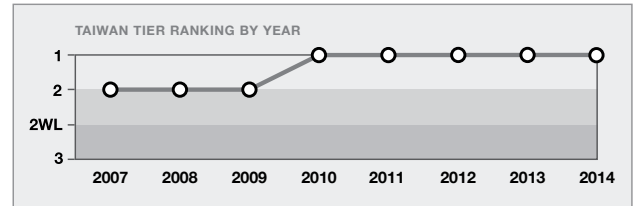


and in support roles by government and opposition armed forces. The government did not raise awareness of human trafficking among the general public or government officials. The government did not report on the status of its national plan of action against trafficking, which was drafted in early 2010. 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.

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 130.2, "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.

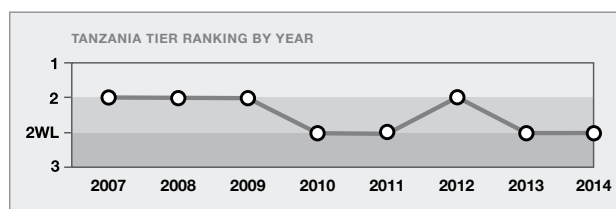
The Committee for Youth, Sports, and Tourism and the Ministry of Internal Affairs' anti-trafficking department jointly operated hotlines to receive calls from female victims of violence, assault, exploitation, and trafficking, as well as those reporting suspected cases. The anti-trafficking commission 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

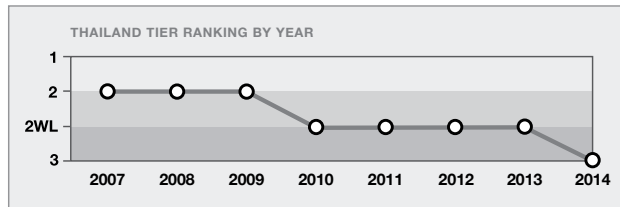
Thailand are particularly vulnerable to trafficking; UN research cites a lack of legal status as the primary causal factor of their exploitation. Some children from Thailand, Cambodia, and Burma are forced by their parents or brokers to sell flowers, beg, or work in domestic service in urban areas. Thai 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.

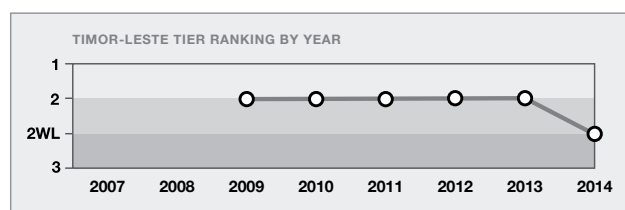
During the year, the government revoked the licenses of two labor recruitment agencies, suspended the license of four agencies, and filed criminal charges against nine companies (four of which were fined) and 155 illegal agents that sent Thai workers abroad. In an effort to prevent child sex tourism, 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.

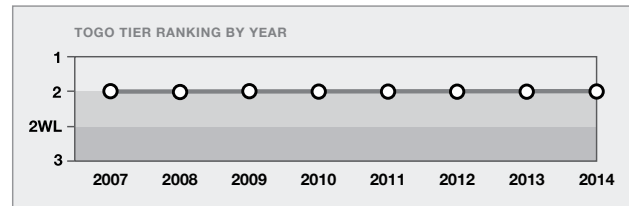
PREVENTION

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.

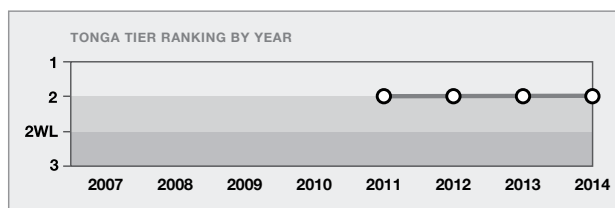
PREVENTION

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 policies to encourage foreign victims to participate in prosecution, but no such situations were reported during the year.

PREVENTION

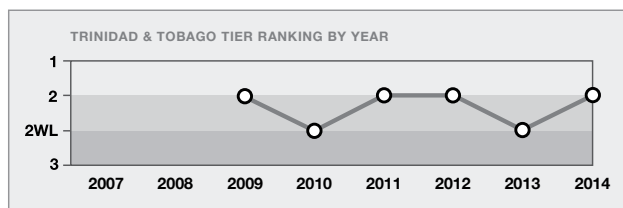
The Government of Tonga made negligible efforts to prevent human trafficking. The government did not develop a formalized national plan of action to combat trafficking, establish a coordinating body to spearhead anti-trafficking efforts, or conduct educational campaigns to increase awareness of trafficking 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

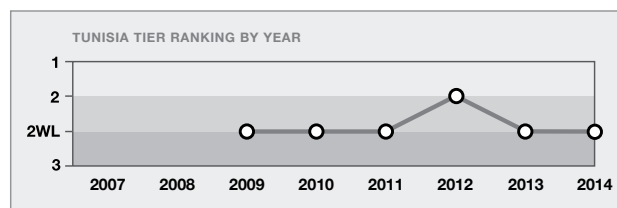
The government made some progress in efforts to prevent human trafficking, such as raising awareness, in 2013. The government's counter-trafficking unit, in partnership with international organizations, conducted multiple specialized anti-trafficking trainings throughout the year. The unit also drafted 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

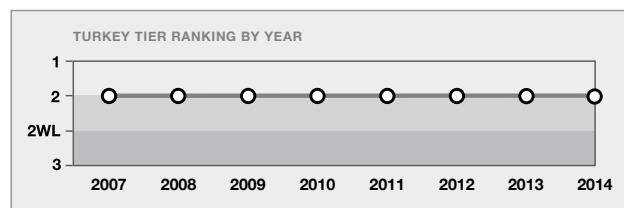
The government continued to make efforts to prevent trafficking. It worked in partnership with an international organization to conduct a baseline study of trafficking in Tunisia, which demonstrated a new willingness on the part of the government to openly assess its trafficking situation. For example, 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.

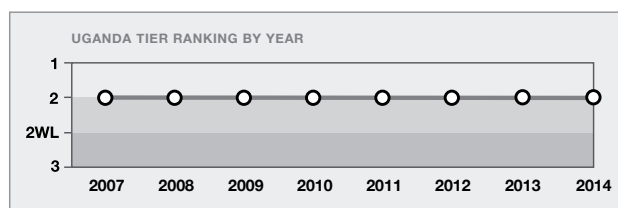
Licensed and unlicensed Kampala-based security companies and employment agencies continued to recruit Ugandans to work as security guards, laborers, and drivers in the Middle East. Some Ugandan migrant workers endured forced labor while in Saudi Arabia, Qatar, and Kuwait, even when recruited by licensed 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.

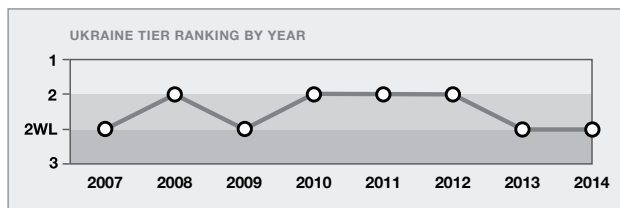
Labor officers and community development officers urged employers to stop using child labor and sometimes referred child labor cases to the police; however, the Industrial Court intended to hear child labor cases is not operational, resulting in no child labor prosecutions or convictions in 2013. The 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 Yanukovich 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 Yanukovich, 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 Yanukovich 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 Yanukovich 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 Yanukovich 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

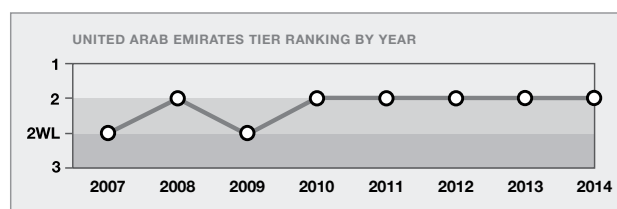
for first- and second-line officers. The MSP continued in its role as national anti-trafficking coordinator and published a report on its activities conducted by local administrations in 2012 and 2013. The activities focused on prevention and were conducted in cooperation with local NGOs. The MSP established 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-settle 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.

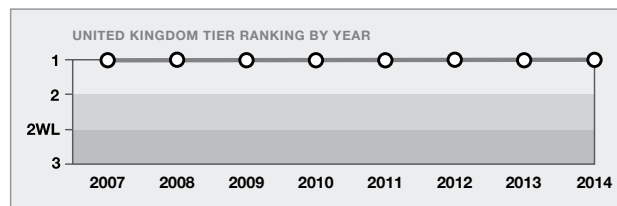
PREVENTION

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 (NIDJ) 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.

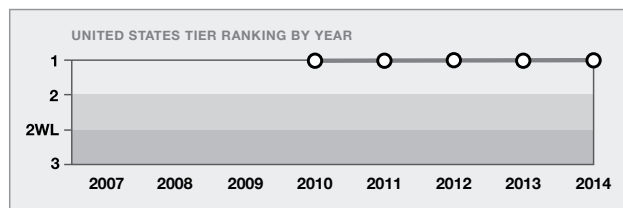
In previous years there were reports that some children in the British overseas territories of Anguilla and Montserrat were in commercial sexual exploitation.

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.

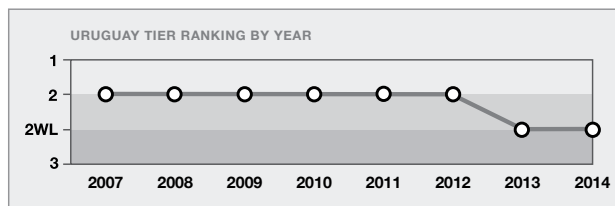
USVI is a transit location for human trafficking. The Virgin Islands Code prohibits trafficking in persons. An anti-trafficking bill, still pending before the legislature, was drafted last year to update this law with criminal offenses for labor and sex trafficking, victim services, restitution, and 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.

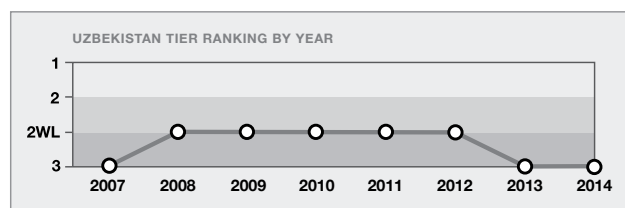
UZBEKISTAN (Tier 3)

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

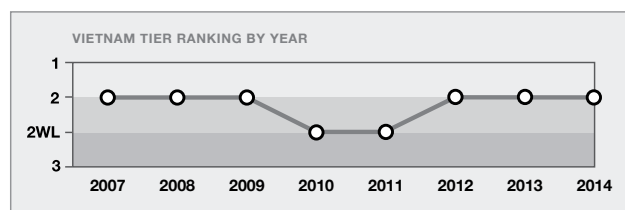
Vietnamese women who travel to China, Taiwan, Hong Kong, Macau, Singapore, or South Korea as part of internationally brokered marriages are subsequently subjected to domestic servitude, forced prostitution, or both. Debt bondage, passport confiscation, and threats of deportation are tactics commonly 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

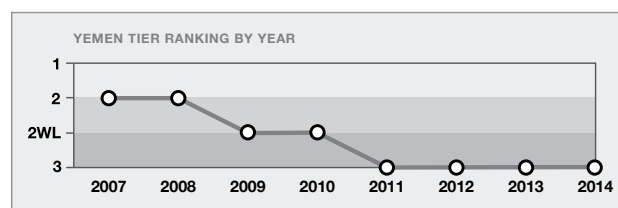
the Yemeni cities of Aden and Sana'a, or travel across the northern border to Saudi Arabia and, to a lesser extent, to Oman, where they are subjected to forced labor in domestic service, small shops, or as beggars. Some of these children are forced into prostitution by traffickers, border patrols, other 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.

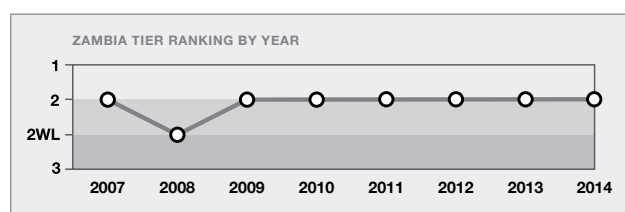
ZAMBIA (Tier 2)

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)

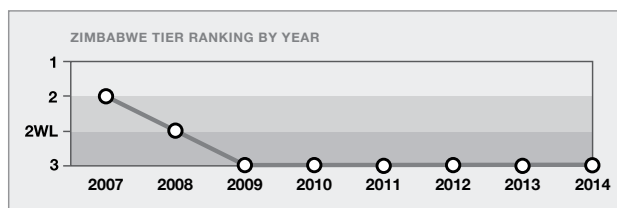
Zimbabwe is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Women and girls from Zimbabwean towns bordering South Africa, Mozambique, and Zambia are subjected to prostitution in brothels that cater to long-distance truck drivers on 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.