards and marine police to address trafficking and one increased the maximum one-time government cash subsidy to trafficking victims to the equivalent of approximately $70. The government did not provide statistics on the number of victims who received this benefit.

The government reportedly encouraged victims to assist in the prosecution of their traffickers, although victims were often reluctant to participate in investigations or trials due to the social stigma attached to being a trafficking victim—particularly if they had been in prostitution—as well as fear of retribution in their local communities, fear of punishment for illegal acts committed in the course of being trafficked, and a lack of incentives for participation. Vietnamese law protects trafficking victims from being prosecuted for actions taken as a direct consequence of being trafficked; however, lack of awareness of this prohibition on the part of some officers and inadequate efforts to proactively identify victims may have led to the treatment of some victims as criminals. The government did not offer foreign victims legal alternatives to their removal to countries where they faced retribution or hardship.

PREVENTION

The Government of Vietnam continued some efforts to prevent human trafficking, but it took other actions that interfered with the ability of public and private stakeholders to combat trafficking, particularly labor trafficking. During the year, the government suppressed the release of a report of an international organization's research, which assesses the scope of labor trafficking in the country and of Vietnamese citizens abroad—an area in which lack of data impedes anti-trafficking progress. The government has a five-year national action plan on trafficking, active until 2015, and with a budget allotment the equivalent of approximately $15 million; in January 2013, the National Steering Committee on Human Trafficking, which led implementation of the plan, was subsumed into the newly-established Steering Board for Crime Prevention and Control, chaired by the deputy prime minister. The government conducted anti-trafficking awareness campaigns through online media, community based anti-trafficking posters, government-sponsored radio and television programs, workshops, billboards, pamphlets, school programs, and neighborhood meetings. The government suspended the licenses of two recruitment companies and fined eight additional companies for violations of regulations related to sending workers overseas. It issued a decree providing guidance for refusal of marriage registrations where elements of trafficking or fraud are suspected. However, its overall efforts to regulate recruitment companies and marriage brokers remained weak. In December 2013, MOLISA introduced regulations setting a minimum and maximum pre-departure fee and deposit system for Vietnamese workers departing the country for work abroad, ranging from the equivalent of approximately $300 to $3,000. If enforced, the fee ceiling could decrease the debt burden experienced by some workers; however, the mandatory fee and deposit scheme also increases overseas workers vulnerability to debt bondage. The government conducted a media campaign against prostitution, targeting potential consumers of commercial sex acts. It did not make efforts to reduce the demand for forced labor.

YEMEN (Tier 3)

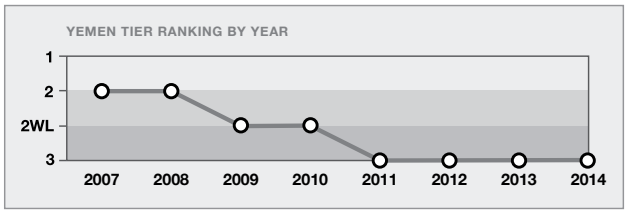
Yemen is a country of origin and, to a lesser extent, a transit and destination country for men, women, and children subjected to forced labor, and women and children subjected to sex trafficking. Some Yemeni children, mostly boys, migrate to

the Yemeni cities of Aden and Sana'a, or travel across the northern border to Saudi Arabia and, to a lesser extent, to Oman, where they are subjected to forced labor in domestic service, small shops, or as beggars. Some of these children are forced into prostitution by traffickers, border patrols, other security officials, and their employers once they arrive in Saudi Arabia; some children are forced to smuggle drugs into Saudi Arabia. Some Yemeni children are recruited as combatants by armed groups, including Houthi militias and tribal forces. A 2011 Saudi study reported that most beggars in Saudi Arabia were Yemenis between the ages of 16 and 25. From June to December 2013, an international organization reported a total of 235,016 Yemeni migrant workers were deported from Saudi Arabia and returned to Yemen through the al-Tuwal border crossing. Many of those who were deported remain displaced in Yemen without access to food, shelter, and medical services. These individuals are highly vulnerable to exploitation, including human trafficking, in Yemen. The Yemeni government and international NGOs estimate that there are approximately 1.7 million child laborers under the age of 14 in Yemen, some of whom are subjected to forced labor. Yemeni girls are subjected to sex trafficking within the country and in Saudi Arabia. Girls as young as 15-years-old are exploited for commercial sex in hotels and clubs in the governorates of Sana'a, Aden, and Taiz. The majority of child sex tourists in Yemen are from Saudi Arabia, with a smaller number possibly originating from other Gulf nations. Some Saudi men used legally-contracted "temporary marriages" for the purpose of sexually exploiting Yemeni girls—some reportedly as young as 10-years-old; some are subjected to sex trafficking or abandoned on the streets of Saudi Arabia. Civil society organizations report that as a result of the dire economic situation in Yemen, particularly in the north, sex trafficking of Yemeni children increased during 2012 and 2013. In addition, some sources report that the practice of chattel slavery continues in Yemen. While no official statistics exist detailing this practice, sources report that there could be 300 to 500 men, women, and children sold or inherited as slaves in Yemen, including in the Al-Zohrah district of Al-Hudaydah Governorate, west of Sana'a, and the Kuaidinah and Khairan Al-Muharraq districts of the Hajjah Governorate, north of the capital. While there is no clear evidence of the use of force for this recruitment, poverty, lack of education, and cultural mores increase vulnerability for trafficking.

Despite a 1991 law requiring that members of the armed forces be at least 18 years of age, credible reports indicated that children under 18 joined the official government armed forces—as well as militias—during the country-wide civil unrest in 2011. The number of child soldiers reportedly increased in 2013 as armed groups continued to recruit minors into their ranks. Some families supportive of Houthi rebels, including those residing in locations outside Houthi control, send their children to Sa'ada to be trained by the Houthis in the use of arms to serve in their militias. During the reporting period, there were reports of underage recruits in military uniforms manning military checkpoints and carrying weapons. The Popular Committees in the Abyan Governorate used boys between the ages of 13 and 17 to guard checkpoints, while in the north, NGOs reported that children were being recruited in the Sa'ada Governorate by both Houthi and Salafi factions. Al-Qa'ida in the Arabian Peninsula (AQAP) recruited boys for combat operations against military and security forces.

Yemen is also a transit and destination country for women and children primarily from the Horn of Africa for sex trafficking and forced labor. Ethiopian and Somali women and children travel voluntarily to Yemen with the hope of working in other Gulf countries, but some are subjected to sex trafficking or domestic servitude in Yemen. Others migrate based on fraudulent offers of employment as domestic servants in Yemen, but upon arrival are subjected to sex trafficking or forced labor. Some female Somali refugees are forced into prostitution in Aden and Lahj governorates, and Yemeni and Saudi gangs traffic African children to Saudi Arabia. Smugglers capitalize on the instability in the Horn of Africa to subject Africans to forced labor and prostitution in Yemen. Some refugees and migrants from the Horn of Africa who voluntarily transit Yemen *en route* to Saudi Arabia and other Gulf countries are abandoned in Yemen and abused by traffickers. There are an increasing number of Syrian refugees in Yemen. An international organization estimates there are approximately 14,000 refugees in 2013. Syrian refugee women begging in the streets in Yemen are highly vulnerable to forced labor and sex trafficking.

The Government of Yemen does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not provide law enforcement data on its anti-trafficking efforts, nor did it investigate or prosecute government officials complicit in trafficking-related crimes. The government did not institute formal procedures to identify victims of trafficking, nor did it provide protection services, such as shelter, to victims. However, the government worked with an international organization and NGOs to facilitate the repatriation of thousands of Ethiopian migrants, some of whom were trafficking victims, in 2013. The government also took some steps to prevent the forcible recruitment of children into the armed forces. Yemen continued to face serious challenges that severely impeded the government's efforts to combat trafficking, including weak government institutions, systemic corruption, economic problems, substantial internal security threats, limited control of much of the countryside, and poor law enforcement capabilities.



RECOMMENDATIONS FOR YEMEN:

Enact and implement anti-trafficking legislation that prohibits all forms of trafficking; significantly increase law enforcement efforts against sex and labor trafficking of women, men, and children; make greater efforts to stop the forcible recruitment of child soldiers and provide protection and rehabilitation services to demobilized children; take measures to investigate and eradicate the practice of chattel slavery in Yemen; institute a formal victim identification mechanism to identify and refer trafficking victims to protection services; provide adequate protection, including shelter, to all victims of trafficking; investigate and prosecute government employees complicit in trafficking-related offenses; continue to work with international organizations and NGOs to identify and provide protection to trafficking victims; ensure the victims of trafficking are not punished for acts committed as a direct result of being subjected to human trafficking, such as immigration or prostitution violations; implement educational and public awareness campaigns on trafficking, and continue to implement awareness campaigns against the recruitment of child soldiers; adopt and dedicate resources to the national

plan of action to combat trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government made no discernible law enforcement efforts against human trafficking. The absence of a law criminalizing all forms of human trafficking, as well as the government's continued conflation of trafficking and smuggling, impeded efforts to investigate and prosecute trafficking offenders. The government's inter-ministerial National Technical Committee to Combat Human Trafficking drafted anti-trafficking legislation with the assistance of an international organization; this draft legislation was approved by the cabinet but awaited parliamentary endorsement at the end of the reporting period. Article 248 of Yemen's penal code prescribes up to 10 years' imprisonment for any person who "buys, sells, or gives as a present, or deals in human beings; and anyone who brings into the country or exports from it a human being with the intent of taking advantage of him." This statute's prescribed penalty is commensurate with penalties prescribed for other serious crimes, such as rape; however, its narrow focus on transactions and movement means that many forms of forced prostitution and forced labor are not criminalized. Article 161 of the Child Rights Law criminalizes the prostitution of children. The government did not report efforts to investigate, prosecute, convict, or punish trafficking offenses during the year. However, approximately 100 individuals were reportedly referred to prosecution for sex trafficking crimes in Aden, some of which involved victims under the age of 18; however, the details of these cases were unclear. The government made no known efforts to investigate or punish the practice of chattel slavery. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, despite allegations that local government and security officials willfully ignored trafficking crimes taking place in their areas of responsibility. In addition, officials continued to use children in the government armed forces. In October and December 2013, the Ministry of Human Rights, in coordination with an international organization, conducted two anti-trafficking training seminars for police officers and other government officials.

PROTECTION

The government made few discernible efforts to identify and protect trafficking victims. The government failed to proactively identify and provide adequate protection services to victims of trafficking among vulnerable groups, such as women in prostitution and foreign migrants. As a result, the government did not ensure that victims of trafficking were not inappropriately incarcerated, fined, or otherwise penalized for unlawful acts committed as a direct result of being trafficked, such as prostitution or immigration violations. The Ministry of Interior's Women and Children Unit produced formal standard operating procedures to guide officials in proactive identification of victims of trafficking among high-risk persons with whom they come in contact; it is unclear, however, if authorities implemented and received training on these procedures. The government did not identify or provide adequate protection services to trafficking victims, but it coordinated with NGOs, an international organization, and the Ethiopian government to repatriate a reported 7,970 Ethiopian nationals, an unspecified number of whom were trafficking victims, in 2013 ; the government also waived exit visa fees for those repatriated to Ethiopia. Although these victims were housed in the Ministry of Interior's detention center in Sana'a while awaiting repatriation, they were allowed to enter and exit the center at will. The government did not encourage victims to assist in investigations or prosecutions of their traffickers. The government did not provide assistance to its nationals who were repatriated from foreign countries as victims of trafficking. While the government acknowledged the use of child soldiers and agreed to a UN action plan to end the practice, the government did not make efforts to remove child soldiers from the military and provide them with protective or rehabilitation services.

PREVENTION

The government made limited efforts to prevent trafficking. The Ministry of Human Rights, in coordination with an international organization, drafted but did not finalize, a national strategy for combating human trafficking, which includes raising awareness, increasing cooperation between Yemen and neighboring countries, training officials in victim identification, and instituting procedures to protect and provide assistance to victims. The government conducted awareness campaigns in major cities and near military camps against the recruitment of child soldiers. In September 2013, the government also approved an action plan that called for the immediate release of children serving in governmental forces and their reintegration into society; however, the Ministry of Defense did not provide data on the number of children who were released and reintegrated. Moreover, an NGO reported that there was no significant progress on the reintegration of child soldiers into society. The government did not take any measures to reduce the demand for commercial sex acts, forced labor, nor address the problem of child sex tourism. Yemen is not a party to the 2000 UN TIP Protocol.

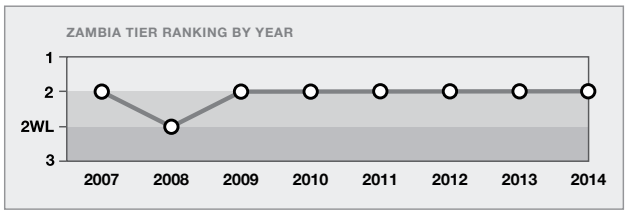
ZAMBIA (Tier 2)

Zambia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Most trafficking occurs within the country's borders and involves women and children from rural areas exploited in cities in domestic servitude or other types of forced labor in the agriculture, textile, mining, and construction sectors, as well as in small businesses such as bakeries. Zambian children may be forced by *jerabo* gangs, who work in the illegal mining sector, to load stolen copper ore onto trucks in the Copperbelt Province. Children are also recruited and transported from villages, brought to cities, and made to serve as guides for groups of blind beggars. While orphans and street children are the most vulnerable, children of affluent village families are also vulnerable to trafficking because sending children to the city for work is perceived to confer status. Zambian boys and girls are recruited into prostitution by women formerly engaged in prostitution and subsequently exploited by truck drivers in towns along the Zimbabwean and Tanzanian borders and by miners in the growing mining town of Solwezi. Zambian boys are taken to Zimbabwe for prostitution and women and girls are exploited in forced prostitution in South Africa.

Zambia is a transit and destination country for victims of many nationalities. Women and children from Zimbabwe, Malawi, and Mozambique are forced into labor or prostitution after arriving in Zambia. Chinese, Indian, and Lebanese nationals are exploited in forced labor in textile factories and bakeries. Chinese and Indian men are recruited to work in Chinese-owned mines

in Zambia's Copperbelt Province, where they are reportedly kept in conditions of forced labor by mining companies. Chinese traffickers brought in a growing number of Chinese women and underage girls for sexual exploitation in brothels and massage parlors in Lusaka that cater to local Chinese clientele; traffickers used front companies that posed as travel agencies to lure Chinese victims and coordinated this exploitation with Zambian facilitators and middle men. The transnational labor trafficking of Indians, Pakistanis, and Bangladeshis through Zambia for use in construction in South Africa continued and was linked to criminal groups based there. In 2013, victims from the Democratic Republic of the Congo (DRC), Zambia, Bulgaria, and India were identified in Zambia. During the year, an increasing number of Ethiopians, Somalis, and Egyptians arrived in Zambia for unknown purposes. Ugandan, Somali, and Zambian nationals, including children, have been intercepted while being smuggled through Zambia; some may become victims of trafficking upon reaching South Africa.

The Government of Zambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. For the second consecutive year, the government more than doubled both its anti-trafficking budget—to the equivalent of approximately $180,000—and its number of labor inspectors. The government provided in-kind support to enable the completion of two shelter upgrades and provided counseling, paralegal assistance, and regularization of immigration status for 11 victims. The government investigated six trafficking cases and initiated prosecutions of three suspected offenders; however, it failed to convict any traffickers during the year. While the government investigated cases involving a small number of victims from Zambia or neighboring countries, it failed to criminally investigate more organized trafficking operations involving foreign companies and traffickers responsible for forced labor in the mining, construction, and agricultural sectors. Large companies and foreign governments influenced officials, who were complicit in ongoing trafficking crimes. The failure to seriously address internal trafficking—including child prostitution and domestic servitude—stymied anti-trafficking progress in the country.



RECOMMENDATIONS FOR ZAMBIA:

Implement the 2008 anti-trafficking act by ensuring the use of a broad definition of human trafficking that does not rely on evidence of movement, but rather focuses on exploitation, consistent with the 2000 UN TIP Protocol; amend the trafficking law so that force, fraud, or coercion are not required for cases involving children under the age of 18 to be considered sex trafficking crimes; investigate and prosecute internal trafficking cases, including child prostitution and forced labor as well as the forced labor of adults in the mining, construction, and agricultural sectors; continue to train police, immigration officials, prosecutors, and judges on investigating and prosecuting trafficking crimes; train all labor inspectors on trafficking indicators; differentiate the process of victim identification from the prosecution of cases; develop bilateral cooperation agreements with additional governments in the region, including the DRC and South Africa; formalize and implement victim identification and referral procedures; screen children accused of crimes for evidence of coercion by traffickers; continue to improve government services for trafficking victims through the establishment of additional shelters; improve coordination among service providers to prevent detention of male victims and facilitate their placement in shelters; begin use of the new database to compile information on human trafficking cases and trends for use by all stakeholders; and continue to conduct public awareness campaigns.

PROSECUTION

The Government of Zambia maintained anti-trafficking law enforcement efforts, initiating three prosecutions. Although the anti-trafficking act of 2008 criminalizes some forms of human trafficking, contrary to international law, it requires the use of threat, force, intimidation, or other forms of coercion for a child to be considered a sex trafficking victim. The act prescribes penalties ranging from 20 years' to life imprisonment, which are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

The government investigated six potential trafficking cases and initiated the prosecution of three trafficking suspects. One case involved a Zambian girl trafficked to Tanzania for purposes of domestic servitude; the suspected recruiter and exploiter remained in jail awaiting trial under trafficking charges. In another case, an Indian woman entered an arranged marriage with a male Indian resident in Zambia and was brought into the country; upon arrival, he forced her into prostitution. She escaped and reported her case to the Zambian police, but refused to seek criminal charges; a settlement was reached, and her husband paid for her return home. Three of the four prosecutions initiated in 2012 remained pending prosecution, while the victim dropped the charges in the fourth case. These cases involved women and girls from neighboring countries brought to Zambia for domestic servitude and sexual exploitation and one Zambian intercepted *en route* to South Africa for similar purposes. In 2013, police intercepted a group of 30 Malawian women and children in Lusaka with false identification and immigration documents; officials believed they were intended for exploitation, but were unable to apprehend the suspected offenders.

The government failed to dedicate adequate attention to internal trafficking cases, including Zambian children in prostitution and domestic servitude or forced labor in the mining and agricultural sectors. As in 2011 and 2012, in 2013, the government investigated only one potential case of internal trafficking. This 2013 case involved a Zambian girl in domestic servitude and resulted in an out-of-court settlement. Generally, criminal investigations into forced child labor offenses or cases in which victims were not moved across borders were rare; the Ministry of Labor and Social Security (MLSS) Child Labor Unit cited mediation with parents as the usual process for handling child labor cases. The government failed to criminally investigate or prosecute companies responsible for labor trafficking in the mining and agricultural sectors; large or foreign companies and foreign governments exerted influence over officials, inhibiting criminal prosecution of offenders suspected of forced labor abuses in these sectors. For example, a Bulgarian woman claimed forced labor occurred in a Lusaka casino, run by a Greek national; bribes to local officials interfered in the outcome of this case. Official complicity and a failure to convict alleged traffickers remained concerns.

With the assistance of a donor-funded program, the government completed development of a database to track trafficking case data and revised police intake forms to collect this data. Police used these forms in all stations, and the database was live in two police stations as part of an initial pilot. Training covering the 2008 anti-trafficking act is included in all law enforcement courses at the police academy, as are investigation techniques and procedures to identify and protect victims. During the year, 41 new police, immigration, drug enforcement, and revenue authority officials received this training. One hundred and ten prosecutors and paralegals also received training, 13 of whom will now serve as trainers. The Zambian government continued to increase its law enforcement partnerships in the region, holding joint permanent commissions and signing cooperation agreements with several countries in the region covering procedural and operational matters related to transnational organized crime. During the year, the government signed cooperation agreements with Mauritius, Malawi, and Mozambique.

PROTECTION

The government continued to increase capacity to provide victim protection through the completion of upgrades to two shelters. It continued to rely on international organizations and local NGOs to provide the majority of victim care, with only modest in-kind support. Officials identified at least nine potential victims in 2013 and continued to provide assistance to two foreign victims identified in the previous reporting period. IOM assisted eight of these victims, the majority of whom were referred by officials; government officials provided routine assistance in these cases, including counseling, court preparation, or regularization of immigration status for victims. For example, the Ministry of Community Development, Mother and Child Health (MCDMCH) provided counseling to at least two victims and drew on existing social assistance programs to assist an unknown number of potential victims being moved through Zambia *en route* to South Africa. The government provided some direct services, including medical care and counseling, to an unknown number of trafficking victims through both the government-run university teaching hospital in Lusaka and NGO-run community response centers, which were staffed by the Victim Support Unit officials.

The government continued use of its national referral mechanism finalized in the previous reporting period; according to officials and service providers, the mechanism has improved the operational referral process within Lusaka and provincial areas. The development of the formal procedures for victim identification remained lacking. In 2013, the UN Joint Program on Human Trafficking (UNJPHT) coordinated with the national secretariat on the development of a manual for law enforcement officers and prosecutors to ensure effective implementation of the 2008 anti-trafficking act; the manual covers how to build effective relationships with victim witnesses and encourage their participation in trials.

In order to increase the availability of shelter options for victims, the government oversaw efforts to complete upgrades to two shelters in Lusaka and Kasama, Northern Province, both staffed by an NGO; the government provided furniture and infrastructure to the centers, while the UNJPHT supported the building renovations. These shelters are in addition to the 40-person capacity shelter operated by the MCDMCH in Luapula province, completed in 2012. In 2013, MCDMCH also began construction on a new shelter in Kapiri Mposhi, a key transit point on the border with Tanzania. MCDMCH oversaw the placement of victims at these shelters. Other shelters, including orphanages, were used to temporarily house victims. NGO shelters did not provide accommodation for male victims over the age of 14; they were accommodated only on an *ad hoc* basis and sometimes jailed alongside their traffickers for months at a time. Zambia's Minimum Standard Guidelines on Protection of Victims of Trafficking, which established minimum requirements for victim care, mandated shelter upgrades.

Officials encouraged victims to assist in the investigation and prosecution of traffickers. During the year, the government, through its VSU, provided paralegal assistance to at least four victims. The government offered legal alternatives to the removal of victims to countries where they may face hardship or retribution. Zambian immigration provided a temporary residency permit to regularize the stay of one undocumented Congolese trafficking victim identified in the previous reporting period; she remained in a Zambian shelter pending the prosecution of her suspected trafficker. The government partnered with IOM to repatriate four victims. Zambia immigration provided exit permits and social welfare staff conducted family tracing, conducted risk assessments, and coordinated with officials in countries of origin to ensure continued protection for such victims. Nonetheless, foreign victims were often deported before they could serve as court witnesses. During the year, three potential foreign victims were detained in a Lusaka prison; social welfare officials facilitated their release and collaborated with IOM on their repatriation.

PREVENTION

The Zambian government maintained its strong efforts to prevent trafficking. It continued implementation of its 2012-2015 national action plan to combat trafficking, in partnership with NGOs and international organizations. The government's efforts are coordinated through the national secretariat, which met twice in 2013. In March 2013, the deputy minister of home affairs convened the national committee, a higher-level policy making body than the national secretariat, which did not meet again until December 2013—limiting its effective oversight of efforts during the year. The 2014 national budget funds meetings of the national committee for the upcoming year and includes allocations for MCDMCH and MLSS to conduct trafficking awareness raising campaigns. During the year, officials coordinated anti-trafficking awareness campaigns through radio programs, community forums, and distribution of informational materials in Chililabombwe, Kapiri Mposhi, and Sesheke—border towns and areas known to be high-risk for transnational crime.

During the year, MLSS more than doubled its number of labor officers from 48 to 108; new officers did not receive anti-trafficking training. MLSS officials began a review of the Employment Act to determine how to best address the fact that the law does not adequately address potential abuses in the informal sector, including domestic service. MLSS conducted training for domestic worker recruitment agencies to assist the agencies in detecting trafficking situations and ensuring workers are aware of their rights. Nonetheless, MLSS failed to develop a systematic means to monitor and investigate those allegedly responsible for fraudulent recruitment. MLSS-sponsored district-level labor networks—comprising labor, immigration, police, and social welfare officers—conducted awareness campaigns, tracked information on cases of labor trafficking, and referred victims to services; five such networks were created in 2013

and, at the end of the reporting period, networks existed in 24 of 103 districts. The government did not make efforts to reduce the demand for commercial sex acts during the reporting period. Although Zambian peacekeepers received training not to engage in commercial sex, the government did not provide anti-trafficking training to Zambian troops prior to their deployment abroad on international peacekeeping missions in 2013.

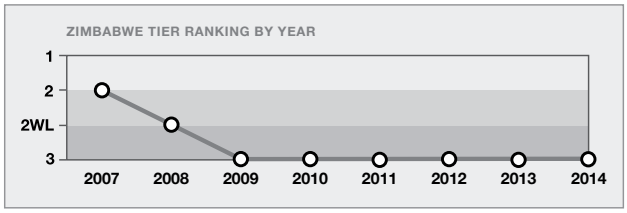
ZIMBABWE (Tier 3)

Zimbabwe is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Women and girls from Zimbabwean towns bordering South Africa, Mozambique, and Zambia are subjected to prostitution in brothels that cater to long-distance truck drivers on both sides of the borders. Some victims of sex trafficking are subsequently transported across the border to South Africa where they suffer continued exploitation. Zimbabwean men, women, and children are subjected to forced labor in agriculture and domestic service in the country's rural areas, as well as domestic servitude and sex trafficking in cities and towns. Family members recruit children and other relatives to travel from rural areas to cities, where they are subjected to domestic servitude or other forms of forced labor after arrival; some children, particularly orphans, are lured with promises of education or adoption. Children are forced to labor in the agricultural and mining sectors or to carry out illegal activities, including drug smuggling. Additionally, the practice of *ngozi*, or giving of a family member to another family to avenge the spirits of a murdered relative, creates a vulnerability to trafficking. The individuals given to the wronged family, often girls, are sometimes forced to labor for, and/or marry a member of the new family.

Zimbabwean men, women, and children migrate to South Africa, where some are forced to labor for months on farms, construction sites, or in mines without pay before their employers report them to authorities for deportation. Much of this migration to South Africa is seasonal. Many Zimbabwean women and some children willingly migrate to South Africa, often with the assistance of taxi drivers who transport them to the border at Beitbridge or nearby. Some of the migrants are then transferred to criminal gangs that subject them to violent attacks, rape, deception, and, in some cases, forced prostitution in Musina, Pretoria, Johannesburg, or Durban. Zimbabwean women and men are lured into exploitative labor situations in Angola, Botswana, Mozambique, the United Arab Emirates, Malaysia, Nigeria, South Korea, and South Africa with false offers of employment in agriculture, construction, information technology, and hospitality; some subsequently become victims of forced labor, and some women become victims of forced prostitution. Women and girls are also lured to Zambia, China, Egypt, the United Kingdom, and Canada and subjected to sex trafficking. There has been an increase in reports of trafficking cases involving Zimbabwean women lured to China under the pretense of professional and hospitality-sector jobs; reports indicate some of these women are subjected to sex trafficking.

Men, women, and children from countries including Bangladesh, Somalia, India, Pakistan, the Democratic Republic of the Congo, Malawi, Mozambique, and Zambia are transported through Zimbabwe *en route* to South Africa; some of these migrants are trafficking victims. Women and children from border communities in neighboring countries are subjected to trafficking in Zimbabwe for exploitation in prostitution and forced labor, including domestic servitude. Zambian boys are subjected to prostitution in Zimbabwe. South Asians are victims of forced labor in Zimbabwe and South Africa following fraudulent recruitment as part of mining investment schemes through which they become indebted to a trafficking ring. Chinese nationals are reportedly forced to labor in restaurants in Zimbabwe. Chinese construction and mining companies reportedly employ practices indicative of forced labor, including verbal, physical, and sexual abuse, and various means of coercion to induce work in unsafe or otherwise undesirable conditions.

The Government of Zimbabwe does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. During the reporting period, it acceded to the 2000 UN TIP Protocol, issued temporary regulations that criminalize certain human trafficking crimes, and initiated two prosecutions. Government efforts to investigate and prosecute trafficking offenses and convict traffickers remained weak. The government provided no law enforcement statistics on investigations of suspected forced labor and sex trafficking crimes during the reporting period and continued to lack laws that criminalize all forms of trafficking. Parastatal organizations were complicit in trafficking, and official corruption was rampant. The government made minimal efforts to protect trafficking victims, instead relying on non-governmental organizations to identify and assist victims. It has yet to create a national action plan to combat human trafficking as mandated by the January 2014 temporary regulations.



RECOMMENDATIONS FOR ZIMBABWE:

Pass permanent anti-trafficking legislation consistent with the 2000 UN TIP Protocol that does not define trafficking as requiring movement; increase efforts to investigate and prosecute trafficking offenses; convict and punish trafficking offenders using existing legislation; formalize procedures for identifying victims and transferring them to the care of appropriate governmental or non-governmental service providers; train officials on victim identification and referral procedures and relevant legislation; provide financial or in-kind support to NGOs and international organizations offering victim services; develop and implement a national action plan to combat trafficking; incorporate trafficking crimes into police procedures for recording and reporting crime data; and raise awareness of human trafficking and the availability of assistance for victims.

PROSECUTION

The Government of Zimbabwe increased anti-trafficking law enforcement efforts by issuing temporary regulations to establish certain trafficking offenses and initiating prosecutions in two cases. In January 2014, President Robert Mugabe issued the Presidential Powers (Temporary Measures) (Trafficking in Persons Act) Regulations, 2014; this regulation has legal effect for a maximum of 180 days, through July 2014. The temporary measure prohibits some forms of sex and labor trafficking and mandates the establishment of centers for trafficking victims and an inter-ministerial anti-trafficking committee. The terms "trafficking in persons" and "exploitation" are not clearly defined

in these regulations, which define some non-trafficking offenses as trafficking and, contrary to international law, transportation of the victim is a necessary element of the crime of trafficking. The regulations prescribe punishments of not less than 10 years' imprisonment and, with aggravating circumstances, up to imprisonment for life, penalties that are sufficiently stringent and commensurate with those for other serious crimes, such as rape. In March 2014, Parliament began consideration of draft permanent anti-trafficking legislation; this legislation remained pending at the close of the reporting period.

Zimbabwe's Labor Relations Amendment Act prohibits forced labor and prescribes punishments of up to two years' imprisonment; these penalties are not sufficiently stringent. The Criminal Law (Codification and Reform) Act prohibits procuring a person for unlawful sexual conduct, inside or outside of Zimbabwe, but prescribes less than stringent penalties of up to two years' imprisonment. The Act also prohibits coercing or inducing anyone to engage in unlawful sexual conduct with another person by threat or intimidation, prescribing sufficiently stringent penalties of one to five years' imprisonment. Pledging a female for forced marriage or to compensate for the death of a relative or any debt or obligation is punishable under the Act, with penalties of up to two years' imprisonment. None of these penalties are commensurate with penalties prescribed for other serious crimes, such as rape.

The government did not vigorously investigate and prosecute trafficking offenses. The Zimbabwe Republic Police's Victim Friendly Unit (VFU) has responsibility for investigating cases involving women and children and referring victims to support services; however, the VFU did not provide information on the number of trafficking investigations it conducted during the year. In January and March 2014, the government initiated its first two prosecutions under the temporary regulations. The first case involved a woman charged with fraudulently recruiting 22 Zimbabwean women for employment as housemaids in Saudi Arabia. The second case involved a defendant who allegedly recruited two women for employment as cross-border merchandise traders in Angola and forced them into prostitution after arrival. In March 2014, media reported a potential third case involving two women who forced two Zimbabwean girls into prostitution; however, the two women were not charged with trafficking crimes. The government reported no trafficking convictions during the reporting period.

Corruption in law enforcement and the judiciary remained a serious and unaddressed problem that impairs the effectiveness of anti-trafficking efforts. Media report that parastatal organizations were complicit in trafficking; the government failed to investigate or otherwise address such allegations during the reporting period. For example, in a high profile case, a government-affiliated company failed to pay 366 workers for three months of work and subjected them to various forms of abuse—indicators of forced labor. In January 2014, a Zimbabwean court ordered the company owners to provide the workers with back pay. A separate government-owned company failed to pay wages to coal workers for several months in 2013, and the workers did not receive their back pay. The government did not initiate any prosecutions in that case. Victims reportedly refused to report or pursue cases of trafficking out of fear that their traffickers could bribe police or judges. Anecdotal evidence indicated a limited government involvement in, and tolerance of, trafficking on a local level and at border crossings. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. The government did not provide anti-trafficking training to law enforcement officials. The Ministry of Labor and Social Security had a taskforce that was charged with investigating Chinese construction companies suspected of abusive employment practices—possibly including forced labor—and ensuring overall compliance with Zimbabwean labor law. This taskforce failed to take concrete action during the year.

PROTECTION

The Zimbabwean government made inadequate efforts to protect trafficking victims, instead relying on NGOs and IOM to identify and assist victims. The government did not report the total number of trafficking victims it identified or assisted during the reporting period. Government officials reported identifying 22 potential victims related to one ongoing trafficking prosecution and two potential victims in another; however, it was unclear what services the government provided these victims. It was also unclear what services the government provided victims identified by NGOs. Law enforcement authorities did not employ procedures—such as formal written guidelines—to proactively identify victims or refer them to protection services. Under the temporary regulation, police have primary responsibility for identifying victims.

The temporary anti-trafficking regulations call for the establishment of a center for victims of human trafficking in each province of Zimbabwe; however, the government has yet to fund or create the centers. Five existing government-run shelters offered long-term accommodations to vulnerable and orphaned children, including an unknown number of potential child trafficking victims. Children had access to health services, counseling, and some educational services at these shelters. The government referred two potential child labor trafficking victims from the Democratic Republic of Congo to NGOs that provided the victims shelter. It facilitated the return of a Zimbabwean sex trafficking victim from China by assisting with her travel documents, interviewing her, and conducting an investigation of her case, which remained ongoing at the end of the reporting period. The government may have detained and deported potential trafficking victims due to a lack of proactive victim identification procedures. The government did not provide foreign trafficking victims with temporary or permanent resident status or any other legal alternatives to their removal to countries where they might face retribution or hardship.

PREVENTION

The government increased efforts to prevent trafficking, taking initial steps to reorganize and confront the crime. Zimbabwe acceded to the 2000 UN TIP Protocol in December 2013. The Ministry of Home Affairs is the lead government agency to combat human trafficking; in October 2013, the government also established a position in the President's Office to focus on trafficking issues. An inter-ministerial committee tasked with advancing anti-trafficking legislation was ineffective, meeting only once during the reporting period. The January 2014 temporary regulations call for the establishment of a new inter-ministerial anti-trafficking committee to draft a national action plan to combat trafficking; this new committee had yet to meet or create such a plan at the end of the reporting period. The government did not fund any training on ways to combat human trafficking for government officials during the reporting period, though government officials participated in trainings sponsored by civil society and international organizations. In May 2013, government officials participated in a two-day technical workshop organized by an international organization to help draft anti-trafficking

legislation. The government launched no trafficking awareness campaigns during the reporting period. The government did not provide information on any efforts it may have made to ensure that its military personnel deployed abroad on international peacekeeping missions did not facilitate or engage in human trafficking. It did not make efforts to reduce the demand for commercial sex acts or forced labor.

SOMALIA (Special Case)

Somalia remains a Special Case for the twelfth consecutive year. During the reporting period, the Federal Government of Somalia (FGS) controlled Mogadishu, but had limited influence outside the capital city. The self-declared independent Republic of Somaliland and semi-autonomous Federal State of Puntland retained control of security and law enforcement in their respective regions. In August 2013, federal officials and Jubaland regional leaders agreed to establish the Interim Juba Administration in southern Somalia. The FGS focused on capacity-building and securing Mogadishu and government facilities from attacks by the al-Qaeda-affiliated terrorist organization al-Shabaab, which retained control of many rural areas in southern and central Somalia. The African Union Mission in Somalia (AMISOM) commenced a new round of military operations in early March 2014 to recover al-Shabaab-controlled territory. The government possessed minimal capacity to investigate and prosecute most crimes, including human trafficking. In addition, officials across Somalia generally lacked an understanding of trafficking crimes, which they often conflated with smuggling. Justice was primarily provided through military courts. Civilian courts remained limited in number and capacity but functioned during the year. Many Somalis continued to rely on the traditional justice system. Due to capacity constraints, Somali authorities struggled to address human trafficking, yielding minimal results in terms of prosecution, protection, and prevention efforts in all regions.

Scope and Magnitude: Somalia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Information regarding trafficking in Somalia remains extremely difficult to obtain or verify. Victims are reportedly primarily trafficked within the country from Somalia's southern and central regions to the regions of Puntland and Somaliland in the north. In Somaliland, women act as recruiters and intermediaries to take victims to Puntland State, Djibouti, and Ethiopia for domestic servitude or sex trafficking. Somali women and girls may also endure sex trafficking in Garowe, Las Anod (Sool region), and pirate towns such as Harardheere. Pirates also use children aged 15 to 17 to carry out their illegal activities. Although pirate groups continued to decline in numbers and influence in 2013, stakeholders indicated that these criminal groups turned towards human smuggling and trafficking as alternative income sources. In Somali society, Somali Bantus and Midgaan remain marginalized and sometimes kept in servitude by more powerful Somali clan members as domestic workers, farm laborers, and herders. Due to poverty and an inability to provide care for all family members, some Somalis willingly surrender custody of their children to people with whom they share familial ties and clan linkages; some of these children may become victims of forced labor or sex trafficking. Most child laborers work within their own households or family businesses. Somalia remains a predominantly pastoral and nomadic society, with only 30 percent of children estimated to attend school. Children may be forced into labor in agriculture, domestic work, herding livestock, selling or portering *khat* (a mild narcotic), crushing stones, or in the construction industry.

Somalia has more than 1.1 million internally displaced persons (IDP) within its territory. "Gatekeepers" in control of some IDP camps reportedly force girls and women to provide sex acts in exchange for food and services available within the camps. At times, they charge rent or fees for otherwise-free basic services and sell the area they control within a camp to other "gatekeepers," establishing a cycle of debt for IDPs that makes them vulnerable to inherited bondage. Additionally, displaced persons in camps or congregated along coastal areas and seeking to be smuggled to nearby African countries, Europe, or the Middle East remain particularly vulnerable to trafficking. Traffickers reportedly prey on young women and children, mostly IDPs from southern and central Somalia, at marketplaces and in the streets, falsely promising them lucrative jobs outside Somalia. IDPs within these camps claimed that clan, regional, and government armed forces, as well as al-Shabaab, recruited from these camps.

Traffickers smuggle Somali women, sometimes via Djibouti, to destinations in the Middle East, including Yemen and Syria, where they frequently endure domestic servitude or forced prostitution. Somali men experience conditions of forced labor as herdsmen and workers in the Gulf states. Traffickers smuggle children to Saudi Arabia through Yemen and then force them to beg on the streets. Reports of human smuggling remain geographically widespread in Somalia, including along its long coastline. Reports suggest that traffickers use the same networks and methods as those used by smugglers. Dubious employment agencies facilitate human trafficking by targeting individuals desiring to migrate to the Gulf states or Europe for employment. Migration via Puntland and Yemen to Saudi Arabia appeared less viable in 2013 due to Saudi Arabia's strengthened border enforcement and the forced return of tens of thousands of reportedly illegal migrants. NGOs and international organizations reported that Somalis increasingly sought to move to other destinations in Africa, including Kenya and South Africa. Authorities in Somaliland reported an increase in the smuggling or kidnapping of children and unemployed university graduates, who later move through Ethiopia and Sudan and perhaps are held hostage by networks in Libya *en route* to Europe and other destinations in the Middle East. NGOs estimated 50 young people were smuggled out of Somaliland each month, some of whom may be trafficking victims. During the year, the Government of Tanzania investigated 14 Somali businessmen reportedly using forged documents to facilitate the smuggling of Somalis to South Africa and Europe. Members of the Somali diaspora use false offers of marriage to lure unsuspecting victims, many of whom include relatives, to Europe or the United States, where they force them into prostitution and domestic servitude.

Traffickers reportedly subject Somali children fleeing al-Shabaab and seeking refuge in Kenya to forced labor or sexual exploitation. Refugee children at the Dadaab and Kakuma refugee camps in Kenya may also encounter exploitation in prostitution and forced labor. Trucks transporting goods from Kenya to Somalia return to Kenya with young girls and women; traffickers acquire these young girls and women and place them in brothels in Nairobi or Mombasa or send them to destinations outside Kenya. Somali traffickers known as "*makhalis*" control the networks, but truck drivers also exploit these girls in prostitution.

The estimated 20,000 undocumented Ethiopians in northern Somalia remain vulnerable to trafficking as they seek

employment in Puntland and Somaliland to fund subsequent travel to the Middle East. Traffickers smuggle Ethiopian women through Somalia to Yemen and onward to other destinations in the Middle East, where they subsequently force them into domestic servitude and prostitution. Ethiopian children travel to Somaliland seeking employment but may end up begging on the streets or vulnerable to other forms of forced labor.

Child Soldiers: During the year, the Somali National Security Forces (SNSF), anti-Shabaab militias, and AMISOM forces continued their offensive against al-Shabaab. The Federal Government of Somalia expressed full commitment to eliminating the use of child soldiers among the ranks of the SNSF and made incremental progress on the Child Soldier National Action Plan, including signing the standard operating procedures for children separated from armed groups in February 2014. The SNSF also promulgated a Code of Conduct that, among other provisions, prohibited recruitment of anyone under 18-years-old into the military services. Nonetheless, according to UN reports, the SNSF recruited or used children during the period of April to December 2013. In addition, reports indicated that Somaliland and AMISOM forces also allegedly used children for support during the year. Most Somalis lacked birth certificates. Without an established birth registration system, verifying claims of recruitment and use of child soldiers remained difficult, except in the most blatant circumstances involving al-Shabaab terrorists.

Throughout areas beyond state control, al-Shabaab frequently recruited children as young as 8-years-old for use by its militias through abduction or deception. This terrorist group continued forced recruitment at both Koranic schools and other educational facilities, and punished teachers and parents who refused to send their children to its training camps. Recruitment also took place in IDP and Kenya-based refugee camps. Al-Shabaab continued to use children for direct participation in hostilities and other support functions in southern and central Somalia, including for planting roadside bombs and other explosive devices, serving as human shields during incursions, carrying out assassinations, providing intelligence, portering, and working in domestic service or in raising cash crops. The UN reported al-Shabaab's recruitment, from April to September 2013, of over 178 children, including through abduction. Al-Shabaab also forcibly recruited young girls and forced them to "marry" al-Shabaab militia leaders; the girls were subsequently exploited in sexual servitude and used for logistical support and intelligence gathering.

Government Efforts: Somaliland and Puntland authorities made efforts during the reporting period to combat trafficking. Due to capacity constraints and the ongoing campaign to degrade al-Shabaab and secure Mogadishu, the FGS lacked trafficking awareness, proper training, resources, and the ability to effectively prosecute trafficking offenses, protect victims, or prevent the crime. The pre-1991 penal code (applicable at the federal and regional levels) outlaws forced labor and other forms of trafficking in persons. Article 455 prohibits and penalizes slavery, prescribing penalties of five to 20 years' imprisonment. Article 464 prohibits forced labor, prescribing penalties of six months' to five years' imprisonment. Article 457 prohibits the transferring, disposing, taking possession, or holding of a person, and prescribes penalties of three to 12 years' imprisonment. All of these penalties appear sufficiently stringent. Article 408(1) prohibits compelled prostitution of a person through violence or threats, prescribing penalties of two to six years' imprisonment, which appears sufficiently stringent but not commensurate with those prescribed for other serious crimes, such as rape. The constitution, which remains provisional until the holding of a national referendum for a permanent version, prohibits slavery, servitude, trafficking, and forced labor under Article 14. Article 29(6) prohibits the use of children in armed conflict, and Article 405 prohibits all forms of prostitution. The Somali National Police retained responsibility for investigating and enforcing such laws; however, they remained understaffed and undertrained and—representative of the challenges across the judicial system generally—lacked capacity to enforce these laws effectively in 2013. The federal government did not investigate or prosecute trafficking crimes during the reporting period.

The Puntland State administration and Somaliland possessed functioning legal systems and some law enforcement capacity. In Puntland, the Ministry of Women Development and Family Affairs oversaw anti-trafficking efforts, and the police force in Garowe operated an anti-trafficking unit, though it lacked proper training. Provisions under Islamic law in Puntland criminalize the murder of smuggled or trafficked persons, prescribing penalties of between one and five years' imprisonment. In March 2013, Puntland police intercepted seven girls kidnapped from south-central Somalia destined for Hargeisa, Somaliland, for unknown purposes; the police arrested the two men transporting the girls, although the resolution of this case remained unknown at the close of the reporting period.

Laws in Somaliland prohibit forced labor, involuntary servitude, and slavery. The Ministry of Labor and Social Affairs in Somaliland operated a specialized unit to respond to suspected trafficking cases, and police and immigration officers played an active role in anti-trafficking efforts. Somaliland officials made efforts to convict human smugglers—including those potentially intending to exploit migrants in forced labor or sex trafficking upon their final destination. In November 2013, Somaliland officials arrested four Somaliland military personnel for the alleged smuggling of 11 Somalis from south-central Somalia into Ethiopia. Officials did not provide additional details on this case, including whether these adults appeared destined for forced labor at their final destinations. In addition, in April 2013, a Somaliland court in Gabiley sentenced nine men, convicted of human trafficking, to between three to six months' imprisonment; although officials reported that these men participated in a network moving Somalis to Libya and other destinations, it remained unclear if the workers who were being smuggled were intended for exploitation upon arrival.

No governmental entity utilized formal procedures for the proactive identification of victims; however, in 2013, officials from Puntland and Somaliland continued to develop a referral process to guide officials in transferring trafficking victims detained, arrested, or placed in protective custody to NGOs that provided care. No governmental entity provided protective services to victims of trafficking, although IOM and local organizations provided reintegration services to rescued trafficking victims in Puntland and Somaliland. Neither the federal government nor the regional governments of Somaliland and Puntland provided financial or in-kind assistance to organizations assisting victims. In Puntland, IOM staff trained officials on victim identification and assistance procedures. These organizations also placed child victims with families for care.

The Puntland Ministry of Women and Children received the seven girls intercepted in March 2013 and conducted family tracing. In October 2013, Somaliland authorities worked with IOM and its donor-supported Migration Response Center

in Hargeisa to establish a mobile health clinic for the IDPs surrounding Mahamed Mooge settlement and a rehabilitation center for 150 street children. In addition, in June 2013, the Somaliland Ministries of the Interior and Resettlement, Rehabilitation, and Reintegration cooperated with Ethiopian immigration officials to assist in the IOM-funded voluntary return of 42 migrants stranded at the Migration Response Center in Hargeisa. Nonetheless, Somaliland officials appeared overwhelmed with humanitarian cases and illegal immigration from Ethiopia, which often hindered identification and protection of potential trafficking victims. Government officials provided no data clarifying whether children who involuntarily engaged in prostitution or the commission of crimes across Somali territory gained protection from charges of crime under Somali law. There were no legal alternatives to the removal of foreign trafficking victims from Somalia to countries where they may face hardship or retribution; however, government officials identified no foreign victims during the year.

Information on FGS efforts to protect trafficking victims remained limited. Since December 2013, Saudi Arabia has forcibly returned to Mogadishu 28,000 Somalis deemed to have been illegally present in Saudi Arabia, some of whom may have been trafficking victims. The Somali government cooperated with IOM to respond to this large-scale deportation and possible *refoulement*, but did not provide any funding to support provision of assistance nor reintegration programming. In 2013, UNICEF and officials with the Ministries of National Security and Defense developed referral procedures for the reception and handover of children identified to have been associated with al-Shabaab. FGS Ministers signed these standard operating procedures in February 2014. In addition, the SNSF cooperated with UNICEF to refer potential child soldiers to rehabilitation programs. The FGS, in partnership with UN agencies and AMISOM, developed and began to implement a comprehensive strategy for the screening, rehabilitation, and reintegration of al-Shabaab defectors; following immediate screening of children, the guidelines of the program require the children be transferred to UNICEF for placement in rehabilitation programs. The SNSF promulgated a Code of Conduct that prohibited recruitment of individuals under 18 years of age.

Authorities across Somalia made minimal efforts to prevent trafficking during the year. In 2013, Puntland authorities partnered with IOM to establish an anti- trafficking coordinating body and raise awareness. Given the reported increase in youth leaving Somaliland, in June 2013, the President of Somaliland established a seven-member migration prevention and job creation committee to stem illegal migration of Somalis. Officials also advocated for increased school enrollment and began cooperation with Ethiopia to intercept human smugglers. The Ministry of Labor and Social Affairs conducted awareness campaigns across Somaliland, engaging with religious leaders, youth, and civil society organizations. In 2013, the FGS began implementation of the UN-sponsored action plan to address the recruitment and use of child soldiers, signed by the former transitional federal government in July 2012. Overall implementation of the action plan remained limited—with inaction on key items, such as the creation of child protection units. SNSF officials and African Union doctors continued to use medical checks and interviews to screen for underage candidates during recruitment, though it continued to prove difficult to verify the age of candidates lacking a birth certificate or other documentation. In 2012, no funding was provided to agencies for labor inspections, and no inspectors were employed to enforce labor laws. Authorities across Somalia did not make any discernible efforts to reduce the demand for forced labor or commercial sex acts. Somalia is not a party to the 2000 UN TIP Protocol.

RELEVANT INTERNATIONAL CONVENTIONS

Country	UN Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labor	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour	ILO Convention 189, Domestic Workers, 2011
	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification	Ratification
Afghanistan			X		X(a)		X(a)		X	
Albania	X	X	X		X(a)		X(a)	X	X	
Algeria	X	X	X		X(a)		X(a)	X	X	
Angola			X		X(a)		X(a)	X	X	
Antigua & Barbuda		X	X	X	X			X	X	
Argentina	X	X	X	X	X	X	X	X	X	X
Armenia	X	X	X	X	X	X	X	X	X	
Australia	X	X	X	X	X	X	X	X	X	
Austria	X	X	X	X	X	X	X	X	X	
Azerbaijan	X	X	X	X	X	X	X	X	X	
Bahamas	X	X	X					X	X	
Bahrain		X(a)	X		X(a)		X(a)	X	X	
Bangladesh			X	X	X	X	X	X	X	
Barbados	X		X					X	X	
Belarus	X	X	X		X(a)		X(a)	X	X	
Belgium	X	X	X	X	X	X	X	X	X	
Belize		X(a)	X	X	X	X	X	X	X	
Benin	X	X	X	X	X	X	X	X	X	
Bhutan				X	X	X	X			
Bolivia	X	X	X	X	X		X(a)	X	X	X
Bosnia & Herzegovina	X	X	X	X	X	X	X	X	X	
Botswana	X	X	X		X(a)	X	X	X	X	
Brazil	X	X	X	X	X	X	X	X	X	
Brunei			X		X(a)					
Bulgaria	X	X	X	X	X	X	X	X	X	
Burkina Faso	X	X	X	X	X	X	X	X	X	
Burma		X(a)	X		X(a)			X		
Burundi	X	X	X		X(a)	X	X	X	X	
Cabo Verde	X	X	X		X(a)		X(a)	X	X	
Cambodia	X	X	X	X	X	X	X	X	X	
Cameroon	X	X	X	X		X	X	X	X	
Canada	X	X	X	X	X	X	X	X	X	
Central African Rep.		X(a)	X	X	X	X		X	X	
Chad		X(a)	X	X	X	X	X	X	X	
Chile	X	X	X	X	X	X	X	X	X	
China (PRC)		X(a)	X	X	X	X	X			
Colombia	X	X	X	X	X	X	X	X	X	

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	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification	Ratification
Comoros			X		X(a)			X	X	
Congo, Rep. of	X		X		X(a)		X(a)	X	X	
Congo (DRC)		X(a)	X		X(a)	X	X	X	X	
Costa Rica	X	X	X	X	X	X	X	X	X	X
Cote d'Ivoire		X(a)	X		X(a)		X(a)	X	X	
Croatia	X	X	X	X	X	X	X	X	X	
Cuba		X(a)		X	X	X	X	X	X	
Cyprus	X	X	X	X	X	X	X	X	X	
Czech Republic	X		X	X	X	X	X	X	X	
Denmark	X	X	X	X	X	X	X	X	X	
Djibouti		X(a)	X	X	X	X	X	X	X	
Dominican Republic	X	X	X		X(a)	X		X	X	
Ecuador	X	X	X	X	X	X	X	X	X	X
Egypt	X	X	X		X(a)		X(a)	X	X	
El Salvador	X	X	X	X	X	X	X	X	X	
Equatorial Guinea	X	X	X		X(a)			X	X	
Eritrea					X(a)		X(a)	X	X	
Estonia	X	X	X	X	X	X	X	X	X	
Ethiopia		X(a)	X		X(a)	X		X	X	
Fiji			X	X		X		X	X	
Finland	X	X(A)	X	X	X	X	X	X	X	
France	X	X	X	X	X	X	X	X	X	
Gabon		X(a)	X	X	X	X	X	X	X	
Gambia, The	X	X	X	X	X	X		X	X	
Georgia	X	X	X		X(a)		X(a)	X	X	
Germany	X	X	X	X	X	X	X	X	X	X
Ghana		X(a)	X	X		X		X	X	
Greece	X	X	X	X	X	X	X	X	X	
Guatemala		X(a)	X	X	X	X	X	X	X	
Guinea		X(a)	X		X(a)			X	X	
Guinea-Bissau	X	X	X	X	X	X		X	X	
Guyana		X(a)	X		X(a)		X(a)	X	X	X
Haiti	X	X	X	X		X		X	X	
Honduras		X(a)	X		X(a)		X(a)	X	X	
Hungary	X	X	X	X	X	X	X	X	X	
Iceland	X	X	X	X	X	X	X	X	X	
India	X	X		X	X	X	X	X	X	

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	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification	Ratification
Indonesia	X	X	X	X	X	X	X	X	X	
Iran			X		X(a)	X		X	X	
Iraq		X(a)	X		X(a)		X(a)	X	X	
Ireland	X	X	X	X		X	X	X	X	
Israel	X	X	X	X	X	X	X	X	X	
Italy	X	X	X	X	X	X	X	X	X	X
Jamaica	X	X	X	X	X	X	X	X	X	
Japan	X		X	X	X	X	X	X		
Jordan		X(a)	X	X	X	X	X	X	X	
Kazakhstan		X(a)	X	X	X	X	X	X	X	
Kenya		X(a)	X	X		X	X	X	X	
Kiribati		X(a)	X					X	X	
Korea (DPRK)										
Korea, Rep. Of	X		X	X	X	X	X			
Kuwait		X(a)	X		X(a)		X(a)	X	X	
Kyrgyz Republic	X	X	X		X(a)		X(a)	X	X	
Laos		X(a)	X		X(a)		X(a)	X		
Latvia	X	X	X	X	X	X	X	X	X	
Lebanon	X	X	X	X	X	X		X	X	
Lesotho	X	X	X	X	X	X	X	X	X	
Liberia		X(a)	X	X		X		X	X	
Libya	X	X	X		X(a)		X(a)	X	X	
Lithuania	X	X	X		X(a)	X	X	X	X	
Luxembourg	X	X	X	X	X	X	X	X	X	
Macedonia	X	X	X	X	X	X	X	X	X	
Madagascar	X	X	X	X	X	X	X	X	X	
Malawi		X(a)	X	X	X	X	X	X	X	
Malaysia		X(a)	X		X(a)		X(a)	X		
Maldives			X	X	X	X	X	X	X	
Mali	X	X	X		X(a)	X	X	X	X	
Malta	X	X	X	X	X(a)	X	X	X	X	
Marshall Islands										
Mauritania		X(a)	X		X(a)			X	X	
Mauritius		X(a)	X	X	X	X	X	X	X	X
Mexico	X	X	X	X	X	X	X	X	X	
Micronesia (FSM)		X(a)		X	X	X				

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	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification	Ratification
Moldova	X	X	X	X	X	X	X	X	X	
Mongolia		X(a)	X	X	X	X	X	X	X	
Montenegro		X(a)	X		X(a)		X(a)	X	X	
Morocco		X(a)	X	X	X	X	X	X	X	
Mozambique	X	X	X		X(a)		X(a)	X	X	
Namibia	X	X	X	X	X	X	X	X	X	
Nepal			X	X	X	X	X	X	X	
Netherlands, The	X	X(A)	X	X	X	X	X	X	X	
New Zealand	X	X	X	X	X	X	X	X	X	
Nicaragua		X(a)	X		X(a)		X(a)	X	X	X
Niger	X	X	X	X	X		X(a)	X	X	
Nigeria	X	X	X	X	X	X	X	X	X	
Norway	X	X	X	X	X	X	X	X	X	
Oman		X(a)	X		X(a)		X(a)	X	X	
Pakistan			X	X	X	X		X	X	
Palau										
Panama	X	X	X	X	X	X	X	X	X	
Papua New Guinea			X					X	X	
Paraguay	X	X	X	X	X	X	X	X	X	X
Peru	X	X	X	X	X	X	X	X	X	
Philippines	X	X	X	X	X	X	X	X	X	X
Poland	X	X	X	X	X	X	X	X	X	
Portugal	X	X	X	X	X	X	X	X	X	
Qatar		X(a)	X		X(a)		X(a)	X	X	
Romania	X	X	X	X	X	X	X	X	X	
Russia	X	X	X	X	X	X	X	X	X	
Rwanda	X	X	X		X(a)		X(a)	X	X	
St. Lucia		X(a)	X	X	X	X	X	X	X	
St. Maarten								X		
St. Vincent & the Gren.	X	X	X		X(a)		X(a)	X	X	
Saudi Arabia	X	X	X		X(a)		X(a)	X	X	
Senegal	X	X	X	X	X	X	X	X	X	
Serbia	X	X	X	X	X	X	X	X	X	
Seychelles	X	X	X	X	X	X	X	X	X	
Sierra Leone	X		X	X	X	X	X	X	X	
Singapore			X			X	X	X		

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	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification, Accession (a)	Ratification	Ratification	Ratification
Slovakia	X	X	X	X	X	X	X	X	X	
Slovenia	X	X	X	X	X	X	X	X	X	
Solomon Islands			X	X		X		X	X	
Somalia			X			X		X	X	
South Africa	X	X	X		X(a)	X	X	X	X	X
South Sudan			X					X	X	
Spain	X	X	X	X	X	X	X	X	X	
Sri Lanka	X		X	X	X	X	X	X	X	
Sudan			X		X(a)	X	X	X	X	
Suriname		X(a)	X	X	X	X		X	X	
Swaziland	X	X	X		X(a)		X(a)	X	X	
Sweden	X	X	X	X	X	X	X	X	X	
Switzerland	X	X	X	X	X	X	X	X	X	
Syria	X	X	X		X(a)		X(a)	X	X	
Tajikistan		X(a)	X		X(a)		X(a)	X	X	
Tanzania	X	X	X		X(a)		X(a)	X	X	
Thailand	X	X	X		X(a)		X(a)	X	X	
Timor-Leste		X(a)	X		X(a)		X(a)	X		
Togo	X	X	X	X	X	X	X	X	X	
Tonga										
Trinidad & Tobago	X	X	X					X	X	
Tunisia	X	X	X	X	X	X	X	X	X	
Turkey	X	X	X	X	X	X	X	X	X	
Turkmenistan		X(a)	X		X(a)		X(a)	X	X	
Uganda	X		X		X(a)		X(a)	X	X	
Ukraine	X	X	X	X	X	X	X	X	X	
United Arab Emirates		X(a)	X					X	X	
United Kingdom	X	X	X	X	X	X	X	X	X	
United States	X	X	X	X	X	X	X		X	
Uruguay	X	X	X	X	X	X	X	X	X	X
Uzbekistan	X	X	X		X(a)		X(a)	X	X	
Venezuela	X	X	X	X	X	X	X	X	X	
Vietnam		X(a)	X	X	X	X	X	X		
Yemen			X		X(a)		X(a)	X	X	
Zambia		X(a)	X	X		X		X	X	
Zimbabwe		X(a)	X		X(a)		X(a)	X	X	

TRAFFICKING VICTIMS PROTECTION ACT: MINIMUM STANDARDS FOR THE ELIMINATION OF TRAFFICKING IN PERSONS

Trafficking Victims Protection Act of 2000, Div. A of Pub. L. No. 106-386, § 108, as amended.

(1) The government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking.

(2) For the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex trafficking is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault.

(3) For the knowing commission of any act of a severe form of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense.

(4) The government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons.

INDICIA OF "SERIOUS AND SUSTAINED EFFORTS"

(1) Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons, and convicts and sentences persons responsible for such acts, that take place wholly or partly within the territory of the country, including, as appropriate, requiring incarceration of individuals convicted of such acts. For purposes of the preceding sentence, suspended or significantly reduced sentences for convictions of principal actors in cases of severe forms of trafficking in persons shall be considered, on a case-by-case basis, whether to be considered as an indicator of serious and sustained efforts to eliminate severe forms of trafficking in persons. After reasonable requests from the Department of State for data regarding investigations, prosecutions, convictions, and sentences, a government which does not provide such data, consistent with the capacity of such government to obtain such data, shall be presumed not to have vigorously investigated, prosecuted, convicted or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

(2) Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked, including by providing training to law enforcement and immigration officials regarding the identification and treatment of trafficking victims using approaches that focus on the needs of the victims.

(3) Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons, measures to establish the identity of local populations, including birth registration, citizenship, and nationality, measures to ensure that its nationals who are deployed abroad as part of a diplomatic, peacekeeping, or other similar mission do not engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking, a transparent system for remediating or punishing such public officials as a deterrent, measures to prevent the use of forced labor or child labor in violation of international standards, effective bilateral, multilateral, or regional information sharing and cooperation arrangements with other countries, and effective policies or laws regulating foreign labor recruiters and holding them civilly and criminally liable for fraudulent recruiting.

(4) Whether the government of the country cooperates with other governments in the investigation and prosecution of severe forms of trafficking in persons and has entered into bilateral, multilateral, or regional law enforcement cooperation and coordination arrangements with other countries.

(5) Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes (or, to the extent such extradition would be inconsistent with the laws of such country or with international agreements to which the country is a party, whether the government is taking all appropriate measures to modify or replace such laws and treaties so as to permit such extradition).

(6) Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one's own, and to return to one's own country.

(7) Whether the government of the country vigorously investigates, prosecutes, convicts, and sentences public officials, including diplomats and soldiers, who participate in or facilitate severe forms of trafficking in persons, including nationals of the country who are deployed abroad as part of a diplomatic, peacekeeping, or other similar mission who engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking, and takes all appropriate measures against officials who condone such trafficking. A government's failure to appropriately address public allegations against such public officials, especially once such officials have returned to their home countries, shall be considered inaction under these criteria. After reasonable requests from the Department of State for data regarding such investigations, prosecutions, convictions, and sentences, a government which does not provide such data consistent with its resources shall be presumed not to have vigorously investigated, prosecuted, convicted, or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

(8) Whether the percentage of victims of severe forms of trafficking in the country that are non-citizens of such countries is insignificant.

(9) Whether the government has entered into effective, transparent partnerships, cooperative arrangements, or agreements that have resulted in concrete and measurable outcomes with

(A) domestic civil society organizations, private sector entities, or international nongovernmental organizations, or into multilateral or regional arrangements or agreements, to assist the government's efforts to prevent trafficking, protect victims, and punish traffickers; or
(B) the United States toward agreed goals and objectives in the collective fight against trafficking.

(10) Whether the government of the country, consistent with the capacity of such government, systematically monitors its efforts to satisfy the criteria described in paragraphs (1) through (8) and makes available publicly a periodic assessment of such efforts.

(11) Whether the government of the country achieves appreciable progress in eliminating severe forms of trafficking when compared to the assessment in the previous year.

(12) Whether the government of the country has made serious and sustained efforts to reduce the demand for

(A) commercial sex acts; and
(B) participation in international sex tourism by nationals of the country.

A Dalit boy peers through the bars of a rock quarry in southern India, where many Dalits are subject to forced labor, including debt bondage. The Dalits—once termed the "untouchable" caste—remain highly vulnerable to human trafficking.

STOPPING HUMAN TRAFFICKING, SEXUAL EXPLOITATION, AND ABUSE BY INTERNATIONAL PEACEKEEPERS & CIVILIAN PERSONNEL

As required by law, this section summarizes actions taken by the United Nations (UN), the North Atlantic Treaty Organization (NATO), and the Organization for Security and Co-operation in Europe (OSCE) to prevent trafficking in persons or the exploitation of victims of trafficking.

	United Nations	OSCE	NATO
Total Number of Peacekeeping and Support Personnel	118,575	2,570	62,000
Total Number of Missions	16	19	6
Prevention Policy	"Special Measures for Protection from Sexual Exploitation and Sexual Abuse" (2003)	"Code of Conduct for Staff and Mission Members	"NATO Policy on Combating Trafficking in Human Beings" (2004 and 2007)
Lead Office Responsible for Implementation	Office of Field Support	Office of Human Resources	NATO Political Affairs and Security Policy Division (PASP)
Prevention Training	Pre-deployment and at mission	Pre-deployment	Pre-deployment and at mission "NATO Guidance for the development of training and educational programmes to support the policy on combating the trafficking in human beings" (2004)
Number of Allegations in 2013	66 [civilian (19), military (37), police (7), and other (3)] Most of the allegations were made against personnel of UN missions in the Democratic Republic of Congo, Liberia, Haiti and South Sudan 27% of the allegations involved children under 18 years of age	No reported allegations	No reported allegations – NATO relies on contributing countries to report allegations.
New Initiatives	In December 2013, the UN General Assembly amended the UN Staff Rules to clearly specify sexual exploitation and abuse as a specific instance of prohibited conduct. The Conduct and Discipline Unit (CDU) in the Department of Field Support expanded the scope of its personnel screening program. First, CDU and UN Volunteers (UNV) have agreed to share information on whether prospective UN civilian staff members who previously served as UNVs were subject to any disciplinary action. Second, CDU's Misconduct Tracking System (MTS) was linked with automated recruitment systems used by the Police Division and the Office of Military Affairs in the Department of Peacekeeping Operations (DPKO). This allows CDU to better screen individual police officers, military observers, and military liaison officers serving in the field.		An October 15, 2013 meeting of the Euro-Atlantic Partnership Council (EAPC) was held to rejuvenate discussion and provide renewed visibility of NATO's Policy on Combating Trafficking in Human Beings
Links for Additional Information	http://cdu.unlb.org/unstrategy/remedialaction.aspx	http://www.osce.org/what/trafficking	http://www.nato.int/cps/en/natolive/topics_50315.htm

INTERNATIONAL, REGIONAL, AND SUB-REGIONAL ORGANIZATIONS COMBATING TRAFFICKING IN PERSONS

Organization	Framework Document Relevant to TIP	TIP Focal Point
United Nations www.un.org www.unodc.org www2.ohchr.org/english/bodies/chr/special/themes.htm www.ilo.org http://www.ilo.org/sapfl/Informationresources/ILOPublications/Byregion/Global/lang--en/index.htm	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime (A/RES/55/25) (2000) United Nations Global Plan of Action to Combat Trafficking in Persons (A/RES/64/293) (2010) ILO Conventions: -C29 Forced Labour Convention, 1930 -C105 Abolition of Forced Labour Convention, 1957 -C182 Worst Forms of Child Labour Convention, 1999 -C189 Domestic Workers Convention, & R201, 2011	Special Rapporteur on Trafficking in Persons, Especially Women and Children Special Rapporteur on Contemporary Forms of Slavery Special Rapporteur on the Sale of Children, Child Prostitution, and Child Pornography
African Union (AU) www.africa-union.org/	Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children (2006) AU Commission Initiative against Trafficking Campaign (AU.COMMIT)	N/A
Association of Southeast Nations (ASEAN) www.aseansec.org www.aseansec.org/4966.htm	ASEAN Declaration Against Trafficking in Persons, Particularly Women and Children, 2004	N/A
Bali Regional Ministerial Conference On People Smuggling, Trafficking In Persons And Related Transnational Crime (Bali Process) www.baliprocess.net	Co Chairs' Statements of the first (2002), second (2003), third (2009), fourth (2011), and fifth (2013) Bali Regional Ministerial Conference On People Smuggling, Trafficking In Persons And Related Transnational Crime	N/A
Commonwealth of Independent States (CIS) www.cis.minsk.by/ (in Russian only)	Agreement on the Cooperation of the CIS Member States in Combatting Trafficking in Persons, Human Organs and Tissues (2005) Program of Cooperation between the CIS Member States against Trafficking in Persons for 2014–2018	N/A
Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) www.no-trafficking.org/index.html	COMMIT Memorandum of Understanding on Cooperation Against Trafficking in Greater Mekong Sub-Region (2004) COMMIT 3rd Sub-Regional Plan of Action (COMMIT SPAIII, 2011-2013)	UN Inter-Agency Project on Human Trafficking (UNIAP)
Council of the Baltic Sea States (CBSS) http://www.cbss.org/civil-security-the-human-dimension/tfthb/ www.childcentre.info/egcc/	A Vision for the Baltic Sea region by 2020, CBSS Summit 2010. Expert Group for Cooperation on Children at Risk: Priority paper 2011 – 2013 Human Trafficking 2013 - Baltic Sea Region Round-up	Task Force against Trafficking in Human Beings with Focus on Adults (TF-THB) Expert Group on Children at Risk

Organization	Framework Document Relevant to TIP	TIP Focal Point
Council of Europe (COE) www.coe.int www.coe.int/t/dghl/monitoring/trafficking/default_en.asp	COE Convention on Action Against Trafficking in Human Beings (2005)	Group of Experts on Action Against Trafficking in Human Beings (GRETA)
Economic Community of West African States (ECOWAS) www.ecowas.int **Economic Community of Central African States (ECCAS)** www.ceeac-eccas.org/	Declaration on the Fight against Trafficking in Persons, 2001 ECOWAS Initial Plan of Action against Trafficking in Persons (2002-2003), extended until 2011 Joint ECOWAS/ECCAS Regional Plan of Action to Combat Trafficking in Persons, especially Women and Children (2006-2008)	Anti-Trafficking Unit
European Union (EU) http://ec.europa.eu/anti-trafficking/index.action	Brussels Declaration on Preventing and Combating Trafficking in Human Beings, 2002 Directive on Preventing and Combating Trafficking in Human Beings and Protecting Victims	European Union Anti-Trafficking Coordinator
League of Arab States (LAS) www.arableagueonline.org/las/index.jsp (in Arabic only)	Arab Framework Act on Combating Trafficking in Persons (2008) Arab Initiative to Combat Trafficking in Persons, 2010	N/A
Organization of American States (OAS) www.oas.org/en/default.asp www.oas.org/dsp/english/cpo_trata.asp	Work Plan to Combat Trafficking in Persons in the Western Hemisphere 2010-2012 (AG/RES. 2551 (XL-O/10)	Coordinator Against Trafficking in Persons
Organization of Islamic Conference (OIC) http://www.comcec.org/TR/Yeni_Site_Dokumanlar/ana_dokumanlar/IKT_Sarti.pdf	Charter of the Organisation of the Islamic Conference, 2008	N/A
Organization for Security and Cooperation in Europe (OSCE) www.osce.org/ www.osce.org/cthb	OSCE Action Plan to Combat Trafficking in Human Beings (2003) Platform for Action Against Human Trafficking (2007) Decision No. 1107 Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings, Decision No. 1107, 6 December 2013	Special Representative and Co-ordinator on Trafficking in Human Beings
Regional Conference on Migration (RCM) (Puebla Group) www.rcmvs.org/	Regional Conference on Migration Plan of Action	N/A
Southern African Development Community (SADC) www.sadc.int/ www.sadc.int/index/browse/page/531	SADC Regional Plan of Action on Trafficking in Persons, 2009-2019	N/A
South Asian Association for Regional Cooperation (SAARC) www.saarc-sec.org/ http://www.saarc-sec.org/userfiles/conv-traffiking.pdf	SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution, 2002	Regional Task Force

GLOSSARY OF ACRONYMS

ASEAN	Association of Southeast Asian Nations
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
EU	European Union
EUROPOL	European Police Organization
GRETA	Europe's Council Group of Experts on Action Against Trafficking in Human Beings
ILO	International Labour Organization
ILO-IPEC	International Labour Organization, International Program for the Elimination of Child Labour
INTERPOL	International Criminal Police Organization
IOM	International Organization for Migration
LGBT	Lesbian, Gay, Bisexual, Transgender
NGO	Non-Governmental Organization
OAS	Organization of American States
OSCE	Organization for Security and Co-operation in Europe
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNODC	United Nations Office on Drugs and Crime
2000 UN TIP PROTOCOL (PALERMO PROTOCOL)	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime

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CLOSING NOTE

> *"The continued existence of forced labor is bad for business, bad for development, and bad for its victims. It is a practice that has no place in modern society and should be eradicated as soon as possible."*
>
> — International Labour Organization, *Profits and Poverty: The Economics of Forced Labor* (2014)

Over the past fourteen years, the *TIP Report* has documented how people from all parts of the world are victims of sex trafficking and forced labor in nearly every sector of the economy. While such abuses may seem far away, they are—in reality—very much a part of our daily lives. Many of our fruits and vegetables, clothes, electronics, and other consumer goods are products of supply chains in which exploitation is used to gain a competitive advantage in the cost of production. Intermediaries profit from recruitment fees paid to secure employment, and employers profit from a market in which labor costs are kept artificially low. In May 2014, the International Labour Organization released a groundbreaking report estimating that victims of this crime generate a staggering $150 billion in profits per year for the private global economy: $99 billion in the sex industry and $51 billion in other sectors. Despite improvements made by many governments to address human trafficking, these crimes remain low risk/high profit ventures. Countries must do more to close off these zones of impunity.

Recent years have seen increased concern about the stewardship of natural resources, the ethical treatment of animals, and ensuring that farmers receive fair prices. As a result, certifications and labels now exist to inform consumers whether seafood is sustainably caught, livestock is pasture-fed, chickens are free range, coffee beans are "fair trade," or diamonds are conflict-free. These "seals-of-approval" have fostered increased transparency and driven consumers to reward companies that engage in good corporate citizenship. Few current certification systems adequately verify the absence of forced labor in the supply chains of the products we eat, drink, or use on a daily basis.

To break the cycle of human trafficking that forms the base of many products and goods, we must identify the critical points of supply chains where patterns of and vulnerability to forced labor exist and address the socio-economic foundations of the poverty that ensnare so many into exploitative situations. Real change will continue to require leaders throughout society—community workers and activists, faith groups and organized labor, government officials and industry leaders—to encourage producers to monitor supply chains and buy and sell goods and services that are free of forced labor. Consumers must speak with both their voices and wallets, insisting on mechanisms of accountability, transparency, and recognition for the products they purchase.

In the coming year, our office will continue to build our knowledge of the intricacies of global supply chains and expand our collaboration with other governments, the corporate sector, and civil society to address human trafficking. We look forward to joining forces with partners in these sectors as we continue to proclaim freedom, seek justice for, and empower trafficking survivors around the world.

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