

of Witnesses and Victims of All Crimes; such efforts would include trafficking victims and those who cooperate with law enforcement in the investigation and prosecution of human trafficking cases. The Multi-Sectoral Mechanism on Integrated Care for Women Who are Victims of Violence, approved in 2012, outlined the role of each ministry in providing assistance to victims of violence, including trafficking victims; however, this would not cover male trafficking victims. The government did not report improvements in its efforts to assist victims as a result of the new provisions in either the 2012 law or multi-sectoral mechanism and remained unable to collect data on victim service provisions.

The government encouraged victims to assist in the investigation and prosecution of trafficking offenders. For example, Mozambican police cooperated with South African officials in the investigation of a trafficking case discovered in the previous reporting period, and the Mozambican Attorney General's office—in their *de facto* leadership role—worked with South African authorities to provide adequate protection of the victims who remained under their care in support of the ongoing investigation. The government did not provide temporary residency status or legal alternatives to the removal of foreign victims to countries where they might face hardship or retribution and it continued to deport foreign nationals without screening them for possible trafficking victimization. NGO contacts reported no instances of trafficking victims having been detained, fined, or jailed for unlawful acts committed as a result of having been trafficked, and the 2008 anti-trafficking act exempted victims from prosecution for such acts. Nevertheless, the lack of formal identification procedures impaired the government's ability to ensure that no trafficking victims were inadvertently penalized.

PREVENTION

The government maintained its strong efforts to prevent trafficking in persons with the establishment of coordinating bodies in seven provinces and organization of several awareness-raising events. The Attorney General's office worked with the Ministry of Justice to draft a national action plan on trafficking in persons, which will outline the roles of all stakeholder ministries and have the same effect as implementing regulations. The government had not finalized the plan and submitted it for approval by the Council of Ministers at the end of the reporting period. Although the government lacked a single national body to coordinate anti-trafficking efforts across ministries, the Attorney General's office continued to demonstrate leadership in overseeing national anti-trafficking efforts. For example, in 2013, the Attorney General's office partnered with provincial governments and sponsored the establishment of inter-ministerial "reference groups" in seven provinces consisting of provincial officials, police, border guards, social workers, NGOs, and faith-based organizations. The reference groups coordinated regional efforts to address trafficking, domestic violence, and child abuse crimes. In 2013, reference groups in Nampula, Xai-Xai, and Ressano Garcia organized awareness campaigns, with prosecutors and police participating in marches through the regional capitals, reaching hundreds of community members. During the year, the GAMC formed trafficking interest groups in select schools in Maputo to carry out awareness activities for more than 3,500 teachers, students, and parents on preventing trafficking in persons. Although the Ministry of Labor acknowledged that child labor is pervasive and often abusive, it employed an inadequate number of labor inspectors, who lacked training and resources to adequately monitor for child

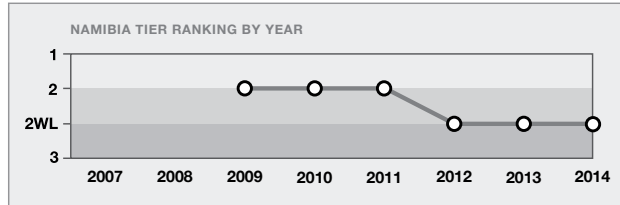
trafficking and other labor violations, especially on farms in rural areas. The government did not make an effort to reduce the demand for commercial sex acts during the year.

NAMIBIA (Tier 2 Watch List)

Namibia is predominantly a country of origin and destination for children and, to a lesser extent, women subjected to forced labor and sex trafficking. Some victims are initially offered legitimate work for adequate wages, but eventually experience forced labor in urban centers and on commercial farms. Traffickers exploit Namibian children within the country in forced labor in agriculture, cattle herding, and domestic service, as well as prostitution in Windhoek and Walvis Bay. Foreign nationals from southern Africa and Europe are among the clientele of children in prostitution. Namibians commonly house and care for children of distant relatives in order to provide expanded educational opportunities; however, in some instances, these children are exploited by their relatives in forced labor. Among Namibia's ethnic groups, San girls are particularly vulnerable to forced labor on farms or in homes, and to a lesser extent, are exploited in prostitution. Children from Angola, Zambia, and Zimbabwe are subjected to prostitution, forced labor in the fishing sector, or forced labor in organized street vending in Windhoek and other cities. In particular, Angolan children may be brought to Namibia for forced labor in cattle herding or forced to sell drugs. During the year, there were reports of Angolan women in forced prostitution in Namibia and a Namibian national was identified as a trafficking victim in South Africa. There were reports of exploitative labor—perhaps including forced labor—involving foreign adults and Namibian adults and children in Chinese-owned retail, construction, and fishing operations.

The Government of Namibia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Namibia is placed on Tier 2 Watch List for a third consecutive year. Namibia was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking and it has committed to devoting sufficient resources to implement that plan. In 2013, the government investigated four suspected trafficking cases, continued prosecution of two suspected sex trafficking offenders initiated in the previous reporting period, and developed an initial draft of anti-trafficking legislation. Officials discovered 14 potential victims, provided shelter for two, and provided financial assistance to an NGO that assisted two others. The government, however, failed to initiate any new prosecutions during the year and has never convicted a trafficking offender. Some Namibian officials continued to demonstrate a reluctance to acknowledge trafficking and incorrectly insist that transnational movement is a defining element of trafficking crimes. The government failed to fully institute formal victim identification and referral processes, leading to the possible penalization and deportation of potential victims in 2013. In addition, despite its efforts to renovate buildings and designate places of safety in each province for victims of gender-based violence, including trafficking, the government left such facilities understaffed and under capacitated to fulfill their intended mission. Lack of effective inter-ministerial

coordination in the development and implementation of anti-trafficking programming remained a key concern.



RECOMMENDATIONS FOR NAMIBIA:

Draft and enact comprehensive anti-trafficking legislation; increase efforts to investigate and prosecute trafficking offenses, and to convict and punish trafficking offenders under existing law, including the Prevention of Organized Crime Act (POCA); develop and implement systematic procedures for the proactive identification of victims and their subsequent referral to care; train law enforcement, judicial sector, immigration, labor, and social welfare officials on relevant legislation and identification and referral procedures; allocate resources and develop a plan to fully operationalize renovated safe houses; proactively investigate and criminally prosecute employers accused of forced labor violations in Chinese retail, construction, and fishing operations; train judicial officials to promote consistent use of a broad definition of human trafficking that does not rely on evidence of movement, but rather focuses on exploitation, consistent with the 2000 UN TIP Protocol; strengthen coordination of anti-trafficking efforts among government ministries, at both the Minister and the working level; and institute a unified system for collecting trafficking case data for use by all stakeholders.

PROSECUTION

The Government of Namibia modestly increased anti-trafficking law enforcement efforts during the year. The 2009 POCA criminalizes all forms of trafficking. Under the POCA, persons who participate in trafficking offenses or aid and abet trafficking offenders may be imprisoned for up to 50 years and fined, penalties that are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. The Ministry of Gender Equality and Child Welfare (MGECW), the government's anti-trafficking lead, continued to coordinate the efforts of an inter-ministerial committee responsible for drafting anti-trafficking legislation, including specific protections for trafficking victims, prevention measures, and harsher punishments for child trafficking offenses; the committee completed its initial draft of the bill in 2013, which now awaits review by the Attorney General. The pending Child Care and Protection Bill, drafted in 2009 and approved by the cabinet in March 2012, includes a provision explicitly criminalizing child trafficking; the bill remained pending parliamentary debate and passage at the end of the reporting period.

During the previous reporting period, in October 2012, the Swakopmund Magistrate's Court commenced the government's first known sex trafficking prosecution, charging two suspects for their alleged role in procuring three females (aged 13, 14, and 18) for sexual exploitation by a South African miner for the equivalent of approximately \$1,175. The suspects remained in prison as the state built the case during the reporting period with the trial expected to begin in 2014. The government investigated four potential trafficking cases in 2013—compared to one in 2012—including one case of child labor trafficking involving

two San girls brought from Omega district to Windhoek for the purposes of domestic servitude. Law enforcement efforts incorrectly focused on transnational movement as a necessary condition of trafficking. The Ministry of Labor and Social Welfare (MLSW) reported its efforts to acquire payment from and deport Chinese employers responsible for the forced labor of an unknown number of Chinese and Namibian nationals in construction firms during the year. Although the president publicly criticized Chinese businesses for mistreating Namibians and violating Namibian labor law, the government failed to prosecute suspected offenders during the year. In partnership with UNICEF, in 2012, MGECW developed a police curriculum on gender-based violence, including trafficking; however, the government has not yet finalized the curriculum or conducted training exercises with it in 2013. The government failed to investigate official complicity in trafficking crimes, including in a case of a teacher allegedly recruiting children for domestic servitude.

PROTECTION

The government made modest efforts to protect trafficking victims during the year, but continued to lack a process for screening vulnerable populations to identify victims or provide official designation of trafficking victim status. Officials discovered at least 14 potential trafficking victims during the year and provided shelter to two of them; a government-supported NGO provided assistance to two additional victims. In one February 2014 case, Ministry of Labor officials discovered two San girls in domestic servitude in Windhoek; officials removed the two girls and sheltered them for five days at an MGECW place of safety while officials arranged transport back to their families.

Ordinarily, upon discovery of a woman or child victim of crime, including trafficking, police transfer the victim to the Women and Child Protection Unit (WACPU), which has responsibility for referring victims of all crimes to temporary shelter and medical assistance provided by NGOs or other entities. MGECW, in partnership with UNICEF, formalized these referral procedures through the development of a national protection referral network for crime victims and distributed referral flow charts to service providers in early 2013; however, this process has not been fully operationalized and it was not used to refer trafficking victims during the year. WACPU's facilities offered initial psycho-social, legal, and medical support to victims of crime, in cooperation with the Namibian Police, MGECW, the Ministry of Health, and NGOs. For example, the MGECW provided social workers to assist WACPU police in counseling victims of violent crimes, including human trafficking; however, it remained unclear whether trafficking victims received such services during the year.

The government completed renovation of a seventh building to be used for long-term accommodations for women and child victims of gender-based violence and human trafficking. Although six of the seven renovated facilities are under the management of MGECW and reported to be operational, they were not fully staffed or capacitated to provide victim services during the year. The MGECW provided a social worker and partial coverage of operational costs to the one NGO-managed facility, which provided care in 2013 to two San women lured to Windhoek with promises of paid employment, only to endure forced labor in domestic work. These facilities offered overnight accommodation, medical examinations, and space for social workers to provide counseling and psycho-social support.

The government did not have a policy in place to encourage victims' participation in investigations. The law provides that special accommodations may be made for vulnerable witnesses, potentially including trafficking victims; however, there was no evidence that these measures have been employed in trafficking cases. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked. However, the government neither made systematic efforts to identify trafficking victims nor employed any mechanism for screening among illegal migrants or individuals in prostitution, which may have left victims unidentified in the law enforcement system. Although no foreign victims were identified in Namibia in 2013, the government remained without the ability to provide temporary or permanent residency to foreign victims. The government frequently deported foreign laborers, including children, without consideration of their potential trafficking victimization; it deported workers removed from exploitative labor in Chinese firms and foreign children in street vending who had been rounded up by Namibian police.

PREVENTION

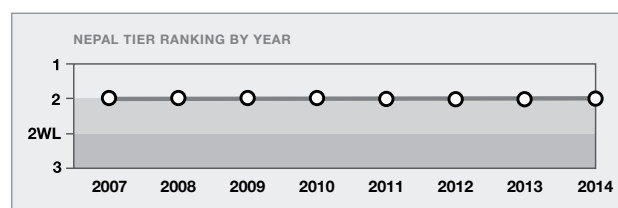
The government made minimal efforts to prevent human trafficking during the reporting period. Under the leadership of MGECW, the National Advisory Committee on Gender-Based Violence—which included trafficking within its mandate—served to provide cabinet-level policy guidance on gender-based violence issues. The MGECW also coordinated an inter-ministerial committee and technical working group both specifically tasked to address trafficking efforts in collaboration with other ministries at the working level; however, it is unclear whether these entities were able to coordinate efforts or delegate responsibilities to relevant stakeholder ministries in developing and implementing trafficking programming. The MGECW commissioned a national trafficking in persons survey of nationwide stakeholders during the reporting period; the survey was not released by the end of the reporting period, but the results will purportedly inform further awareness raising and prevention efforts. The government appeared to make only limited progress toward implementing the “National Plan of Action on Gender-Based Violence 2012-2016,” including the anti-trafficking strategy portions of the plan. However, a midterm review of the plan was in process at the end of the reporting period. All 73 labor inspectors received training on child labor during the year, but inspectors did not formally identify any child labor violations during the 1,981 inspections in the formal sector in 2013. The government did not make efforts to reduce demand for commercial sex acts or forced labor.

NEPAL (Tier 2)

Nepal is a source, transit, and destination country for men, women, and children who are subjected to forced labor and sex trafficking. Nepali women and girls are subjected to sex trafficking in Nepal, particularly in the adult entertainment industry and massage parlors, as well as in India, the Middle East, China, Malaysia, Hong Kong, South Korea, and Sweden. Nepali men, women, and children are subjected to forced labor in Nepal, India, the Middle East, China, Malaysia, South Korea, Israel, and the United States in construction, factories, mines, domestic work, begging, and the adult entertainment industry. In many cases, this forced labor is facilitated by recruitment fraud and high recruitment fees charged by unscrupulous Nepal-based

labor brokers and manpower agencies. Unregistered migrants—including the large number of Nepalis who travel through India or rely on unregistered recruiting agents—are more vulnerable to forced labor. Some migrants from Bangladesh, Burma, and possibly other countries transit through Nepal for employment in the Middle East, fraudulently using Nepali travel documents, and may be subjected to human trafficking. Nepali and Indian children are subjected to forced labor within the country, especially in domestic work, brick kilns, and the embroidered textile, or *zari*, industry. Extreme cases of forced labor in the *zari* industry involve severe physical abuse of children. Bonded labor exists in agriculture, brick kilns, the stone-breaking industry, and domestic servitude. Bonded laborers freed by a government decree in 2000 may be vulnerable to trafficking in the absence of sufficient government-mandated rehabilitation services.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made improvements in its efforts to prevent trafficking; during the reporting period, authorities created a new investigative body to pursue trafficking cases, suspended manpower agencies and orientation centers for malpractice, and funded and participated in a range of awareness-raising activities. To address corruption, it indicted public officials and private individuals for fraudulent labor recruitment. The government continued to struggle with victim protection and law enforcement efforts, particularly with regard to labor trafficking. Anti-trafficking structures were not fully effective, and trafficking victims did not receive sufficient support from the government. Anti-trafficking laws were inconsistently implemented, and the government ineffectively used funds allocated for protection. Victim identification efforts were weak; there were reports that sex trafficking victims, including children, were returned to their abusers after being detained in the course of police raids. Many government officials continued to employ a narrow definition of human trafficking; domestic sex and labor trafficking victims and male victims of transnational labor trafficking were only marginally protected, often leading the vulnerable to repeated victimization.



RECOMMENDATIONS FOR NEPAL:

Increase law enforcement efforts against all forms of trafficking, including sex trafficking of Nepali females within Nepal, and against government officials complicit in trafficking-related crimes; ensure victims are not punished for their involvement in prostitution or forgery of official documents as a direct result of their being trafficked; ensure officials convicted of trafficking-related offenses receive sentences that reflect the gravity of their crimes; prosecute, respecting due process, suspected labor trafficking offenders and Nepali labor recruiters accused of charging excessive recruitment fees or engaging in fraudulent recruitment; lift the ban on women under age 30 traveling to the Gulf states for employment as domestic workers to discourage migration through illegal channels, and publicize that policy change; raise awareness among government officials and the public of the existence of forced prostitution of Nepali women

and girls within Nepal; work to revise the Human Trafficking and Transportation (Control) Act (HTTCA), or finalize a new draft law to bring the definition of human trafficking in line with international standards; institute a formal procedure to identify victims, particularly by police who conduct raids, and refer them to protection services; modify the business licensing regime to facilitate effective police monitoring of brick kilns and adult entertainment businesses; continue to monitor and evaluate anti-trafficking shelters; ensure victim services are available to male victims of trafficking; implement the victim protection provisions of the HTTCA, including protections for victims who serve as witnesses in trafficking prosecutions; provide specialized training to investigators, including on evidence collection and educating victims on the processes required to submit their testimony; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Nepal demonstrated mixed anti-trafficking law enforcement efforts; authorities convicted fewer traffickers, but they prosecuted public officials accused of complicity in fraudulent recruitment. Nepal prohibits many, but not all, forms of trafficking in persons through the 2007 HTTCA and the 2008 regulation. While the HTTCA criminalizes slavery, bonded labor, and the buying and selling of a person, it does not criminalize the recruitment, transportation, harboring, or receipt of persons by force, fraud, or coercion for the purpose of forced labor. It criminalizes forced prostitution but, in a departure from the 2000 UN TIP Protocol's definition of trafficking, does not consider the prostitution of children as a form of trafficking absent force, fraud, or coercion. The law also criminalizes facilitating prostitution and removal of human organs. Prescribed penalties range from 10 to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Bonded labor is prohibited through the 2002 Bonded Labor (Prohibition) Act. Forced child labor and transnational labor trafficking offenses may be prosecuted under the Child Labor Act and the Foreign Employment Act.

The Nepal Police Women's Cell conducted 144 sex and labor trafficking investigations under the HTTCA during the Nepali fiscal year ending in on July 15, 2013, compared to 118 cases in the previous fiscal year. These investigations involved crimes in which women and girls were the primary victims; crimes involving male victims are handled by other police investigative units. For the first time, the Office of the Attorney General provided categorized case data on prosecutions based on the types of exploitation covered by the HTTCA. The government initiated prosecutions of 375 defendants in the fiscal year, compared to 371 in the previous period. Nepali courts convicted 119 traffickers in the fiscal year, a decrease from 190 in the previous period. This represented a 44 percent conviction rate, compared with 53 percent in the previous period. The government did not provide information on sentences or the number of convicted traffickers who served time in jail. Government officials and civil society groups noted that the vast majority of convictions under the HTTCA concerned transnational sex trafficking and that law enforcement authorities often rely on other legislation to combat internal trafficking. The government provided specialized training to 249 judicial and law enforcement officials in 2013. Nevertheless, police officers' lack of awareness of the anti-trafficking law, challenges in evidence collection, and poor investigation techniques impeded prosecutions. Observers reported that victims of transnational labor trafficking prefer to submit claims for compensation through the Department of Foreign Employment (DFE) rather

than pursuing lengthy criminal prosecutions. In April 2013, authorities established a 14-person department within the Central Investigative Bureau that was dedicated to trafficking investigations; however, the government did not provide the investigators with trafficking-specific training.

There continued to be reports that some government and political party officials were complicit in trafficking-related crimes. There were reports that political parties sometimes supported traffickers by pressuring a variety of authorities, including police, prosecutors, and the judiciary, to ignore or drop cases. Traffickers reportedly exploited ties to government officials to facilitate trafficking, including by paying bribes for protection and favors. There continued to be allegations that police officers and political party officials owned dance bars, establishments that are often locations for sex trafficking, though there is little direct evidence of the officials' involvement in trafficking. Upon discovering businesses facilitating trafficking, authorities rarely prosecuted the owners. Some officials reportedly have been bribed to include false information in genuine Nepali passports or to provide fraudulent documents to prospective labor migrants, a tactic used by unscrupulous recruiters to evade recruitment regulations. In 2013, the anti-corruption commission indicted 46 officials from the DFE and Department of Immigration for issuing fraudulent documentation; the cases were pending trial at the close of the reporting period.

PROTECTION

The Government of Nepal did not demonstrate increased progress in protecting victims. Authorities do not track the number of victims identified, but observers reported that efforts by public officials to identify victims remained inadequate. In some raids of cabin restaurants, dance bars, and massage parlors, trafficking victims, including girls, were reportedly arrested and imprisoned for up to 24 days, after which they were released back to their traffickers who paid bribes to the police. One NGO identified 122 victims and another identified 463 child victims in 2013. The national minimum standards for victim care outlined procedures for referring identified victims to protection services; however, efforts to consistently refer victims to care were inadequate. The Ministry of Women, Children, and Social Welfare (MWCSW) continued to partially fund eight mixed-housing shelter homes for female victims of trafficking, domestic violence, and sexual assault, as well as women's emergency shelters for victims of trafficking and other forms of abuse, run by local women's cooperatives, but it was unclear how many of those assisted were trafficking victims. The government disbursed the equivalent of approximately \$36,100 to these shelters to offer medical treatment, legal services, education, food, and clothing; however, most of the funds the government allocated for protection efforts remained unspent because the NCCHT did not receive sufficient requests for money for protection and rehabilitation efforts. Authorities returned identified child victims to their parents or placed them in government shelters or foster care. The government did not fund shelter services for adult male victims in Nepal, although some Nepali embassies sheltered male laborers fleeing exploitive conditions overseas. Other facilities that assist victims were run by NGOs without government assistance, and most provided a range of services. There were reports that some of these shelters limited victims' ability to move freely and controlled their access to money and to family members.

The government continued to run emergency shelters for vulnerable workers—some of whom were likely trafficking

victims—in embassies in Saudi Arabia, Qatar, Kuwait, the United Arab Emirates, and Malaysia. The MWCSW allocated the equivalent of approximately \$3,000 to the Nepali consulate in Kolkata to assist in repatriating victims. Nepali embassies also assisted some victims in addressing labor disputes and referring trafficking cases to the DFE. The Foreign Employment Promotion Board (FEPB) collected fees from departing registered migrant workers for a welfare fund, but the funds were rarely disbursed. The government did not provide legally mandated benefits to many bonded laborers who in past years were freed through government decree, leaving them impoverished and vulnerable to further trafficking. The police do not have sufficient resources to provide protection for victims and witnesses, though they paid for travel expenses in some cases. The lack of effective victim-witness protections continued to be a major impediment to prosecutions.

PREVENTION

The Government of Nepal made limited efforts to prevent human trafficking. Under the leadership of an MWCSW undersecretary, the inter-ministerial National Committee for Controlling Human Trafficking (NCCHT) met regularly; continued to develop, but did not finalize, a national action plan; and prepared a public report on the government's anti-trafficking efforts. The NCCHT provided each of the 75 District Committees for Controlling Human Trafficking (DCCHT) between the equivalent of approximately \$420 and \$570 for awareness campaigns, meetings expenses, and emergency victim services. A public official estimated that more than half of the DCCHTs were active. The NCCHT issued a directive for DCCHTs to form village-level committees. Observers noted that coordination among government bodies remained weak, due in part to an unclear delineation of responsibilities, though coordination between government bodies and NGOs was reportedly strong. The government allocated the equivalent of approximately \$2,700 to mark the annual national anti-trafficking day, and officials held several events throughout the year to raise awareness. Observers reported that the government's trafficking rapporteur office was ineffective. The government maintained the ban on migration of females under age 30 to the Gulf states for domestic work, increasing the likelihood that women will use unregulated recruiters who are more likely to exploit migrant workers. Observers reported that the ban has not reduced the number of women traveling to the Gulf states.

The Government of Nepal worked to improve the monitoring of labor recruitment. The DFE conducted surprise inspections of 156 manpower agencies and issued 227 license suspensions during the reporting period. Nepali recruitment agents often register up to three companies; in the event of license cancellation, the agent continues business under a different name. In March 2014, the DFE fined 44 manpower agencies between the equivalent of approximately \$1,000 to \$2,000 after mobile monitoring teams discovered malpractice, including withholding aspiring migrants' passports and operating unlicensed agents. The DFE also ordered compensation for aggrieved workers who submitted claims during the fiscal year; during the first six months of the 2013-2014 fiscal year, the DFE ordered the equivalent of approximately \$407,900 in compensation from labor recruiters. In January 2014, the DFE inspected 34 of Nepal's 103 pre-migration orientation centers; all were found to be in violation of legal guidelines and 25 were closed for up to one month. Authorities indicted 18 defendants for illegal recruitment practices; their trials were pending at the close of the reporting period. The DFE maintained limits on

fees charged to labor migrants; the fees varied based on the destination country. Nepal does not have effective licensing regulations for the adult entertainment industry or brick kilns, hampering the possibility for effective police monitoring. The government did not report any measures to reduce the demand for commercial sex acts. All Nepali military troops and police assigned to international peacekeeping forces were provided pre-deployment anti-trafficking training. Nepal is not a party to the 2000 UN TIP Protocol.

NETHERLANDS (Tier 1)

The Netherlands is a source, destination, and transit country for men, women, and children subjected to trafficking in persons, specifically forced prostitution and forced labor. A significant number of underage Dutch residents continued to be subjected to sex trafficking in the country. Identified trafficking victims primarily originated from within the Netherlands and from abroad, including from Romania, Hungary, Bulgaria, Nigeria, Guinea, Sierra Leone, China, the Philippines, and Vietnam in 2013; victims are also from other countries in Africa, Europe, and South and East Asia. Women and children are primarily subjected to sex trafficking, and men and boys are subjected to various forms of forced labor, including in the maritime sector, agriculture, horticulture, catering, food processing, and cleaning. Some victims were forced to commit crimes, including illegal narcotics trafficking. Domestic workers employed in the Netherlands remain vulnerable to forced labor, including by foreign diplomats posted there. Groups vulnerable to trafficking include unaccompanied children seeking asylum, women with dependent residence status obtained through fraudulent or forced marriages, women recruited in Africa and Eastern Europe, and East Asian women working in massage parlors.

The Government of the Netherlands fully complies with the minimum standards for the elimination of trafficking. The government further institutionalized the role of its independent national anti-trafficking rapporteur and established a statutory basis for the position in Dutch law; it also continued to implement a multi-disciplinary approach to its trafficking problem through its national-level taskforce. It continued to mobilize a range of governmental, non-governmental, and private entities to proactively identify trafficking victims and increased its conviction rate on trafficking defendants. Trafficking experts reported deficiencies in the government's identification and response to underage domestic trafficking victims, and victim advocates noted concerns about the government's pilot project linking the reflection period with a viable investigation or prosecution, noting potential detrimental effects on victim protection.



RECOMMENDATIONS FOR THE NETHERLANDS:

Ensure convicted trafficking offenders receive sentences commensurate with the seriousness of the crime; examine ways to balance the rights of trafficking victims and their

needs for assistance with law enforcement priorities, including empowering other front-line responders with the role of official victim identification separate from a criminal investigation and establishing adequate protection measures for victims who do not wish to pursue a case against their traffickers; ensure adequate funding to NGOs to enable them to play a continued role in victim identification and holistic care; ensure Dutch victims receive specialized shelter and assistance; continue to develop pragmatic approaches to victim outreach within illegal and legal labor sectors; continue to employ innovative methods to prevent and uncover forced labor; continue to mentor officials in the former Antilles, as well as in Bonaire, St. Eustatius, and Saba (BES) to improve identification of victims and prosecution of traffickers in the Caribbean; and continue to share best practices and lessons learned with other countries, in particular methods to uncover and respond to local sex trafficking of domestic victims and the importance of employing a self-critical approach to improve anti-trafficking results.

PROSECUTION

The Dutch government improved its anti-trafficking law enforcement efforts. The government convicted an increased number of trafficking offenders and imposed more stringent sentences on traffickers. The Netherlands prohibits all forms of trafficking through Article 273f of its criminal code. The government amended the law to increase the maximum prison sentence for a single offense of trafficking from eight to 12 years, and prescribed sentences for aggravated trafficking ranging from 18 years to life imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government also amended its anti-trafficking law to explicitly criminalize forced begging and forced criminal activities. In 2013, the government prosecuted 236 trafficking defendants and convicted 178, a continued increase from 140 convicted in 2012 and 108 in 2011. The government continued to take steps to enhance punishment of trafficking offenders by ensuring specialized judges heard all trafficking cases in 2013; the average sentence for traffickers in 2013 was 25.5 months; in 2012, the average was 25 months. The government did not disaggregate forced labor cases from sex trafficking cases, but one official estimated approximately 20 percent of all cases in 2013 involved labor trafficking. The government prosecuted complex trafficking cases in four specialized courts established in January 2013 to address cases involving multiple victims and links to organized crime.

The government continued to target sectors vulnerable to forced labor. In 2013 labor inspectors increased the number of cases referred for prosecution to 15, up from nine the previous year. A court sentenced four traffickers to jail for forcing homeless persons to sell newspapers; one defendant was sentenced to six years' imprisonment and the court awarded compensation to the victims. The Government of the Netherlands did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. The National Police requires anti-trafficking officers to pass examinations in a specialized training course focused on working with trafficking victims and policing the sex industry. Potential National Police officers also must sign a code of conduct before working in this sector. In January 2014, an appellate court ordered the public prosecutor to initiate an investigation of a former Ministry of Security and Justice official for rape, overturning an October 2012 finding by the Prosecutor's Office that there was insufficient evidence to proceed. The decision was rendered in response to a motion to compel prosecution by court order filed by

complainants who alleged sexual abuse when they were in their teens in the 1990s. Preliminary investigations into the allegations were conducted on three separate occasions.

PROTECTION

The Netherlands continued its efforts to protect trafficking victims. In 2013, Comensha, the government-funded national victim registration center and assistance coordinator, registered 1,195 potential trafficking victims in the first 11 months of 2013, compared with 1,711 victims for all of 2012. The government continued to fund an extensive network of facilities providing a full range of trafficking-specialized services for children, women, and men; the government provided victims with legal, financial, and psychological assistance, shelter, medical care, social security benefits, and education financing. The government continued its pilot project that offered specialized assistance and shelter to male trafficking victims. Victims in government shelters were free to come and go at will. In November 2013, a shelter in Amsterdam opened the first of 10 halfway houses where trafficking survivors live independently while receiving psychosocial assistance and help. Some NGOs reported a decrease in anti-trafficking funding from the government in 2013. In a May 2013 report, stakeholders asserted the government did not sufficiently support underage trafficking victims, frequently victims of Dutch origin who are recruited on the internet in "loverboy" scams, citing the need for better care to address their unique needs. The National Rapporteur's September 2013 report also called for improved identification, registration, and care, including specialized shelters, for domestic sex trafficking victims. To ensure full compliance with the 2011/36/EU directive on trafficking, the government drafted a blueprint for a National Referral Mechanism to provide a centralized framework for reporting and assisting all trafficking victims in the Netherlands.

For trafficking victims, Dutch authorities provided three-month "reflection" periods, during which time victims received immediate care and services while they considered whether to assist law enforcement. The government granted 257 three-month "reflection" periods in 2012, the most recent year data was available; this is a decrease from 390 in 2011. If victims decided to file a case against their trafficker, they received a B-8 residency permit (previously called B-9). The government granted 388 B-8 temporary residency permits in 2012, compared with 400 in 2011. The Netherlands grants victims permanent residency if their cases result in conviction of their traffickers and to victims who had held B-8 status for three or more years. Some anti-trafficking experts reported concerns about a perceived government emphasis on victims' contribution to a prosecution during the reflection period, rather than allowing a victim time to recover. During the reporting period, the government continued a pilot project in which the reflection period provided to victims under the B-8 temporary residence permit ends as soon as a criminal investigation is discontinued. Country experts note that, under the pilot, since victims lose their B-8 status as soon as law enforcement determines a case will not be filed, government assistance could end after a few days or weeks, rather than after three months. NGOs reported this had a negative impact on victim protection in 2013.

The government encouraged victims to assist in the investigation and prosecution of traffickers; as of November 2013, 61 percent of victims in specialized anti-trafficking shelters pressed charges against their traffickers. Trafficking victims were often awarded with financial compensation as part of a criminal trial; compensation was awarded in 44 cases in 2012, the most

recent year data was available. If perpetrators do not pay the court-ordered compensation after eight months, the government is required to pay the amount to the victim and assumes responsibility of forfeiting the money from the trafficker. NGOs assessed that trafficking victims can sometimes be inadvertently detained or punished for unlawful acts committed as a direct result of being trafficked, such as holding a fraudulent passport. The government continued to train law enforcement and prison staff to proactively identify trafficking victims and prevent the inadvertent punishment of victims in 2013.

PREVENTION

The Dutch government improved its efforts to prevent trafficking in 2013. It continued to demonstrate anti-trafficking leadership by transparently reporting and publishing self-critical, public reports on its anti-trafficking efforts and continued to pursue innovative prevention efforts and campaigns. The National Rapporteur's office's mandate was previously broadened to include monitoring sexual violence against children. During the year, the office published three reports addressing human trafficking. In December, the Netherlands established a statutory basis for the position of the Rapporteur's office. The government also continued a nationwide campaign to educate the larger public about all forms of trafficking in the Netherlands. In September 2013, the Ministry of Justice released a video as part of an education campaign for youth to raise awareness about local traffickers who seduce and then subject Dutch girls to sex trafficking. In July 2013, the national trafficking taskforce sent a letter to mayors throughout the country to notify them about legal businesses in their regions that may facilitate trafficking, including taxi firms and housing associations. The letter included policy recommendations on ways to address potential facilitation, either inadvertently or not, of trafficking by these companies. The labor inspectorate continued to distribute an information card in 14 languages to inform potential victims about their labor rights and signs of trafficking. To address demand for commercial sex, the government continued its campaign to educate clients of women in prostitution about trafficking and encouraged them to report signs of exploitation to authorities through a national anonymous crime reporting hotline; tips to this hotline increased in 2013. Further, the hotel association and national prosecutors' office co-produced a training video in 2013 to inform hotel staff about sex trafficking and illegal prostitution that may occur in hotels. In the summer of 2013, the local government in Utrecht withdrew the licenses of all red-light window brothels after becoming aware of indications of trafficking. The foreign ministry continued to conduct outreach to foreign diplomats' domestic workers, without their employers present, on how to report cases of abuse. The military provided training on the prevention of trafficking and additional training on recognizing trafficking victims for troops being deployed abroad on missions as international peacekeepers.

BONAIRE, ST. EUSTATIUS, AND SABA (BES)

On October 10, 2010, the Kingdom of the Netherlands established a new constitutional structure under which the "Netherlands Antilles" ceased to exist as an entity within the Kingdom. As of that date, the BES islands became municipalities of the continental Netherlands. On September 27, 2010, the government adjusted the criminal code of the BES islands to reflect the new structure. The criminal code prohibits both sex and labor trafficking under Article 286f. The government reported this article is similar to the human trafficking article in the Netherlands' criminal code, although prescribed penalties

are lower, ranging from six to 15 years' imprisonment. The BES islands are a transit and destination area for women and children subjected to trafficking, specifically forced prostitution, and for men and women in conditions of forced labor. Women in prostitution in both regulated and illegal commercial sex sectors in the BES islands are highly vulnerable to trafficking, as are unaccompanied children. Local authorities believe that men and women also have been subjected to involuntary domestic servitude and other forms of forced labor in the agricultural and construction sectors. Some migrants in restaurants and local businesses may be vulnerable to debt bondage.

On December 3, 2013, the Dutch Parliament unanimously adopted a motion to start an independent investigation into trafficking in persons and prostitution in the entire Dutch Caribbean. The government continued its cooperation with the BES islands via a working group on human trafficking, with a focus on victim care. Local authorities, in partnership with Dutch officials, reported the continued prosecution of Bonaire's first trafficking case, involving Colombian women in forced prostitution, initiated in October 2012. Police reports registered potential human trafficking cases during the year in all BES islands; however, no victims were identified in BES. No trafficking prosecutions were initiated in Saba or St. Eustatius during the reporting period. There were no awareness campaigns specifically targeting potential clients of the sex trade in the BES islands to reduce demand for commercial sex acts.

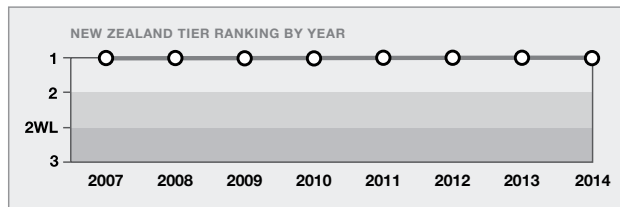
NEW ZEALAND (Tier 1)

New Zealand is a destination country for foreign men and women subjected to forced labor and sex trafficking and a source country for children subjected to sex trafficking within the country. Foreign men from Indonesia aboard foreign-flagged fishing vessels in New Zealand territorial waters are subjected to forced labor, including through debt bondage, confiscation of passports, underpayment of wages, imposition of significant debts, poor living and working conditions, and physical and sexual abuse. Some Asian and Pacific Islanders migrate to New Zealand to work in the agriculture, horticulture, viticulture, and hospitality sectors, or as domestic workers, and are subsequently subjected to forced labor. Some foreign workers are charged excessive and escalating recruitment fees, experience unjustified salary deductions and restrictions on their movement, and have their passports confiscated and contracts altered. Some migrant workers are also forced to work in job conditions that are different from what they were promised during their recruitment, but do not complain about it because they are afraid of losing their temporary work visas.

Foreign women, including some from China, Hong Kong, Taiwan, South Korea, and Southeast Asia, including Thailand and Vietnam, may be at risk of coercive or forced prostitution. Some international students and temporary visa holders are vulnerable to forced labor in various sectors in New Zealand. A small number of girls and boys, often of Maori or Pacific Islander descent, are subjected to street prostitution, and some are victims of gang-controlled trafficking rings. Some children are recruited by other girls or compelled by family members into child prostitution.

The Government of New Zealand fully complies with the minimum standards for the elimination of trafficking. The government, however, has not prosecuted any trafficking cases

or convicted any trafficking offenders under its anti-trafficking legislation in the last eight years. It has not identified or certified any trafficking victims in the last 10 years, although it has conducted prevention and monitoring programs in vulnerable labor sectors. Amendments to the national anti-trafficking legislation to conform New Zealand law to international law requirements awaited parliamentary approval at the end of the reporting period. The government did not initiate any new investigations in 2013; three reported trafficking investigations from 2012 did not lead to prosecutions, despite evidence of forced labor. The government did not provide any trafficking-specific services to potential victims in vulnerable groups. The government, in collaboration with civil society members, continued to conduct awareness trainings throughout the year for government officials likely to encounter trafficking victims.



RECOMMENDATIONS FOR NEW ZEALAND:

Enact legislation to expand New Zealand's current anti-trafficking legal framework to prohibit and punish all forms of human trafficking; significantly increase efforts to investigate and prosecute both sex and labor trafficking offenses; update and fully implement the 2009 national plan of action to address current trafficking trends in the country, redefine "trafficking" in the plan to fit international law definitions, and implement action plan items consistent with the new definition; make greater efforts to assess the full extent of sex trafficking involving children and foreign women and labor trafficking involving migrant workers; continue to increase efforts to proactively screen vulnerable populations, including women and children in prostitution, foreign workers, and illegal migrants to identify and assist trafficking victims; increase efforts to provide assistance to child sex trafficking victims; investigate and prosecute recruiting agencies and employers who subject foreign workers to debt bondage or involuntary servitude through deceptive recruitment practices; and establish an ongoing anti-trafficking awareness campaign directed at clients of prostitution.

PROSECUTION

The Government of New Zealand decreased efforts to hold traffickers accountable for trafficking crimes. New Zealand does not have a comprehensive anti-trafficking law that prohibits all forms of trafficking, and the Parliament has yet to approve proposed amendments to conform the definition of trafficking to international law. Parliament sought to act on the amendments by the end of 2013, but postponed action until late 2014. Current New Zealand statutes define human trafficking as a transnational offense akin to smuggling and do not include exploitation as an element of the crime. The Crimes Act of 1961 criminalizes only some specified forms of forced labor. Slavery is criminalized, but is limited to situations of debt bondage and serfdom; this prohibition does not cover forced labor obtained by means other than debt, law, custom, or agreement that prohibits a person from leaving employment. The Dealing in Slaves statute and the Prostitution Reform Act criminalize inducing or compelling a person to provide commercial sex and, with regard to children, provide a broader prohibition to

include facilitating, assigning, causing, or encouraging a child to provide commercial sex. While statutory penalties for these crimes are generally commensurate with those prescribed for other serious crimes, such as rape, the maximum penalty of seven years' imprisonment prescribed for the sex trafficking of children is not commensurate with penalties imposed for rape or with the maximum penalty of 14 years' imprisonment prescribed for inducing or compelling the commercial sexual services of an adult. The Crimes Act of 1961 and the Wages Protection Act of 1983 prohibit fraudulent employment and recruiting practices and prescribe sufficiently stringent penalties of up to 20 years' imprisonment and a fine equivalent to approximately \$250,000; these penalties are commensurate with those prescribed for other serious crimes, such as rape.

While these laws could be used to prosecute and convict trafficking offenders, the government has never done so. According to NGOs and government officials, the reason for the absence of anti-trafficking prosecutions and identification of victims is the high evidentiary bar of the current law. In 2013, the government initiated one new investigation, a decrease from the eight opened in 2012. The government investigated allegations of forced labor against a farmer, but it did not prosecute the farmer for labor trafficking, despite indications that he underpaid his workers and kept them in conditions that were indicative of forced labor. None of the three labor trafficking investigations that were pending at the close of the last reporting period resulted in trafficking convictions. A case involving Fijian nannies alleged to have been subjected to domestic servitude resulted in an acquittal on trafficking charges, although the nannies were awarded back pay and damages for underpayment of wages and excessively long work hours. A case involving Indian students who were forced to work in Auckland's liquor stores resulted in fines for non-trafficking offenses. A case involving a worker at a farm that experienced labor exploitation resulted in fines. The government did not report any sex trafficking investigations or prosecutions. The Immigration Act prohibits retention or control of a person's passport or any other travel or identity document, though there were no prosecutions under that provision during the year. The government continued to train customs officers on trafficking issues as part of a mandatory course and provided training sessions on victim identification to front-line officers at various agencies. It did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of New Zealand maintained its victim protection efforts. It did not identify any victims of trafficking. In 2012, the government reported adopting a victim-centered approach to monitoring industries with high numbers of migrant workers; this did not result in the identification of trafficking victims in 2013. Labor inspectors periodically visited legal brothels to ensure that working conditions were in compliance with New Zealand law; this did not result in the identification of trafficking victims. Labor inspectors reported conducting more than 1,000 audits in work places that employ migrant workers; identified breaches of labor standards did not result in trafficking investigations or prosecutions.

Although the government investigated allegations of children in prostitution and referred a child victim to social services in 2012, it did not report any investigations or referrals of child victims in 2013. The government continued to provide temporary work visas to 35 crew members of foreign charter

vessels during the ongoing investigations of alleged exploitation onboard the vessels.

New Zealand law requires that victims of crime, including human trafficking, receive access to and information about services, including medical care, legal aid, and counseling. Though the government did not operate any shelters specifically for trafficking victims, on a case-by-case basis New Zealand police have provided assistance, such as food and shelter, to victims of crimes and referred them to NGOs or other service providers. Immigration officers and labor inspectors used templates that include questions to determine if an individual is a trafficking victim; these templates were augmented with an online learning module that raised awareness of trafficking. The law also authorizes the extension of temporary residency to victims of trafficking for up to 12 months and makes them eligible for a variety of government-provided or government-funded services while their case is under investigation. There were no reports of trafficking victims detained, fined, or jailed for unlawful acts committed as trafficking victims. The government provided working visas to victims while trafficking cases are under investigation or in trial. The government reported providing legal alternatives to the removal of foreign victims of crime to countries where they may face hardship or retribution, but no trafficking victims received this benefit in 2013.

PREVENTION

The Government of New Zealand maintained its prevention efforts. In March 2012, an inter-ministerial inquiry outlined specific steps for the government to take to prevent labor trafficking onboard foreign fishing vessels; these steps were not implemented in 2013. For example, a draft law requiring all foreign charter vessels fishing in New Zealand territorial waters to operate as New Zealand-flagged vessels and abide by New Zealand's health and labor laws failed to obtain approval in the parliament for the second consecutive year. At the end of the reporting period, the draft version of the law included a Maori quota exemption clause which may allow current labor trafficking offenders to continue operating in New Zealand territorial waters. Government oversight of the fishing industries failed to lead to any labor trafficking investigations. The Code of Practice on Foreign Fishing Crew to ensure fair payments was last updated in December 2012.

In April 2013, the government sponsored, with an international NGO, a Trafficking in Persons Conference, which included an action plan to incorporate more government-civil society partnerships in addressing human trafficking and a proposal for more proactive investigations by law enforcement. The government continued to distribute brochures on trafficking indicators to community groups in six languages through its regional offices; the government also distributed the brochures to those in the sex trade and the horticulture and viticulture industries. The Ministry of Business, Innovation, and Employment continued to use a train-the-trainer module to raise awareness about trafficking crimes and to teach indicators to police and immigration officers to help them identify victims within the vulnerable migrant populations. The government did not take significant steps to reduce the overall demand for forced labor. The government provided anti-trafficking training to diplomats and military personnel prior to their deployment abroad for diplomatic and international peacekeeping missions. The government continued to cooperate with foreign governments to identify child sex tourists and to prioritize the prevention of child sex tourism abroad by New

Zealand residents, although these efforts did not result in any investigations or prosecutions.

NICARAGUA (Tier 1)

Nicaragua is principally a source and transit country for men, women, and children subjected to sex trafficking and forced labor. Nicaraguan women and children are subjected to sex trafficking within the country as well as in neighboring countries, most often in other Central American states, Mexico, and the United States. Trafficking victims are recruited in rural areas for work in urban centers—particularly Managua, Granada, and San Juan del Sur—and subsequently coerced into prostitution. Nicaraguan girls are subjected to sex trafficking in locations along the country's Atlantic Coast, where the lack of strong law enforcement institutions, a higher crime rate, and presence of drug trafficking increases the vulnerability of the local population. Nicaraguan adults and children are subjected to conditions of forced labor in agriculture, the informal sector, and domestic servitude within the country and in Costa Rica, Panama, and other countries. Children in artisanal mining and quarrying are vulnerable to labor trafficking within the country. Male migrants from other Central American countries transit Nicaragua *en route* to Panama in search of employment; some of them are vulnerable to labor trafficking in Panama. Nicaragua is a destination for child sex tourists from the United States, Canada, and Western Europe.

The Government of Nicaragua fully complies with the minimum standards for the elimination of trafficking. Authorities maintained strong efforts to investigate trafficking cases and prosecute and convict trafficking offenders, and continued robust prevention efforts, particularly through strengthening regional anti-trafficking working groups. The government continued to provide limited services to trafficking victims, though it was unclear how many victims were referred to specialized services during the year and services were weaker outside the capital. Prosecution, protection, and prevention efforts in the two Atlantic autonomous regions of Nicaragua continued to be much weaker than in the rest of the country. The government continued to lack comprehensive data on human trafficking investigations and prosecutions and identification of trafficking victims.



RECOMMENDATIONS FOR NICARAGUA:

Provide adequate funding for specialized services, including psychological, medical, and legal services for trafficking victims in partnership with civil society organizations; implement operating procedures that ensure victims identified within the country and repatriated Nicaraguan victims are referred to appropriate services; increase training and funding for government officials—including social workers, labor inspectors, and law enforcement officials—to facilitate increased victim identification and assistance, particularly in the autonomous regions; institute clear, formal, and proactive procedures for identifying trafficking victims among vulnerable populations; strengthen law enforcement and victim protection efforts in the Atlantic autonomous regions, including through

increased staff and funding; continue to investigate and prosecute cases involving all forms of human trafficking, and convict and punish trafficking offenders; partner with civil society organizations to ensure that victims receive long-term care and reintegration services; improve trafficking data collection on law enforcement and victim assistance efforts and improve data coordination across agencies; and continue to strengthen departmental and regional anti-trafficking coalitions.

PROSECUTION

The Government of Nicaragua continued strong law enforcement efforts to prosecute trafficking offenses and convict a significant number of trafficking offenders, though a lack of resources limited officials' ability to investigate cases across the country, and law enforcement efforts lagged in the autonomous regions. Nicaragua criminalizes all forms of human trafficking through Article 182 of its penal code, prescribing penalties of 10 to 14 years' imprisonment. A separate statute, Article 315, prohibits the submission, maintenance, or forced recruitment of another person into slavery, forced labor, servitude, or participation in an armed conflict; these offenses carry penalties of five to eight years' imprisonment. These prescribed punishments are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

Authorities maintained anti-trafficking units in the capital within the intelligence and judicial police forces and the women's police commission. Additionally, a designated police unit in each of the country's 15 departments and two autonomous regions was responsible for collaborating with the specialized units on trafficking investigations. A lack of resources hindered the specialized units' abilities to carry out investigations outside of major cities, particularly in remote parts of the autonomous regions. In particular, the continued lack of a prosecutor in the town of Waspam, on the Nicaraguan border with Honduras hampered prosecution of trafficking in that region. Law enforcement data on trafficking cases varied between different government agencies.

Police investigated 29 potential trafficking cases in 2013, compared with 27 such investigations in 2012. In 2013, the government prosecuted 44 accused trafficking offenders in cases involving 52 victims. Twenty-four of these prosecutions remained open at the end of the reporting period. Each completed prosecution in 2013 led to a conviction; judges convicted 20 trafficking offenders and sentenced them to 12 to 30 years' imprisonment. Twelve offenders were convicted for sex trafficking, while eight offenders were convicted for labor trafficking, including in one case involving nine adult male victims. In comparison, authorities reported prosecutions involving 57 alleged traffickers and convicting 35 traffickers in 2012, including 18 for forced labor, 13 of whom were also convicted of sex trafficking. Three convictions from 2012 were overturned by appeals courts in 2013, including two for sex trafficking and one for labor trafficking. Nicaraguan authorities collaborated with counterparts from four Central American countries to investigate trafficking cases. There were no reported investigations, prosecutions, or convictions of government employees for their alleged complicity in trafficking-related offenses during the year. There were continued reports that some law enforcement and labor officials in the autonomous regions incorrectly categorized potential trafficking cases as labor infractions or instances of victims running away from home. The government maintained efforts to train government officials—particularly police officers—on human trafficking, often in partnership with civil society organizations. For example, the

government provided funds for over 850 police officers to receive training on sexual exploitation, while the Ministry of Family trained 340 officials on trafficking victim care.

PROTECTION

The Government of Nicaragua maintained efforts to protect victims by continuing to provide services to some victims and refer others to NGOs for further care, but the government continued to lack disaggregated data on victim assistance. The government reported identifying 55 trafficking victims in 2013, but did not specify how many were labor or sex trafficking victims. One Honduran victim was identified in 2013, while the rest were Nicaraguan citizens. The Ministry of Family did not report how many children in commercial sexual exploitation were identified in 2013 as it had done in past years. The government did not have formal procedures for identifying trafficking victims among high-risk populations, such as adults and children in prostitution, and victim identification in the autonomous regions continued to lag behind national efforts. Labor officials had limited capacity to identify victims of labor trafficking across the country, particularly in areas farther from the capital and in the large informal sector.

Nicaraguan authorities continued to provide services to victims in partnership with NGOs, but did not report how many identified victims received specialized services, such as shelter, in 2013. During the reporting period, the women's police unit maintained temporary shelters for victims of domestic violence and human trafficking in Managua and Jinotega, but did not report how many trafficking victims stayed at these shelters in 2013. Regions most affected by human trafficking lacked adequate services, though NGOs operated shelters for at-risk children and female adult victims of domestic abuse in Rio San Juan, Esteli, Rivas, Puerto Cabezas, and Managua. While the government did not provide funding to these NGOs, officials referred victims to them for assistance. One NGO in Managua reported that the government referred fewer child victims for services than in the previous year. Some shelter operators expressed concern that a government preference for family reintegration for child sex trafficking victims could put some victims at risk if their home situation contributed to their vulnerability to exploitation. Victims received legal support, limited medical and psychological assistance, and education, when appropriate, from the government. The government provided minimal longer-term care. Services and shelter for male victims remained limited.

The government encouraged victims to participate in trafficking investigations and prosecutions, and authorities reported that victims gave testimony in all 26 cases that were on or awaiting trial in 2013. Nicaraguan law allows for trafficking victims to provide documented testimony in advance of the trial. There were no reports of victims being penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Humanitarian visas were available to foreign trafficking victims, although authorities did not report issuing any during the year.

PREVENTION

The Nicaraguan government continued strong prevention efforts during the year by conducting anti-trafficking awareness events and maintaining regional anti-trafficking working groups across the country. The government-run anti-trafficking coalition, which is composed of government and civil society actors, met on a bimonthly basis and was responsible for coordinating anti-trafficking efforts and implementing an anti-trafficking strategic plan. The government continued to support regional

anti-trafficking working groups in the country's 15 departments and two autonomous regions, as well as 10 district working groups in the capital. These working groups held two national-level conferences in 2013 and varied in effectiveness, with some still in the development stage. The Nicaraguan government presided over the regional coalition against trafficking in 2013 in efforts to increase anti-trafficking coordination between Central American countries. Nicaraguan police reported partnering with NGOs to reach over 45,740 Nicaraguan citizens through training and awareness events with general information on women's issues and human trafficking. The government maintained an awareness campaign against commercial sex and continued to partner with the tourism industry on prevention of child sex tourism. Authorities did not report the number of investigations, prosecutions, or convictions of child sex tourists in 2013; in contrast, in 2012, the government prosecuted six child tourists, resulting in three convictions.

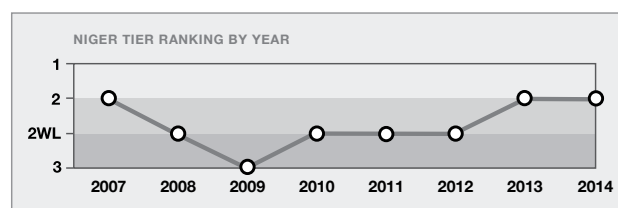
NIGER (Tier 2)

Niger is a source, transit, and destination country for children, women, and men subjected to forced labor and sex trafficking. Caste-based slavery practices continue primarily in the northern part of the country. Nigerien boys are subjected to forced labor, including forced begging within the country, as well as in Mali and Nigeria, by corrupt *marabouts* (religious instructors). Corrupt *marabouts* or loosely organized clandestine networks may also place Nigerien girls into domestic servitude or in the sex trade. Nigerien children are subjected to forced labor in gold mines, agriculture, and stone quarries within the country. Girls are subjected to prostitution along the border with Nigeria, particularly along the main highway between the towns of Birni N'Konni and Zinder. In the Tahoua region of Niger, girls born into slavery are forced to marry men who buy them as "fifth wives" and subsequently subject them to forced labor and sexual servitude; their children are born into slave castes. Traditional chiefs play a primary role in this form of exploitation, either through enslaving children in their own families or arranging "marriages" for other powerful individuals. Some girls in forced marriages may be exploited in the sex trade after fleeing their nominal "marriages." Nigerien girls reportedly enter into "marriages" with citizens of Nigeria and other foreign nationals living in Saudi Arabia and the United Arab Emirates, after which they are forced into domestic servitude upon arrival in these countries.

Nigerien women and children are recruited from Niger and transported to Nigeria, North Africa, the Middle East, and Europe where they are subsequently subjected to domestic servitude, sex trafficking, and forced labor in agriculture or animal herding. In 2013, 92 Nigeriens—mostly women and children suspected to be victims of trafficking—died in the Nigerien desert after their bus broke down *en route* to Algeria. Niger is a transit country for men, women, and children from Benin, Burkina Faso, Chad, Cameroon, Cote d'Ivoire, Gabon, Ghana, Liberia, Mali, Nigeria, and Togo migrating to northern Africa and Western Europe, where some are subsequently subjected to forced labor or sex trafficking. Additionally, some migrants are subjected to forced labor in Niger as domestic servants, mechanics, welders, laborers in mines and on farms, or as staff in bars and restaurants. Corrupt law enforcement and border officials accept bribes from traffickers to facilitate the transportation of victims into and throughout the country.

The Government of Niger does not fully comply with the minimum standards for the elimination of trafficking; however,

it is making significant efforts to do so. The National Agency for the Fight against Trafficking in Persons (ANLTP), the government's permanent implementing body to address trafficking in persons, was established and became operational in 2014. The government continued to conduct awareness-raising events throughout the year, often with support from international organizations. In a positive development, the government convicted eight police officers for accepting bribes from suspected traffickers. It continued to prosecute and convict traffickers using its 2010 anti-trafficking law and to identify and refer victims to NGOs to receive care; however, a six-month staffing gap in the National Commission for the Coordination of the Fight against Trafficking in Persons (CNCLTP)—currently serving as the coordinating body for the government's anti-trafficking efforts—limited the effectiveness of the government's efforts, and the overall number of convictions obtained and victims identified declined considerably.



RECOMMENDATIONS FOR NIGER:

Vigorously prosecute and punish trafficking offenders, including those guilty of slavery offenses, using the anti-trafficking law; hand down adequate sentences for individuals convicted of committing trafficking offenses, including public officials, and enforce court judgments; train law enforcement and judicial officials throughout the country on the provisions of the anti-trafficking law in coordination with NGOs and international organizations; implement procedures to identify and protect trafficking victims among groups of vulnerable migrants during efforts to combat illegal immigration and people smuggling; train law enforcement officials to identify trafficking victims proactively among vulnerable populations, such as women in prostitution, girls born into slave castes, and children at worksites, and to refer them to protective services; develop systematic procedures to refer identified victims to protective services and support NGO partners in providing victim care; rescue and refer all suspected victims; increase the quantity and quality of services available to victims; increase efforts to rescue victims of traditional slavery practices and adult victims; initiate law enforcement investigations into suspected cases of local officials colluding with traffickers or accepting bribes to obstruct criminal investigations of trafficking crimes, particularly traditional slavery; allocate government funds to the operation of the CNCLTP and the ANLTP; and continue an initiative to raise public awareness about the anti-trafficking law—specifically targeting vulnerable populations, religious leaders, and traditional chiefs and encouraging victims to exercise their rights under the law.

PROSECUTION

The Government of Niger continued anti-trafficking law enforcement efforts, including through punishing public officials for acts that could facilitate trafficking, though the total number of prosecutions and convictions declined compared to 2012. Order No. 2012-86 on Combating Trafficking in Persons, enacted in 2010, prohibits all forms of trafficking, including slavery and practices similar to slavery. This law prescribes punishments of five to 10 years' imprisonment for committing trafficking offenses

against adults and 10 to 30 years' imprisonment when the victim is a child, penalties that are sufficiently stringent. Penalties for child trafficking are commensurate with those prescribed for other serious offenses, such as rape, but penalties prescribed for the trafficking of adults are not. The law defines slavery and practices similar to slavery and specifically prohibits exploitative begging. Other statutes prohibit certain forms of trafficking; the country's penal code prohibits slavery, procurement of a child for prostitution, and the encouragement of or profiting from child begging in Articles 270 (as amended in 2003), 292-293, and 181, respectively. Niger's labor code, enacted in September 2012, outlaws forced labor. The penal code's prescribed penalties of 10 to 30 years' imprisonment for slavery offenses are sufficiently stringent and reflect the serious nature of the crime. The penalties prescribed in the labor code for forced labor are also sufficiently stringent in terms of imprisonment, but the law allows for the option of a fine in lieu of jail time, which does not reflect the serious nature of this crime.

The government investigated 70 trafficking offenses, prosecuted 18 defendants suspected of labor trafficking offenses, and convicted five labor trafficking offenders, a decrease from the prosecution of 24 cases and 22 convictions during the previous reporting period. Convicted offenders received prison sentences ranging from 11 months to two years, and were reportedly ordered to pay fines used to compensate victims. Thirty investigations remained pending at the close of the reporting period. The government did not make progress in ending impunity for *marabouts* who force children to beg or traditional chiefs who facilitate the enslavement of children in 2013, though media reports indicate a *marabout* and his wife were arrested in February 2014 for suspected child trafficking. Structural barriers impeded victims' access to justice, as they were often uninformed about their legal rights and lacked the necessary capacities and resources to seek punitive action against their exploiters. There were no reported developments in pending slavery cases, some of which have reportedly been ongoing for years. There were reports that local officials chose not to pursue slavery cases brought to their attention due to social or political connections of the alleged traffickers. In November 2013, the government investigated 18 police officers for acts that may have facilitated trafficking; it prosecuted nine and convicted eight police officers in the Agadez region for accepting bribes to facilitate the illegal transportation of 92 migrants—suspected to have been trafficking victims—who subsequently died in the desert *en route* to Algeria. Seven of the convicted officers received suspended prison sentences, and one was sentenced to 11 months' imprisonment.

PROTECTION

The government continued modest efforts to identify and refer victims to NGOs to receive care, but overall victim protection efforts remained inadequate. Authorities did not develop or employ systematic measures to identify trafficking victims among vulnerable populations, such as women and girls born into traditional slave castes or children at worksites, and there were no formal procedures to guide officials in referring identified victims to protective services. There were no reports of victims of hereditary slavery identified or assisted during the year. The government, through the CNCLTP, identified 50 child victims and referred them to NGOs to receive protective care on an *ad hoc* basis, compared with 183 victims identified in the previous reporting period. The government provided medical assistance and temporary shelter in social service facilities to an unknown number of child victims identified. The government relied almost exclusively on NGOs and international organizations to provide

services to victims, though NGOs' capacity to provide shelter or long-term services to victims was inadequate; their primary role was often to facilitate repatriation or family reunification of victims. Victims were often forced to return to their villages after a few months if NGO resources ran out, and some children spent the night in police stations when shelter space was not available. There were no specialized services available in Niger for adult victims or victims of hereditary slavery.

The government reported that adult victims would be encouraged to assist in the investigation and prosecution of trafficking cases, though the government did not identify any adult victims during the year. Victims of forced labor and caste-based servitude were able to file civil and criminal complaints simultaneously. There were no reports of civil complaints filed; the government reported some victims received compensation from fines imposed on convicted traffickers, but it did not provide additional details about the nature of this compensation or the number of victims receiving it. Victims' lack of awareness of the legal options available to them, fears of retaliation by traffickers, and lack of adequate shelter and protective services impeded efforts to obtain their participation in investigations and prosecutions. There were no reports that identified victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked; however, the government did not make adequate efforts to identify trafficking victims, which left many victims unidentified and likely led to some victims being treated as criminals. In November 2013, authorities at a domestic checkpoint arrested and detained 150 Nigerien and Nigerian migrants, including children, aboard five trucks attempting to cross the Sahara *en route* to Algeria, without efforts to screen for trafficking victims among them. Front-line officials did not receive training in identifying victims and referring them to protective services, and border guards often denied entry to suspected traffickers and victims rather than attempting to rescue victims and place them in protective care. The 2010 anti-trafficking law includes provisions to ensure foreign victims would be safe upon return to their countries of origin and provides for the possibility of granting victims legal status in Niger, including the ability to obtain employment.

PREVENTION

The Government of Niger increased its efforts to prevent human trafficking during the year. The CNCLTP continued to serve as the coordinating body for the government's anti-trafficking efforts, though a six-month gap in leadership and a lack of funding limited its effectiveness. In January 2014, the ANLTP became operational as the government's permanent implementing body to address trafficking in persons. The government completed a draft national action plan to combat trafficking, though it was not approved by the Council of Ministers during the reporting period. Senior officials recognized publicly the problem of human trafficking and Niger's policies to combat it; for example, in October 2013, the Minister of Justice chaired a seminar for 100 participants from government, civil society, and the community to raise awareness about laws prohibiting trafficking and mechanisms for trafficking case referral. The CNCLTP distributed information on the dangers of human trafficking to the public and organized donor-funded training and awareness programs, including a one-day conference in September 2013 that brought together approximately 1,000 government officials and community members. In July, the government produced panels on government-run television and radio platforms featuring government officials and civil society members to discuss issues of human trafficking. In November 2013, the government ordered

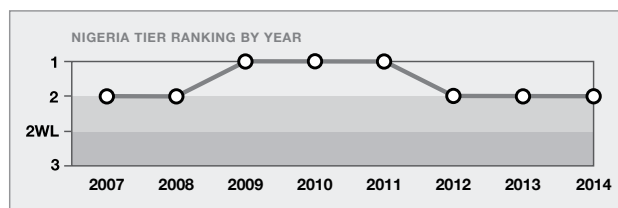
the closure of migrant “safe houses” in northern Niger, used as transit points for migrants *en route* to countries in North Africa and sometimes used to lure migrants into situations of forced labor or sex trafficking in destination countries; although allegedly prompted by protection concerns for migrants, this policy may have made some migrants—including unidentified trafficking victims—more vulnerable to harm, as these efforts were not accompanied by protection measures. The government took no discernible measures to address the demand for forced labor or commercial sex acts. Bylaws governing Niger’s armed forces require troops to receive anti-trafficking training prior to their deployment abroad on international peacekeeping missions, though there is no evidence the government implemented such training during the reporting period.

NIGERIA (Tier 2)

Nigeria is a source, transit, and destination country for women and children subjected to forced labor and sex trafficking. Nigerian trafficking victims are recruited from rural and, to a lesser extent, urban areas within the country; women and girls for domestic servitude and sex trafficking, and boys for forced labor in street vending, domestic service, mining, stone quarrying, agriculture, and begging. Young boys who attend Koranic schools, commonly known as Almajiri children, are often moved between Kano, Kaduna, and Sokoto and subjected to forced begging. Nigerian traffickers rely on threats of voodoo curses to control Nigerian victims and force them into situations of prostitution or labor. Nigerian women and children are taken from Nigeria to other West and Central African countries, as well as to South Africa, where they are exploited for the same purposes. Children from West African countries—primarily Benin, Ghana, and Togo—are forced to work in Nigeria, and many are subjected to hazardous labor in Nigeria’s granite mines. Nigerian women and girls—primarily from Benin City in Edo State—are subjected to forced prostitution in Italy, while Nigerian women and girls from other states are subjected to forced prostitution in Spain, Scotland, the Netherlands, Germany, Turkey, Belgium, Denmark, Finland, France, Sweden, Switzerland, Norway, Ireland, Slovakia, the Czech Republic, Greece, and Russia. Nigerian women and children are also recruited and transported to destinations in North Africa, the Middle East, and Central Asia, where they are held captive in the sex trade or in forced labor. Nigerian gangs subject large numbers of Nigerian women to forced prostitution in the Czech Republic and Italy, and the European Police Organization (EUROPOL) has identified Nigerian organized crime related to trafficking in persons as one of the largest law enforcement challenges to European governments. Nigerian women are trafficked to Malaysia, where they are forced into prostitution and to work as drug mules for their traffickers. West African women travel through Nigeria to destinations in Europe and the Middle East, where they are subsequently subjected to forced prostitution. In 2013, international observers reported that the terrorist organization, Boko Haram, had recruited and used child soldiers as young as 12-years-old, as well as abducted women and girls in the northern region of Nigeria, some of whom it later subjected to domestic servitude, forced labor, and sex slavery through forced marriages to its militants. Observers also reported that children were used at checkpoints in Borno state by a citizen vigilante group.

The Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government demonstrated an increase in anti-trafficking

law enforcement efforts by increasing the number of trafficking investigations, prosecutions and convictions and by providing extensive specialized anti-trafficking training to officials from various government ministries and agencies. The National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP) increased protection efforts by developing a formal referral mechanism for victim protection, increasing the capacity of its shelters, and identifying and providing services to a larger number of victims. Despite these efforts, the government has yet to pass draft legislation that would restrict the ability of judges to offer fines in lieu of prison time during sentencing and, with the exception of receiving training from NAPTIP, the Ministry of Labor did not make any new efforts to address labor trafficking during the reporting period. Additionally, despite the growing number of Nigerian trafficking victims identified abroad, the government has yet to implement formal procedures for the return and reintegration of Nigerian victims.



RECOMMENDATIONS FOR NIGERIA:

Pass and implement the draft anti-trafficking bill, which would amend the anti-trafficking law to give prosecutors more authority and restrict the ability of judges to offer fines in lieu of prison time during sentencing; continue to vigorously pursue trafficking investigations, prosecutions of trafficking offenses, and adequate sentences for convicted traffickers, including imprisonment whenever appropriate; take proactive measures to investigate and prosecute government officials suspected of trafficking-related corruption and complicity in trafficking offenses; ensure that the activities of NAPTIP receive sufficient funding, particularly for prosecuting trafficking offenders and providing adequate care for victims; continue to provide regular training to police and immigration officials to identify trafficking victims among vulnerable populations, such as women in prostitution and young females traveling with non-family members; fully integrate anti-trafficking responsibilities into the work of the Nigerian Police Force and the Ministry of Labor; develop a formal system to track the number of victims repatriated from abroad, and upon repatriation ensure they are aware of available protective services; and ensure NAPTIP effectively interacts with and receives support from other government agencies that have a stake in addressing human trafficking.

PROSECUTION

The Government of Nigeria maintained strong anti-trafficking law enforcement efforts. The 2003 Trafficking in Persons Law Enforcement and Administration Act, amended in 2005 to increase the penalties for trafficking offenders, prohibits all forms of human trafficking. The law prescribes penalties of five years’ imprisonment or a fine not to exceed the equivalent of approximately \$645 or both for labor trafficking offenses; these penalties are not sufficiently stringent, because the law allows convicted offenders to pay a fine in lieu of prison time for labor trafficking or attempted trafficking offenses. The law prescribes penalties of 10 to 15 years’ imprisonment for sex trafficking offenses or a fine of the equivalent of approximately \$1,250, or both. For sentences that include only a fine, penalties are not

sufficiently stringent. In March 2014, the Senate passed a bill that would amend the anti-trafficking law to give prosecutors more authority and restrict the ability of judges to offer fines in lieu of prison time during sentencing; the bill was awaiting approval by the House and the President at the end of the reporting period.

The government reported that NAPTIP initiated 314 trafficking investigations, completed 43 prosecutions, and achieved 42 convictions during the reporting period. Another 170 prosecutions remained pending at the end of the reporting period. All prosecutions occurred under the 2003 Trafficking Act, and prison sentences upon conviction ranged from four months' to 10 years' imprisonments. Of the 42 convictions, 28 resulted in prison sentences without the option of paying a fine. The Nigerian Police Force reportedly prosecuted 25 suspected traffickers and secured 6 convictions; however, complete data regarding these cases was unavailable. The government also collaborated with law enforcement agencies from Cote d'Ivoire, Belgium, Czech Republic, Finland, France, Germany, the Netherlands, Norway, Taiwan, and the United Kingdom on investigations involving Nigerian nationals during the reporting period. The government investigated and initiated a prosecution against a senior government official who allegedly committed a labor trafficking offense against two child victims; the case remained pending at the close of the reporting period. The government also convicted another government official for committing a labor trafficking offense against a 12 year-old girl trafficking victim from the Republic of Benin. The government did not report any other investigations, prosecutions, or convictions of government officials complicit in trafficking offenses; however, corruption at all levels of the government remained a pervasive problem.

The government conducted extensive training sessions throughout the reporting period. NAPTIP, in collaboration with the Ministry of Women Affairs and international organizations, provided specialized training to approximately 420 government employees, including judges, prosecutors, and officials from NAPTIP, the Nigerian Police Force, the Nigerian Immigration Service, the Nigeria Security and Civil Defense Corps, the National Drug and Law Enforcement Agency, and the Economic and Financial Crimes Commission. These programs offered specialized training on social media, witness protection, identification and investigation of trafficking cases, criminal intelligence, gender-based violence, trial and prosecution of trafficking cases, migration policy, and counseling of victims.

PROTECTION

The Government of Nigeria increased efforts to protect trafficking victims during the year. The government and NGOs identified 777 trafficking victims within the country, including 187 victims of sex trafficking, and 539 victims of labor trafficking. Another 51 individuals were identified as victims of trafficking-related crimes. This is a significant increase from the 480 victims identified in the previous reporting period. All victims identified by NAPTIP received initial screening and assistance by NAPTIP, after which 265 were referred to government-run care facilities for further medical care, vocational training, education, and shelter. The government has formal written procedures to guide law enforcement, immigration, and social services personnel in proactive identification of victims of trafficking among high-risk populations. Police, immigration, and social services personnel received specialized training on how to identify victims of trafficking and direct them to NAPTIP. In July 2013, NAPTIP developed a National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria, which provides

formal guidelines for law enforcement, immigration officials, and service providers to improve protection and assistance to trafficking victims.

In 2013, the Government of Nigeria allocated the equivalent of approximately \$11.2 million to NAPTIP, a slight decrease from the 2012 budget of \$11.9 million. NAPTIP spent roughly one-fourth of its operational budget, or the equivalent of approximately \$453,000, on victim protection and assistance during the reporting period. State governments also contributed the equivalent of approximately \$149,000 to support NAPTIP's efforts during the reporting period, and an additional \$2.4 million to support state anti-trafficking efforts. NAPTIP operated nine shelters specifically for trafficking victims with a total capacity of 313 victims, an increase in capacity from the previous reporting period. Through these shelters, NAPTIP provided access to legal, medical, and psychological services, as well as vocational training, trade and financial empowerment, and business management skills. Victims who required additional medical and psychological treatment were provided services by hospitals and clinics through existing agreements with NAPTIP. All shelter staff received basic training in victim care, and NAPTIP funded additional specialized training for 30 counselors. NAPTIP shelters offered short-term care, generally limiting victims' stays to six weeks, though victims were allowed to extend their stays under special circumstances. If victims needed longer-term care, NAPTIP collaborated with NGO-run shelters, which provided such care. Victims in NAPTIP shelters were not allowed to leave unless accompanied by a chaperone. NAPTIP paid a monthly stipend of the equivalent of approximately \$2,500 to a local NGO-run shelter and provided limited funding, in-kind donations, and services to NGOs and other organizations that afforded protective services to trafficking victims. On occasion, state and local governments also provided in-kind assistance through training and technical support to NGOs.

Despite the growing number of Nigerian trafficking victims identified abroad, the government has yet to implement formal procedures for the return and reintegration of Nigerian victims; consequently, many victims are not afforded adequate care upon their return to Nigeria. This is of particular concern, as some European countries deny Nigerian victims' attempts to seek asylum or to access European victim programs on the basis of the perceived availability of adequate victim services in Nigeria. Per provisions of the 2003 Trafficking in Persons Law Enforcement and Administration Act, Nigerian authorities ensured that identified trafficking victims were not penalized for unlawful acts committed as a result of being trafficked. On occasion, authorities initially detained individuals involved in prostitution or other unlawful acts before they were identified as trafficking victims. Once identified, NAPTIP worked with security services to remove victims from custody and provide them care. Officials encouraged victims to assist in the investigation and prosecution of trafficking cases, and NAPTIP reported that 32 victims served as witnesses or gave evidence during trial in the reporting period. All victims were eligible to receive funds from the victims' trust fund, which was financed primarily through confiscated assets of convicted traffickers. During the reporting period the equivalent of approximately \$20,000 was disbursed among 47 victims for purposes ranging from vocational training to school tuition, although not necessarily in equal amounts. The government provided a limited legal alternative—short term-residency that could not be extended—to the removal of foreign victims to countries where they may face hardship or retribution.

PREVENTION

The Government of Nigeria sustained efforts to prevent human trafficking through campaigns to raise awareness and educate the public about the dangers of trafficking. NAPTIP's Public Enlightenment Unit continued to conduct extensive national and local programming through radio and print media in all regions of the country to raise awareness about trafficking, including warning about fraudulent recruitment for jobs abroad. The objective of these and several related programs was to sensitize vulnerable people, sharpen public awareness of trends and schemes traffickers use to lure victims, warn parents, and encourage community members to participate in efforts to prevent trafficking. NAPTIP also carried out advocacy visits with community leaders, opinion leaders, traditional and religious leaders, and government officials at both the local and national levels.

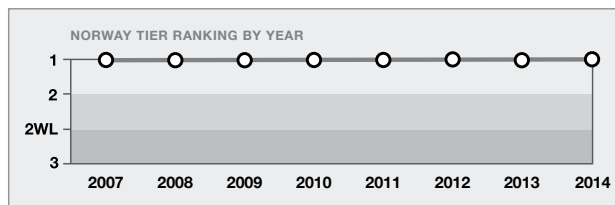
During the reporting period, the Government of Nigeria increased coordination between NAPTIP and various relevant ministries through newly formalized victim referral mechanisms and training efforts. NAPTIP held its annual stakeholders' workshop, which included representatives from key government agencies, NGOs, international organizations, and civil society, to set program priorities to implement the five year national action plan for 2012-2017. NAPTIP also trained more than 90 labor officers on identifying and investigating forced labor cases. However, the Ministry of Labor took no additional steps to address labor trafficking or to decrease the demand for forced labor. The government did not make any discernible efforts to decrease the demand for commercial sex acts. NAPTIP officials assisted other African governments and the Netherlands with their anti-trafficking efforts through training courses, joint intelligence sharing, and mutual legal assistance. It also hosted a regional consultation on the right to an effective remedy for trafficking victims, in collaboration with an international organization. The government, with foreign donor support, provided anti-trafficking training to Nigerian troops prior to their deployment abroad on international peacekeeping missions. The government also provided mandatory human rights and anti-trafficking training to all diplomats prior to departing to their foreign postings.

NORWAY (Tier 1)

Norway is a destination and, to a lesser extent, a transit and source country for women and girls subjected to sex trafficking and for men and women subjected to forced labor in domestic service, in nursing, and the construction sector. Children are subjected to domestic servitude, forced begging, and forced criminal activity, such as shoplifting and drug sales. Trafficking victims identified in Norway primarily originate in Eastern Europe (Bulgaria, Lithuania, and Romania), Africa (Cameroon, the Democratic Republic of Congo, Eritrea, Ghana, Kenya, and Nigeria), Brazil, and the Philippines. Female victims from African countries are often exploited by males who have legal residency in Norway; these perpetrators marry women in Africa, bring them to Norway, and coerce them into prostitution. Traffickers from Eastern Europe are typically members of small family mafias; offenders seduce young women in their home countries and convince them to come to Norway, where they are forced into prostitution. Some foreign *au pairs*, including those from the Philippines, are vulnerable to trafficking in Norway.

The Government of Norway fully complies with the minimum standards for the elimination of trafficking. The Norwegian government has adopted a victim-centered approach, offering

generous and diverse victim services through specialized NGOs and local governments. In 2013, authorities investigated more trafficking cases, including labor trafficking cases, although convictions for trafficking offenses declined. Nevertheless, Norwegian law enforcement efforts were far lower than the reported number of initial victim contacts in 2013, and the government did not publish a self-critical evaluation of domestic efforts in 2013.



RECOMMENDATIONS FOR NORWAY:

Vigorously prosecute and convict both sex and labor trafficking offenders; investigate why few trafficking investigations and suspected trafficking victim identifications result in prosecutions; ensure the Oslo police department is adequately resourced to investigate trafficking crimes; continue to provide training to prosecutors on the application of Norway's trafficking law; ensure that child victims of trafficking receive specialized care; ensure that male trafficking victims receive adequate services and that all governmental anti-trafficking efforts are structured to address male as well as female victims of trafficking; ensure that front-line responders understand and offer a reflection period to identified victims, during which victims can receive services and recover from their trauma; consider options for the provision of longer-term victim assistance in non-emergency shelters; publish a self-evaluative report on the government's anti-trafficking efforts; monitor and prosecute labor recruitment offenses; and fund a national or targeted anti-trafficking awareness campaign.

PROSECUTION

The Norwegian government demonstrated some progress in law enforcement efforts through increased investigations of labor trafficking, though law enforcement efforts as a whole remained far below the rate of reported victim identification. Norway prohibits all forms of both sex and labor trafficking in persons through Criminal Code Section 224, which prescribes a maximum penalty of 10 years' imprisonment, which is sufficiently stringent and commensurate with punishments prescribed for other serious offenses, such as rape. Norwegian authorities initiated 30 sex trafficking investigations and 39 labor trafficking investigations in 2013, compared with 26 sex trafficking and 22 labor trafficking investigations initiated in 2012. The government prosecuted six sex trafficking suspects and three labor trafficking suspects in 2013, compared with two sex trafficking suspects and six labor trafficking suspects in 2012. Authorities convicted three sex trafficking offenders and two labor trafficking offenders in 2013, compared with three sex trafficking offenders and four labor trafficking offenders convicted in 2012. All of the convicted traffickers received jail sentences, including one who received three years' imprisonment.

Three Norwegian cities maintained specialized anti-trafficking units in their police forces. In 2012, observers reported that the Oslo police department reassigned officers with specialized anti-trafficking training to the organized crime unit, resulting in fewer investigations of trafficking cases in the capital city; in 2013, the Oslo police filed no new trafficking cases. Observers

reported that police districts have too few resources devoted to investigating human trafficking. Experts reported that prosecutors sometimes applied pimping charges to trafficking cases when the suspected trafficker used forms of coercion that were more subtle than violence; in these cases, victims in pimping cases were not eligible for the benefits provided under the trafficking laws. The government reportedly did not provide adequate training for prosecutors on applying the trafficking statute. The government continued to provide new police officers with training on identifying and assisting trafficking victims, as well as periodic in-service training to all police officers on the referral processes. The government also supplied the police with “action cards” that detail the appropriate procedures for interacting with and referring victims when encountering them. The government organized a two-day training seminar for nearly 300 participants from different authorities and NGOs on trafficking victim identification and referral. The Council of Europe’s Group of Experts on Action Against Trafficking in Human Beings (GRETA) reported deficient identification of potential victims by Norwegian border officials. Law enforcement authorities collaborated with other governments on trafficking investigations. The government did not report the investigation or prosecution of any public officials for trafficking-related complicity.

PROTECTION

The Government of Norway demonstrated strong protection efforts through sustained funding for victim services. The Norwegian government provided protection to trafficking victims through municipal crisis centers and government-funded NGOs. These NGOs offered both foreign and domestic victims a range of assistance, including shelter, legal aid, stipends for food, psychological care, medical assistance, fitness facilities, and Norwegian language classes. An NGO specializing in caring for trafficking victims who have received a reflection period provided vocational programs, education, and sponsored internships. Although the specialized NGOs primarily offered services to women, one NGO made two apartments available to male victims as needed. By law, Norwegian municipalities were obligated to offer trafficking victims shelter in crisis centers, regardless of their immigration status. One of the main government-funded institutions for trafficking victim care received 132 initial contacts from trafficking victims in 2013, in contrast to 146 contacts in 2012. Of these 132 initial contacts, 52 women or girl trafficking victims ultimately were housed by the victim care institution. The primary government-funded project received the equivalent of approximately \$418,400 in funding for trafficking victim care, compared to the equivalent of approximately \$401,700 in 2012; this sum does not include most of the aid given to victims by municipalities—including free medical care—nor the financial allocations to other NGO anti-trafficking projects. In 2013, the Norwegian government reported identifying and providing services for approximately 350 trafficking victims, including approximately 227 women, 35 men, and 88 children, an increase from 274 trafficking victims assisted in 2012. NGOs reported fairly extensive coordination efforts with the government on victim assistance. The government’s Child Welfare Services provided specialized care to child victims, including accommodation in a child protection institution or a foster home. The Child Welfare Act continued to enable authorities to place children who are presumed victims of trafficking in an institution without their consent for a period of up to six months.

The Norwegian government permitted trafficking victims to stay in Norway without condition during a six-month reflection period, a time for them to receive assistance while they consider

whether to assist law enforcement with a trafficking investigation and prosecution; authorities granted a reflection period to 30 victims in 2013, compared with 29 in 2012. In 2013, the government started issuing temporary residence permits to victims for use during the reflection period; this status provides victims with a widely-accepted identification card permitting them to work in Norway and access public services like health care. The government also offered a permanent residency permit for victims facing retribution or hardship in their countries of origin, on the condition that they give statements to the police outside of court. Any victim of trafficking—regardless of potential retribution or hardship at home—who made a formal complaint to the police, could remain in Norway for the duration of court proceedings; victims who testified in court were entitled to permanent residency. In 2013, Norwegian authorities issued 38 temporary residence permits to trafficking victims and granted a temporary asylum status to 19 trafficking victims. Several trafficking victims received restitution in 2013. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

PREVENTION

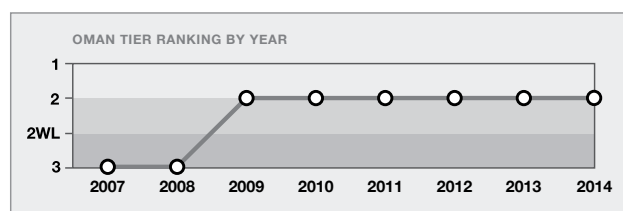
The Norwegian government demonstrated weak prevention efforts within the country. The government has not published a self-evaluative report on its anti-trafficking measures since 2012. The government did not fund any broad-based domestic trafficking awareness campaigns targeting labor or sex trafficking. The Ministry of Justice did not report any cases of authorities punishing labor recruiters involved in the recruitment of workers through knowingly fraudulent offers of employment. The government undertook steps to reduce the demand for commercial sex acts. The Norwegian national criminal investigation service monitored the travel of Norwegian nationals to known child sex tourism destinations.

OMAN (Tier 2)

Oman is a destination and transit country for men and women, primarily from India, Pakistan, Bangladesh, Sri Lanka, the Philippines, Ethiopia, Nepal, Kenya, and Indonesia, who may be subject to forced labor and, to a lesser extent, sex trafficking. Most migrants travel willingly and legally to Oman with the expectation of employment in domestic service or as low-skilled workers in the country’s construction, agriculture, and service sectors. Some subsequently face forced labor, experiencing the withholding of passports and other restrictions on movement, nonpayment of wages, long working hours without food or rest, threats, and physical or sexual abuse. Labor source country officials report that the most common complaints among domestic workers seeking assistance at their embassies are excessive working hours, passport confiscation, and physical and mental abuse. Unscrupulous labor recruitment agencies and their sub-agents in communities in South Asia, as well as labor brokers in the United Arab Emirates (UAE), Oman, and Iran, may deceive workers into accepting work that constitutes forced labor. Many of these agencies provide false contracts with fictitious employers or wages and charge workers high recruitment fees (often in an amount exceeding the equivalent of approximately \$1,000) at usurious rates of interest, leaving workers vulnerable to trafficking. Some Omani employers obtain foreign domestic workers at the porous border crossing between Buraimi, Oman and Al Ain, UAE, though the numbers crossing

into Buraimi reportedly decreased in 2013. Though employers typically secure a labor permit for domestic workers to legally work in Oman, often these women are runaway workers from Emirati families and are not aware they are being taken to another country to work, rendering them further vulnerable to exploitation in Oman. Women working in Oman as domestic workers from countries without a diplomatic presence in Oman, such as Ethiopia, are especially vulnerable to forced labor. In recognition of that problem, the Omani government imposed a ban on visas for Ethiopians in 2013 until the Omani government can appropriately address the trafficking problem. Government sources note that domestic workers who run away from their employers are also susceptible to forced prostitution. Male Pakistani laborers and other workers from India, Bangladesh, Sri Lanka, and East Asia transit Oman *en route* to the UAE; some of these migrant workers are exploited in situations of forced labor upon reaching their destination. Oman is also a destination and transit country for women from China, Bangladesh, Indonesia, India, Morocco, Eastern Europe, Uganda, Kenya, Ethiopia, Somalia, and Burundi, who may be forced into prostitution, typically by nationals of their own countries.

The Government of Oman does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government prosecuted and convicted some sex trafficking offenders, and it continued to identify and assist victims of trafficking at a government-run shelter, though the facility remained underutilized. Nonetheless, the government's prosecution efforts declined from the previous reporting period, and as the government continued to treat potential forced labor cases as administrative violations, it failed to prosecute any suspected labor traffickers. For example, the Ministry of Manpower (MOM) and the Public Prosecution's Office of Labor Prosecutions assisted some potential victims through labor dispute settlement mechanisms. Though the government referred some victims to shelter services, Omani authorities did not employ formal procedures to proactively identify trafficking victims among vulnerable groups. Because authorities continued to rely on victims to voluntarily identify themselves and report abuses, rather than aggressively and proactively investigating trafficking in vulnerable communities, unidentified victims continued to be punished for crimes committed as a direct result of being trafficked.



RECOMMENDATIONS FOR OMAN:

Significantly increase efforts to investigate and prosecute trafficking offenses, and sentence convicted traffickers to imprisonment; make greater efforts to investigate and prosecute forced labor offenses, including those perpetrated by recruitment agents and employers; establish a formal mechanism for cooperation between the MOM and the Public Prosecution to investigate and prosecute cases of labor trafficking; institute formal procedures for identifying trafficking victims among all vulnerable populations, such as migrant workers and people in prostitution; amend the restrictions on victim referrals to allow broader victim access to shelter care; refer all suspected victims of trafficking to the government shelter, regardless of

whether there is a corresponding prosecution of an alleged offender; offer shelter and specialized services to male victims and labor trafficking victims; ensure that unidentified victims of trafficking are not punished for acts committed as a direct result of being subjected to human trafficking, such as immigration violations or prostitution; enact and enforce strict penalties for employers who withhold their employees' passports, including government officials; increase and enforce legal protections for domestic workers; continue training government officials to recognize and respond appropriately to human trafficking crimes; and implement public awareness campaigns and other prevention programs to reduce the demand for forced labor and commercial sex acts.

PROSECUTION

The government made minimal progress in anti-trafficking law enforcement efforts. Through Royal Decree No. 126/2008, also known as the Law Combating Trafficking in Persons, the government prohibits all forms of both sex and labor trafficking and prescribes punishments of three to 15 years' imprisonment, in addition to financial penalties, for trafficking crimes. These punishments are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. A MOM circular (No. 2/2006) prohibits employers from withholding migrant workers' passports, but does not specify penalties for noncompliance. Though passport withholding is a widespread practice among employers in Oman, the government did not report any investigations or other actions against employers during the reporting period based on the prohibition. The government reported investigating six cases of sex trafficking and one case of forced labor, as well as prosecuting and convicting five cases of sex trafficking during the reporting period, in comparison to the 15 sex trafficking prosecutions and two sex trafficking convictions in 2012. Four of the convicted traffickers were sentenced to two and a half years' imprisonment. The government failed to prosecute or convict any forced labor offenders, despite cases of forced domestic servitude reported during the year; the government has not prosecuted or convicted a forced labor offender since 2010. Government and source country officials reported that cases of labor violations—some of which likely amounted to forced labor—were frequently classified as administrative complaints and rarely investigated for trafficking or referred to criminal court; thus, employers were not brought to justice for trafficking offenses. Overreliance on administrative avenues of labor enforcement was particularly problematic as domestic service—one of the sectors most vulnerable to abuse—was not within inspectors' mandate under Omani labor law. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking even though several government officials in Oman reported that they hold their domestic workers' passports for fear that the workers will abscond or lose their passports if they have them in their possession. The Royal Oman Police (ROP) continued to conduct victim identification trainings for all incoming cadets, while the inter-ministerial anti-trafficking committee conducted a separate training for ROP officials in March 2014. The Public Prosecution held a three-day anti-trafficking workshop in December 2013 for prosecutors and ROP officials; it also regularly conducted lectures for judges and lawyers on Oman's anti-trafficking law. The Ministry of Justice oversees a special judicial department at the Appeals Court in Muscat to handle trafficking-related cases.

PROTECTION

The government's efforts to identify and protect victims of trafficking remained limited. It did not proactively identify victims of trafficking among vulnerable groups, such as migrant workers and women in prostitution; on the contrary, victims were expected to identify themselves and report abuses to authorities. The lack of identification procedures prevented victims from accessing protection services and made them susceptible to being inappropriately incarcerated, fined, or otherwise penalized for unlawful acts committed as a direct result of being subjected to human trafficking. Though the government continued to operate and fund a permanent shelter that could accommodate up to 50 women and child victims of forced labor or sex trafficking, the shelter remained underused due to the government's poor victim identification efforts. The Public Prosecution identified and referred nine victims of trafficking to the shelter in 2013, an increase from the two sex trafficking victims referred in 2012. The shelter provided social, psychological, legal, and medical services at no cost to victims. Victims in the government shelter could not leave the premises unchaperoned, but they could reportedly request that shelter employees accompany them offsite. Though the ROP previously operated the government shelter, it was transferred to the Ministry of Social Development (MOSD) in 2013 in an effort to have victims treated less like criminals and detainees. The ROP and the MOSD cooperated to assist and escort potential victims to the shelter 24 hours a day.

Oman continues to lack shelter services available for male victims of trafficking. As in previous years, the government continued to fail to identify and refer any labor trafficking to the government care facility for assistance. As the government continued to treat potential forced labor cases as labor violations, potential victims of trafficking were neither identified nor provided protection services. The MOM cooperated with and requested that foreign embassies immediately refer all potential trafficking cases involving victims that sought assistance at the embassies of their home countries to the MOM for investigation. The government encouraged suspected foreign trafficking victims to assist in investigations and prosecutions of their traffickers, but did not provide information on the number of victims who did so during the reporting period. Victims were permitted to stay in Oman on a case-by-case basis, but were not permitted to work while awaiting court proceedings. The government did not provide foreign victims with legal alternatives to removal to countries in which they may face retribution or hardship.

PREVENTION

The government made minimal efforts to prevent human trafficking. Though a working group within the inter-ministerial anti-trafficking committee met regularly in this reporting period, the committee developed a fledgling interagency process to handle trafficking cases. In an effort to address concerns of Ethiopian domestic workers forced into domestic servitude in Oman, the ROP announced in March 2014 a temporary freeze on its issuance of work visas for new Ethiopian domestic workers; Ethiopians already working in Oman, however, were not provided any additional protections and remained eligible to renew their visas. The government blacklisted an unknown number of companies for illegal recruiting practices during the reporting period. The government also required that all employers post labor law regulations in the languages of their workers in prominent locations at worksites. The government did not report efforts to reduce the demand for commercial sex acts in Oman.

PAKISTAN (Tier 2 Watch List)

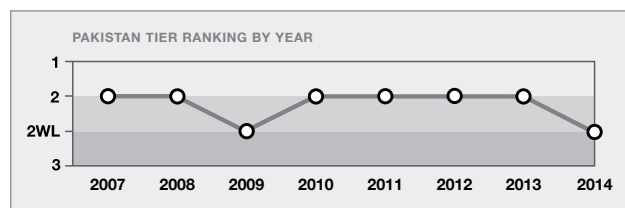
Pakistan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. A large percentage of trafficking that occurs within the country, particularly of children, is due in part to Pakistan's deteriorating security situation and weak economy. Counterterrorism and counterinsurgency efforts monopolized the Pakistani government's resources and attention. The country's largest human trafficking problem is bonded labor, in which landowners, traffickers, or recruiters exploit an initial debt assumed by a worker as part of the terms of employment, ultimately entrapping other family members and sometimes persisting for generations. Experts estimate that two to four million people are subjected to bonded labor in Pakistan at any given time. Bonded labor is concentrated in the Sindh and Punjab provinces, but also takes place in the Balochistan and Khyber Pakhtunkhwa provinces, in agriculture and brick-making and, to a lesser extent, in the mining and carpet-making industries. In some cases, when bonded laborers attempt to escape or seek legal redress, police return them to their traffickers, who then hold laborers and their families in private jails.

Children as young as 5-years-old are bought, sold, rented, or kidnapped and placed in organized begging rings, domestic servitude, small shops, brick kilns, and prostitution. Some children are intentionally injured by their traffickers: in September 2013, Pakistani police arrested 27 people in Punjab province for kidnapping and mutilating eight children between the ages of five and 10 for forced begging. In February 2014, a poultry farmer discarded two bruised and bloodied boys ages 7 and 9 on the side of a road in Punjab province after they complained of unpaid wages. NGOs report that boys are vulnerable to sex trafficking around hotels, truck stops, bus stations, and shrines. Parents allow illegal labor agents to find work for their children, who are subsequently subjected to exploitative conditions, forced labor, and prostitution. Trafficking experts describe a structured system for forcing women and girls into prostitution, including physical markets in which victims are offered for sale. In June 2013, Pakistani media documented the attempted sale of a 12-year-old girl in a Karachi market. Women and girls are also sold into forced marriages; in some cases their new "husbands" move them across Pakistan's land borders and force them into prostitution in Iran or Afghanistan. In other cases, sometimes organized by extra-judicial courts, girls are used as chattel to settle debts or disputes. Non-state militants kidnap children, buy them from destitute parents, or coerce parents with threats or fraudulent promises into giving their children away; these armed groups force children to spy, fight, or die as suicide bombers in Pakistan and Afghanistan, often through psychological coercion or sexual and physical abuse.

Many Pakistani men and women migrate voluntarily to the Gulf states, Iran, Turkey, South Africa, Uganda, Maldives, Australia, Greece, Spain, and other European countries for low-skilled employment; once abroad, some become victims of labor trafficking. Experts report that Pakistani men are subjected to forced labor in the EU, and Pakistani women are subjected to sex trafficking in the Gulf states. False job offers, especially for women and girls in the United Arab Emirates, and high recruitment fees charged by illegal labor agents or sub-agents of licensed Pakistani overseas employment promoters entrap Pakistanis into sex trafficking and bonded labor. Social media and internet cafes are used for recruiting and blackmailing girls for sex trafficking. There are reports of children subjected

to sex trafficking between Iran and Pakistan, and of Pakistani children and adults with disabilities forced to beg in Iran. Pakistan is a destination country for men, women, and children from Afghanistan, Iran, Uzbekistan, Tanzania, and Bangladesh subjected to forced labor. Women from Afghanistan, China, Russia, Nepal, Iran, Bangladesh, Uzbekistan, and Azerbaijan are reportedly subjected to sex trafficking in Pakistan. Refugees from Afghanistan, Bangladesh, and Burma, as well as religious and ethnic minorities, such as Hazaras, are particularly vulnerable to trafficking in Pakistan.

The Government of Pakistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to focus on trafficking as a transnational phenomenon, conflating trafficking and smuggling which are separate crimes under international law. While the Pakistani government has a draft anti-trafficking bill that would address gaps in its legislative framework, it did not introduce it in the National Assembly or Senate. The government reportedly rescued 1,871 bonded labor victims in 2013 and worked with international organizations on several training initiatives, but did not show progress in convicting trafficking offenders; therefore, Pakistan is placed on Tier 2 Watch List. In the 22 years since the Bonded Labor System (Abolition) Act (BLSA) was enacted, Pakistani officials have yet to secure a conviction under the law. The government also regularly arrested victims, including child sex trafficking victims, for crimes they were compelled to commit as a result of trafficking, including prostitution. The Pakistani government's efforts to fight trafficking were impaired by systemic corruption. During the reporting period, Pakistani media highlighted the Federal Investigative Agency's (FIA) involvement in human trafficking, causing experts to question the FIA's commitment to combating this crime. The absence of federal laws to address internal human trafficking and the poor implementation of existing laws also hampered Pakistan's anti-trafficking efforts. Government officials continued to demonstrate a lack of political will, acting to address trafficking only when pressured to do so by media and activists.



RECOMMENDATIONS FOR PAKISTAN:

Vigorously investigate and prosecute suspected human trafficking offenders, respecting due process, as well as government officials suspected of complicity in trafficking; pass an anti-trafficking law that prohibits and penalizes all forms of human trafficking, including internal trafficking; in partnership with civil society groups, work to identify trafficking victims among vulnerable populations, including street children, people in prostitution, Afghan refugees, and laborers in brick kilns and agriculture; conduct an official survey of bonded laborers in each province in coordination with experts from international organizations; work to ensure that trafficking victims are not penalized for acts committed as a result of being trafficked; clearly distinguish between human trafficking and human smuggling in trainings, policies, and programs; strengthen the capacity of provincial governments to address human trafficking, including bonded labor, through training, raising awareness, providing funding,

and encouraging the adoption of provincial-level anti-trafficking action plans; require domestic workers and their employees to establish written, enforceable contracts in a language workers understand as a first step in incorporating domestic workers into the formal labor market and improving protection against exploitation; add transparency to the "peshgi" system of cash advances, which often leads to extended periods of bonded labor; improve efforts to collect, analyze, and accurately report anti-trafficking data, distinct from data on smuggling; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Pakistan failed to demonstrate adequate law enforcement efforts against trafficking; efforts to eliminate internal trafficking were hampered by the absence of federal laws to address internal trafficking, the poor or non-existent implementation of existing laws, and widespread corruption. The government does not prohibit and penalize all forms of trafficking. Several sections of the penal code criminalize some forms of human trafficking, such as slavery, selling a child for prostitution, and unlawful compulsory labor, prescribing punishments for these offenses that range from fines to life imprisonment. Transnational trafficking offenses, as well as some non-trafficking crimes—such as people smuggling and fraudulent adoption—are prohibited through the Prevention and Control of Human Trafficking Ordinance (PACHTO), which prescribes penalties of seven to 14 years' imprisonment. Prescribed penalties for the penal code and PACHTO offenses are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The BLSA prohibits bonded labor, with prescribed penalties ranging from two to five years' imprisonment, a fine, or both. Experts noted that fines and other penalties for bonded labor offenses are generally insufficient to deter unscrupulous employers or wealthy landowners. Under a devolution process that started in 2010, federal laws apply to provinces until corresponding provincial laws are enacted; as of the reporting period, only Punjab has adopted such a law. While the Pakistani government cooperated with an international organization to draft a comprehensive anti-trafficking bill to address the gaps in PACHTO, the legislation was not introduced in the National Assembly or Senate.

The government did not report disaggregated data on trafficking investigations, prosecutions, or convictions under the penal code. It is unclear how many trafficking cases or traffickers were prosecuted during the reporting period because the government's data did not reflect the number of prosecutions; instead, it reported how many prosecutions were brought under each provision of the penal code, without indicating whether specific cases were counted multiple times under several provisions. Furthermore, law enforcement officials continued to conflate human trafficking and migrant smuggling, with trafficking victims frequently prosecuted for immigration violations. The government reported that the penal code provisions were used approximately 138 times to prosecute trafficking cases in 2013, compared with 80 times in 2012. Trafficking-related crimes such as forced labor and child prostitution were not a law enforcement priority. Pakistani officials have yet to secure a conviction under the BLSA since this law came into effect in 1992. The International Labor Organization (ILO) Report of the Committee of Experts noted that land owners exploited bonded laborers with impunity. Observers noted that Pakistan's implementation of existing anti-trafficking laws was generally poor and that there was not a sustained effort by the government to find and prosecute traffickers, especially those involved in the

exploitation of bonded laborers. Police reportedly acted only when pressured by media and activists, and were indifferent to many harmful practices that included or contributed to human trafficking, such as the forced marriage of girls to settle disputes, commercial sexual exploitation of boys, and widespread debt bondage in the agricultural and brick kiln industries. Because of law enforcement inaction, wealthy landowners continued to exploit sharecroppers and brick kiln workers with impunity. In November 2013, landowners kidnapped and threatened the brother of an anti-bonded labor activist; authorities took no law enforcement action against the landowner. In February 2014, observers reported that police in Sindh province were reluctant to rescue a family held in bondage by a landowner, due to his influence. Government employees' complicity in trafficking remained a significant problem. During the reporting period, Pakistani media highlighted the FIA's involvement in human trafficking and the complicity of other government officials. In July 2013, the FIA arrested three of its own officials and removed an assistant director for complicity in a falsified documents scheme at the Islamabad airport. The combination of corruption and a reduction of approximately 25 percent of staff severely reduced FIA's capacity to combat trafficking. In February 2014, the FIA published a report on the most notorious human traffickers in the country, which included names of several politicians; the report's utility was limited due to its conflation of smuggling and trafficking, however, it did document that there were 141 human "trafficking" networks operating inside Pakistan and provided details about the complicity of immigration officials at airports in Karachi, Lahore, and Islamabad. In January 2014, police arrested a member of the Balochistan Assembly for allegedly enslaving laborers, including three children, and police officers in a private jail. The provincial legislator reportedly sent threatening messages to the presiding judge. The Balochistan Chief Minister commented that the case was nothing more than an administrative matter. In February 2014, authorities in Islamabad allegedly protected a suspected trafficker from an Interpol warrant.

The Government of Pakistan partnered with an international organization to develop a human trafficking curriculum for law enforcement agencies, which will eventually extend to provincial governments, focusing on investigation techniques, prosecutions, and data collection; the training was implemented only as a pilot program in 2013. The Interagency Task Force held several meetings to increase information sharing among Pakistan's various law enforcement groups in an effort to improve the tracking of migrant smugglers, including human traffickers.

PROTECTION

The Government of Pakistan failed to protect victims of human trafficking during the reporting period. Police were reluctant to assist NGOs in rescue attempts, often tipping off landowners, and punished victims for unlawful acts committed as a direct result of being trafficked. Police conducted raids at massage parlors, beauty salons, and other establishments used as fronts for forced prostitution, but often treated sex trafficking victims as criminals, claiming that they were willful participants. For example, in February 2014, the FIA arrested 12 women and two men from Azerbaijan, Ukraine, and Uzbekistan for immigration violations; some, if not all, of the people were potentially subjected to trafficking. Pakistani authorities did not have systematic methods for identifying trafficking victims among vulnerable populations and referring them to protective services. An FIA official acknowledged that the absence of victim centers, the lack of cross-border intelligence, and low public awareness

hindered protection efforts. Pakistan's civil society continued to take the lead on victim protection, as the Pakistani government did not provide adequate protection and assistance services for trafficking victims. Officials admitted that there was no safe place to house deportees, and that hampered law enforcement's efforts to investigate human trafficking cases. Observers explained that there were only a few shelters designated for human trafficking victims and commented that many were ill-equipped to deal with the victims' myriad of social, economic, and psychological needs. Various government-run jail-like facilities that did not allow women to leave without a male relative or a court order, commonly called "women's shelters," were available to female trafficking victims; there were not only reports of abuse and severe lack of freedom of movement in these centers, but also allegations that staff and police sold some women unclaimed by their families to men under the guise of marriage. While there were shelters available to bonded laborers, they generally catered to women and children, offering no support to male victims.

The ILO Report of the Committee of Experts noted that the district vigilance committees set up under the BLSA "had not performed their functions of identifying" bonded laborers. The Government of Pakistan did not report data on the number of trafficking victims identified and referred to shelters during the reporting period. An NGO report estimated that Pakistani police rescued 1,871 bonded laborers—425 women, 944 men, and 32 children—in 2013. Activists claimed that after bonded laborers were freed, they received little support from the government to restart their lives, and actually returned to the brick kilns or farms due to lack of alternative employment opportunities.

Victims expressed reluctance to testify against their exploiters due to threats of violence against them and their families. In October 2013, Pakistani media reported the forced marriage of a 14-year-old girl whose family took her kidnapper to court, only for the judge to dismiss charges when she claimed, under threat of violence, that the marriage was consensual. Her exploiter had also forced her to engage in prostitution with several men, including police officers and a police chief. Observers also noted the absence of written contracts between many domestic workers and their employers; the lack of contracts left domestic workers even more vulnerable to trafficking. Undocumented foreign nationals were detained and charged under the penal code without screening to determine whether they had been subjected to human trafficking. Authorities detained returning Pakistani adults and children, some of whom were trafficking victims, for having left the country illegally. Victims of sex trafficking were often charged with crimes while their traffickers remained free.

PREVENTION

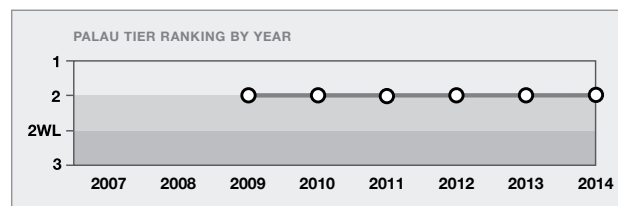
The Pakistani government made limited efforts to prevent human trafficking during the reporting period. Observers asserted that the government did not take sufficient steps to inform Pakistani emigrants about trafficking even though a significant number become victims. The FIA reportedly placed anti-trafficking posters at airports and border crossings to raise awareness of transnational trafficking. Many of the district vigilance committees charged with curbing bonded labor and mandated by law continued to be either inactive or ineffectual. Under the government's devolution process, labor regulation and other civil matters, as well as social service delivery, were devolved from the central government to provincial jurisdictions, which often did not have the financial resources and technical capacity to carry them out; this hampered the government's

overall efforts to effectively address forced labor and to provide protective services to trafficking victims. In Punjab province, the government distributed interest-free loans to 6,104 borrowers as part of the “Elimination of bonded labour in brick kilns” project. The FIA operated a hotline for trafficking victims. The government’s efforts to reduce the demand for commercial sex acts were offset by the government’s prosecution of females in prostitution without ensuring that they were not victims of trafficking. The government provided anti-trafficking training to sensitize troops prior to their deployment on peacekeeping missions. Pakistan is not a party to the 2000 UN TIP Protocol.

PALAU (Tier 2)

Palau is a destination country for women subjected to sex trafficking and for women and men subjected to forced labor. Palau’s foreign population—the majority of whom are from the Philippines, China, and the Republic of Korea—comprises approximately one-fifth of the country’s population of 17,400. Filipino, Chinese, and Korean men and women pay thousands of dollars in recruitment fees and willingly migrate to Palau for jobs in domestic service, agriculture, restaurants, or construction; upon arrival, some are forced to work in conditions substantially different from what was presented in contracts or recruitment offers, and some become trafficking victims. Women from China and the Philippines migrate to Palau expecting to work as waitresses or clerks, but some are subsequently forced into prostitution in karaoke bars and massage parlors; some illegal recruiters from the Philippines recruit foreign women for karaoke bars and massage parlors operated by Taiwanese or Filipino nationals. Foreigners who work on fishing boats experience conditions that may indicate human trafficking including fraudulent recruitment, altered working conditions, and withholding of salaries. Regulations make it extremely difficult for foreign workers to change employers once they arrive in Palau, increasing their vulnerability to involuntary servitude and debt bondage. Some Palauan and foreign employers also abuse foreign workers by subjecting victims to harsh working conditions and confinement.

The Government of Palau does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2013, the government initiated two prosecutions involving alleged sex traffickers and identified 11 victims from a December 2012 investigation. Government officials, however, demonstrated an uneven commitment to combat trafficking. In early 2013, the Attorney General organized a government anti-trafficking working group, but senior government officials ordered the working group to cease activities in December; the working group remained inactive at the end of the reporting period. The Attorney General subsequently resigned in April 2014. Senior government officials publicly criticized and downplayed the importance of anti-trafficking efforts in Palau. The government made inadequate efforts to assist potential trafficking victims—including victims identified in the December 2012 investigation. There were no trafficking convictions in 2013, and prosecutors sometimes charged suspected traffickers with labor violations instead of trafficking crimes that carry more severe penalties.



RECOMMENDATIONS FOR PALAU:

Increase efforts to investigate and prosecute trafficking offenses and convict sex and labor traffickers of both Palauan and non-Palauan nationals; establish formal procedures for front-line officers to identify and refer trafficking victims to protective services; continue to raise awareness of human trafficking, recognize and condemn incidences of trafficking, and implement anti-trafficking information and education campaigns; increase resources devoted to address anti-trafficking efforts; develop a national plan of action to combat human trafficking; continue to make vigorous efforts to combat corruption by officials involved in regulation of the immigration and employment of foreign workers, or officials complicit in forced prostitution; monitor employment agents recruiting foreign men and women for work in Palau for compliance with existing labor laws to prevent their facilitation of trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Palau demonstrated modest anti-trafficking law enforcement efforts. Palau’s Anti-Smuggling and Trafficking Act of 2005 prohibits all forms of trafficking in persons and prescribes penalties for these offenses ranging from 10 to 50 years’ imprisonment and fines of up to \$500,000; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. Prosecutors sometimes chose to charge suspected traffickers with labor violations instead of trafficking crimes that carry more severe penalties. In 2013, the Attorney General’s office and members of other relevant ministries attended an anti-trafficking training and provided a site for a regional conference—both were funded by a foreign government.

In 2013, the government reported conducting one new investigation of a human trafficking case, which led to prosecutions of two alleged traffickers. In this case, and one pending case from December 2012, the government charged foreign citizens, but not Palauan citizens associated with the cases, with human trafficking crimes. The government reported no human trafficking convictions during the reporting period. The 2013 investigation resulted in the prosecution of two Filipino national defendants for subjecting women to forced prostitution in a karaoke bar. The governor of one of Palau’s islands and a Palauan businessman involved in this case were not charged with human trafficking, but with prostitution-related crimes with lesser penalties. This case remained pending at the end of the reporting period. Ongoing prosecutions involving five defendants (one Palauan policeman and four foreign nationals) from a December 2012 human trafficking investigation remained pending at the end of the reporting period. In the December 2012 investigation, 11 Filipino victims were allegedly subjected to sex trafficking in a massage parlor. The four foreign national defendants, but not the Palauan policeman, have been charged with trafficking offenses; one of the four foreign national defendants traveled to his home country to raise money for his defense, but has yet to return to Palau despite the court’s order.

Two additional Palauan defendants (including one immigration officer) involved in this December 2012 case were convicted of prostitution-related crimes.

PROTECTION

The Government of Palau made limited and inadequate efforts to identify and protect victims of trafficking. In 2013, the government identified 11 victims from the December 2012 investigation; it has not yet identified any victims from the December 2013 case. In a separate incident, the government attempted to deport a foreign worker who had filed a complaint about working conditions that could be indicative of forced labor, but his lawyer stopped the deportation; the government did not provide the worker assistance and its review of his complaint remained pending at the end of the reporting period. The government did not train officers to proactively identify victims among vulnerable populations, such as foreign workers or women in prostitution. The government did not provide shelter for trafficking victims and instead relied on local businesses, churches, NGOs, and foreign governments to assist victims. The government offered work permits to some potential foreign victims, including the December 2012 victims, while they remained in the country. The Attorney General's Office reportedly increased efforts to encourage victims' participation in investigations and prosecutions by holding counseling sessions to address victims' trauma and reduce their fear of reprisals from traffickers. Threats against trafficking victims were not formally investigated and prosecuted. All 11 victims from the December 2012 case were repatriated to their countries; many cited a lack of government assistance and threats to their safety as reason for voluntary repatriation.

PREVENTION

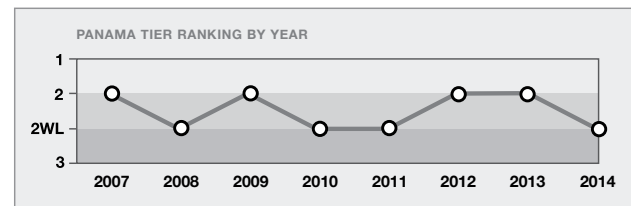
The Government of Palau made minimal and inconsistent efforts to prevent trafficking. During the first half of 2013, the government established an anti-trafficking working group, but subsequently ordered the working group to cease all activities in December 2013. The group failed to develop a national action plan against trafficking and did not conduct educational or anti-trafficking public awareness campaigns. Senior Palau officials publicly criticized the Attorney General's anti-trafficking efforts despite the significant progress made during her tenure; the Attorney General resigned in April 2014. The government made no discernible effort to address the demand for commercial sex acts or the demand for forced labor. Palau is not a party to the 2000 UN TIP Protocol.

PANAMA (Tier 2 Watch List)

Panama is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Most Panamanian trafficking victims are exploited in sex trafficking in the country. The majority of foreign trafficking victims found in Panama are adult women from Colombia, neighboring Central American countries, and the Dominican Republic. Most of these women migrate voluntarily to Panama for employment, but are subsequently exploited in sex trafficking, or to a lesser extent, in domestic servitude. In recent years, authorities have identified several East European women working in nightclubs as potential sex trafficking victims. Panamanian girls and young women, mostly from indigenous communities, are subjected to domestic servitude in the country.

Men and women from China are subjected to debt bondage in Panama, including in supermarkets, laundries, and other small businesses operated by Chinese citizens. Authorities reported cases of traffickers subjecting men from Colombia and from Middle Eastern countries to forced labor in restaurants; in some cases, restaurant owners call immigration officials to deport victims after they have been exploited for several months. An international organization also identified cases of debt bondage of Indian men in door-to-door peddling. Men from Colombia and from other Central American countries, particularly Nicaragua, are also vulnerable to labor trafficking in Panama in construction, mining, and other sectors. Media reports indicated that some trafficking victims transited Panama *en route* to other countries, including Colombian women exploited in sex trafficking in the Caribbean.

The Government of Panama does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Panamanian authorities investigated seven potential trafficking cases, convicted three sex trafficking offenders, and continued public awareness efforts. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, Panama is placed on Tier 2 Watch List. The government-operated trafficking victim assistance unit and fund, both required by Panama's 2011 anti-trafficking law, were not functional, raising concerns about a lack of political will to adequately assist victims. Victim identification and protection efforts remained weak, in part due to some government officials' limited understanding of human trafficking. Authorities did not report identifying or assisting any Panamanian children in commercial sexual exploitation.



RECOMMENDATIONS FOR PANAMA:

Increase funding for specialized victim services in partnership with civil society, including through implementing the dedicated victim assistance fund as required by law; verify through ongoing oversight that government officials refer identified victims to appropriate services, including by assigning adequate funds and personnel to the unit for trafficking victim identification and assistance; intensify proactive law enforcement efforts to investigate and prosecute both labor and sex trafficking crimes, and convict and sentence trafficking offenders; create and institutionalize government-provided training for police officers, prosecutors, immigration officials, social workers, and other government officials in anti-trafficking laws and victim identification and care guidelines; and strengthen interagency coordination mechanisms, including outside the capital.

PROSECUTION

The Government of Panama made uneven law enforcement efforts against human trafficking. Law 79 of 2011 prohibits all forms of trafficking, with prescribed sentences ranging from six to 30 years' imprisonment, depending on the nature of the offense. These punishments are sufficiently stringent and commensurate with those prescribed for other serious crimes,

such as rape. This law also prohibits moving adults for the purposes of prostitution—without requiring the use of force, fraud or coercion—and illegal adoption—without requiring the evidence of exploitation—as forms of trafficking, offenses that are not considered trafficking under the 2000 UN TIP Protocol. Panamanian officials categorized cases of human trafficking that did not involve movement as different crimes, such as commercial sexual exploitation, and treated these differently from trafficking cases involving movement.

In 2013, Panamanian authorities investigated seven new trafficking cases, four for sex trafficking, and three for labor trafficking. The government initiated no new prosecutions and convicted three sex trafficking offenders during the reporting period, equal to the number of convictions during the previous reporting period. The government did not report how many—if any—cases of internal sex trafficking or forced labor not involving movement it investigated or prosecuted in 2013, nor did it report any convictions for such crimes. Panama continued to lack a dedicated anti-trafficking police unit; the organized crime prosecutorial unit was responsible for investigating movement-based trafficking cases. The lack of systematic data collection for trafficking crimes remained an impediment to assessing anti-trafficking law enforcement efforts. Many officials demonstrated a lack of understanding of human trafficking. Panamanian prosecutors cooperated with Colombian officials on two trafficking investigations. The Government of Panama did not report any new investigations, prosecutions, or convictions of government employees complicit in human trafficking. The case of six former immigration officials allegedly involved in labor trafficking that was dismissed in 2012 remained under appeal during the year. Panamanian authorities did not report training officials on human trafficking, though international organizations and foreign governments organized and funded anti-trafficking training sessions in 2013 for hundreds of Panamanian officials, including police, prosecutors, and immigration officers.

PROTECTION

The Government of Panama did not adequately protect trafficking victims. During the reporting period, Panamanian authorities reported identifying and assisting a decreased number of trafficking victims, and victim assistance mechanisms required by Panamanian law were not implemented. Government officials identified 16 trafficking victims in 2013, but did not report how many were exploited in sex trafficking or labor trafficking, how many were adults or children, or how many—if any—were Panamanian citizens. During the previous reporting period, authorities identified 45 foreign women in prostitution as potential sex trafficking victims. The government did not report identifying any children in commercial sexual exploitation in 2013. NGOs reported that the government had a limited ability to identify children in forced labor, particularly in the informal sector and in rural and indigenous areas. Research conducted in 2013 found that most government officials did not know how to identify human trafficking and that some officials stigmatized potential sex trafficking victims and blamed them for their exploitation, particularly if they had initially agreed to engage in prostitution. The government collaborated with an international organization to publish guidelines for the identification of and provision of assistance to trafficking victims in 2013, but it was unclear to what extent authorities used these guidelines to identify trafficking victims among vulnerable populations, such as detained undocumented migrants and people in prostitution.

Law 79 required the government to operate a unit for trafficking victim identification and assistance comprised of staff from government agencies; however, this unit was not functional. Likewise, the anti-trafficking law required the government to create a specific fund for assistance to trafficking victims, but the \$200,000 earmarked for this purpose remained unobligated during the reporting period. The government funded no specialized services for trafficking victims. Though few victims were identified during the year, funding for services remained inadequate. Authorities did not report referring any potential victims to NGOs for care, and NGOs did not report providing services to any trafficking victims during the year. Prosecutors reported referring two sex trafficking victims to a temporary government shelter for female victims of violence, while shelter staff reported assisting five victims, highlighting discrepancies in data. The government did not report what services it provided, if any, to other victims identified during the year. Authorities reported that male trafficking victims could be housed in a migrant detention facility, an inappropriate treatment for victims of trafficking, but did not report providing shelter to any male trafficking victims in 2013.

Authorities did not report how many victims received medical, psychological, or legal services during the reporting period, and there were no long-term services available to trafficking victims. Panamanian authorities encouraged victims to assist with the investigation and prosecution of trafficking offenders, although officials did not report how many victims did so in 2013. The perception of impunity, a slow-moving justice system, and the lack of protection for witnesses were cited as obstacles to reporting human trafficking. Panamanian law provided legal alternatives to the removal of foreign victims of trafficking to countries where they might face hardship or retribution. The government did not report issuing any temporary resident permits for trafficking victims during the reporting period. Trafficking victims were not known to have been penalized for unlawful acts committed as a direct result of being subjected to human trafficking.

PREVENTION

During the reporting period, the Government of Panama made some efforts to prevent trafficking, but did not fully implement its anti-trafficking action plan. The government's anti-trafficking commission was responsible for implementing the 2012-2017 national anti-trafficking action plan. NGOs and international organizations noted that implementation of the plan was weak in 2013 and that lack of dedicated staff impeded effective interagency coordination. Authorities conducted several public awareness events as part of an annual month-long trafficking awareness campaign and continued a campaign against sexual exploitation of minors. Child sex tourism is prohibited by law, and authorities worked closely with U.S. law enforcement to investigate cases, resulting in the arrest of three U.S. citizens for child sex tourism in Panama. The government did not report efforts to reduce the demand for forced labor.

PAPUA NEW GUINEA (Tier 3)

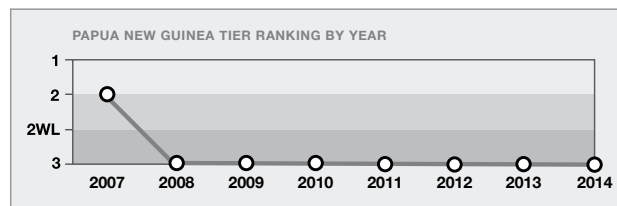
Papua New Guinea is a source and destination country for men, women, and children subjected to sex trafficking and forced labor. Foreign and Papua New Guinean women and children are subjected to sex trafficking and domestic servitude, and foreign and Papua New Guinean men are subjected to

forced labor in logging and mining camps. An estimated 19 percent of Papua New Guinea's labor market is comprised of child workers—some of whom are subjected to forced labor or child prostitution. “Mosko Girls”—young girls employed in bars to provide companionship to male patrons and sell an alcoholic drink called *mosko*—are vulnerable to human trafficking, especially around major cities in Papua New Guinea. NGO sources indicate that children in prostitution increased by 30 percent in 2013. Boys as young as 12 are exploited as “market taxis” in urban areas and required to carry extremely heavy loads for low pay; some may be victims of forced labor. Reports continue to allege that high-ranking public officials condone, are engaged in, or benefit from sex trafficking in Papua New Guinea.

Children, including girls from tribal areas as young as five, are reportedly subjected to commercial sexual exploitation or forced labor by members of their immediate family or tribe. Tribal leaders reportedly trade with each other the exploitative labor and service of girls and women for guns and to forge political alliances. Traditional customs in Papua New Guinea permit parents to sell or give away their daughters for forced marriages—often to wealthy men and politicians—to settle debts or as peace offerings, leaving the girls vulnerable to domestic servitude. Polygamy in Papua New Guinea can affirm patriarchal attitudes that men own women and perpetuate discrimination against women and girls. Young girls sold into polygamous marriages may be forced into domestic service for their husbands' extended families. In urban areas, parents reportedly prostitute their children directly or in brothels as a mean to support their families or to pay for school fees.

Malaysian and Chinese logging companies and foreign businesspeople arrange for some foreign women to voluntarily enter Papua New Guinea with fraudulently issued tourist or business visas. Subsequent to their arrival, many of the women—from countries including Indonesia, Malaysia, Thailand, China, and the Philippines—are turned over to traffickers who transport them to logging and mining camps, fisheries, and entertainment sites, and exploit them in forced prostitution and domestic servitude. Chinese, Malaysian, and local men are reportedly subjected to forced labor at commercial mines and logging camps, where some receive little pay and are compelled to continue working for the company indefinitely through debt bondage schemes. Employers exacerbate workers' indebtedness by paying low wages; in such circumstances, an employee's only option is to buy food and other necessities at usurious terms of credit.

The Government of Papua New Guinea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. In 2013, the government conducted two labor trafficking investigations and initiated one prosecution against an alleged trafficking offender. The government continued to lack a formal victim identification procedure or referral mechanism. The government did not investigate police officers and other government officials allegedly involved in human trafficking, despite reports of trafficking-related corruption at the highest levels of government. Government officials continued to facilitate trafficking by accepting bribes to allow illegal migrants to enter the country or ignore trafficking situations, and may have traded female trafficking victims in return for political favors or votes.



RECOMMENDATIONS FOR PAPUA NEW GUINEA:

Investigate and prosecute trafficking offenses under the recently enacted anti-trafficking law; punish trafficking offenders, including officials who facilitate or directly benefit from trafficking, using the recently enacted legislation; develop a national plan of action that outlines Papua New Guinea's commitment to combat trafficking under the recently enacted legislation; develop and institute a formal procedure to identify victims of trafficking among vulnerable groups, such as women and children subjected to prostitution and foreign women and men arriving for work in Papua New Guinea; train law enforcement officers to proactively identify victims and refer them to protective services; develop and implement procedures to ensure that victims of trafficking are not arrested, deported, or otherwise punished for acts committed as a direct result of being trafficked; work with NGOs and international organizations to increase protective services to victims of trafficking; increase collaboration with civil society, private sector, religious, and tribal leaders to raise awareness of and reduce demand for forced labor and commercial sex acts; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Papua New Guinea increased its anti-trafficking law enforcement efforts. In July 2013, the parliament passed the Criminal Code Amendment Bill of 2012, which prohibits all forms of trafficking, but the bill had not entered into force during the reporting period. The law prescribes penalties for adult sex and labor trafficking of up to 20 years' imprisonment; it prescribes penalties for child sex and labor trafficking of up to 25 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

In 2013, the government initiated two labor trafficking investigations and one prosecution of alleged labor trafficking offenses. Customs and Border Management (CBM) initiated an investigation of an Australian citizen who allegedly recruited and abused six crewmembers from Croatia, Jamaica, and Fiji onboard a tugboat. CBM determined that the crewmembers were trafficking victims, but the government did not file criminal charges against the alleged trafficker because he fled the country. In 2013, the Royal Papua New Guinea Constabulary (National Police) arrested a Filipino national and charged her with “deprivation of liberty” for confining her Papua New Guinean national maid. The defendant was let out on bail and the court deferred the trial. Government officials often did not prosecute trafficking-related crimes in criminal courts; rather, trafficking-related cases were often referred to village courts, which administered customary law. Cases adjudicated in these courts resulted in restitution paid by the trafficking offender to the victim but do not order imprisonment of offenders. Some victims of internal trafficking, or their parents, who received compensation from offenders were reluctant to notify police or bring criminal charges against traffickers.

The Department of Justice and Attorney General (DJAG), with foreign funding, trained a total of 70 law enforcement and 60 social service providers and representatives of the Department for Community Development in three provinces on human trafficking. The government continued to underfund law enforcement agencies, and most government offices remained weak as the result of corruption, cronyism, a lack of accountability, and a promotion system based on patronage. The government did not investigate or prosecute any government official for complicity in trafficking-related crimes during the year, despite allegations that government ministers, police, and other officials may be complicit in commercial sexual exploitation.

PROTECTION

The Government of Papua New Guinea did not make any discernible efforts to proactively identify trafficking victims, but minimally assisted trafficking victims. In 2013, the government identified seven labor trafficking victims. The government continued to lack a formal victim identification procedure or referral mechanism. The government did not operate any victim care facilities for trafficking victims, but referred the six foreign labor trafficking victims to a shelter for care before they were repatriated. None of the shelters run by NGOs or international organizations received financial or in-kind assistance from the government. Due to inadequate victim identification efforts by authorities, the government may have punished potential victims for crimes committed as a direct result of being trafficked. This was especially true for victims of sex trafficking, who may have been prosecuted for violation of the country's prostitution laws. The government did not offer legal alternatives to the removal of foreign victims of trafficking to countries where they may face hardship or retribution.

PREVENTION

The government made minimal efforts to prevent human trafficking. The government continued efforts to create a National Human Trafficking Committee chaired by DJAG; however, this committee did not meet regularly during the reporting year. The government does not have a national plan of action to address human trafficking. The government took no discernible actions to decrease the demand for forced labor or commercial sex acts. Papua New Guinea is not a party to the 2000 UN TIP Protocol.

PARAGUAY (Tier 2)

Paraguay is a source country for women and children subjected to sex trafficking, and for men, women, and children subjected to forced labor. To a more limited extent, Paraguay is a destination and transit country for men and women subjected to forced labor and forced prostitution. Sex trafficking and domestic servitude of Paraguayan women and children within the country are two of the more common forms of trafficking. Transgender Paraguayans are vulnerable to sex trafficking. Some Paraguayan children work as domestic servants in exchange for food, board, and occasionally education or a small stipend in a system called *criadazgo*; many of these children are trafficking victims. Statistics released in 2013 indicate that around 47,000 Paraguayan children, mostly girls, are exploited in this system, and NGOs report that child domestic workers were highly vulnerable to sex trafficking. Indigenous persons are particularly at risk of being subjected to forced labor and sex trafficking, especially in the Chaco region, where some indigenous Paraguayans are

reportedly subject to debt bondage on cattle ranches and in agriculture. Children engaged in street vending and begging and working in agriculture, mining, brick making, and ranching are vulnerable to human trafficking. An armed group reportedly recruits adolescent Paraguayans to provide logistical support. Paraguayan victims of sex trafficking and forced labor are found in Spain and in other countries, particularly other South American countries, including Argentina, Chile, Bolivia, and Brazil. Authorities have identified foreign victims of sex and labor trafficking in Paraguay, mostly from other South American countries. There are continued reports from NGOs that men from Argentina and Brazil engage in child sex tourism in Paraguay, including in the tri-border area and on fishing and river boats. Prosecutors continue to report that Paraguayan women are recruited as couriers of illicit narcotics to Europe and Africa, where they are subsequently coerced into forced prostitution. Bolivian labor trafficking victims transit Paraguay *en route* to Brazil, and press reports indicate that Chinese labor trafficking victims transit Paraguay *en route* to Argentina.

The Government of Paraguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government increased staffing for dedicated police and prosecutorial units, but the number of trafficking convictions decreased significantly in 2013 compared to 2012. Law enforcement efforts to address the large number of children in domestic servitude remained weak. Authorities continued to provide some protective services to female trafficking victims, but specialized victim services were limited, and authorities lacked a formal system to proactively identify trafficking victims or to refer them to care services. Trafficking-related corruption remained a serious concern.



RECOMMENDATIONS FOR PARAGUAY:

Intensify efforts to investigate and prosecute trafficking offenses, including forced labor crimes and crimes involving official complicity, and to convict and punish trafficking offenders; enhance access to comprehensive services and shelter for victims of sex and labor trafficking through increased funding for victim services and enhanced partnerships with civil society organizations; institute formal referral mechanisms to ensure that all identified victims can access care services; increase efforts to proactively investigate forced labor cases and identify labor trafficking victims; increase training for government officials, including law enforcement officials, labor officials, judges, and social workers on how to identify and respond to trafficking cases; improve data collection on human trafficking; and continue to strengthen efforts to increase interagency coordination.

PROSECUTION

The government maintained uneven anti-trafficking law enforcement efforts by increasing anti-trafficking police and prosecutorial unit staff, but convicted significantly fewer traffickers than in 2012 and failed to address official complicity. Law 4788 of 2012 prohibits all forms of trafficking and prescribes

penalties of up to eight years' imprisonment; these penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. In contrast to international law, this law establishes the use of force, fraud, and coercion as aggravating factors only, and conflates facilitating or profiting from the prostitution of others and the illegal extraction of organs with human trafficking. Authorities failed to issue a regulatory framework for the law in 2013. Prosecutors continued to use other statutes, including those penalizing commercial sexual exploitation of children or child abuse, to prosecute some trafficking cases.

In 2013, Paraguayan prosecutors reported 48 new trafficking investigations, 28 for international trafficking and 20 for internal trafficking. Of these cases, 38 involved sex trafficking while 10 involved labor trafficking. Authorities initiated 14 new prosecutions, all but two for international trafficking. The government convicted two sex traffickers and one labor trafficker; two convicted offenders received suspended sentences of two years' imprisonment. The government also investigated 22 cases of child sex trafficking as aggravated pimping, leading to four prosecutions under statutes prohibiting pimping of minors. This represented a significant decrease from the 23 prosecutions and 14 sex trafficking convictions in 2012.

The police operated anti-trafficking units in five cities with a total of 42 officers, an increase of nine officers from the previous year; these units also investigate crimes such as extortion and the production of fraudulent documents. The government maintained a prosecutorial unit in the capital with three prosecutors and 35 assistants—an increase of 15 assistants compared with 2012. This unit focused on human trafficking and commercial sexual exploitation of children. The police and prosecutorial units had insufficient resources, including a lack of vehicles, and the law enforcement response in some parts of the country was severely limited or delayed. Civil society and government actors reported that awareness of internal trafficking crimes was weak among many officials. There was no formal mechanism for labor inspectors, social workers, or other officials to refer cases to prosecutors for investigation, and officials reported that the lack of efficient and timely cooperation from judicial authorities hindered law enforcement efforts. Much of the specialized training on human trafficking for Paraguayan officials was either funded or provided by international organizations or foreign donors, but prosecutors from the dedicated anti-trafficking unit trained prosecutors, police officers, and judges on the anti-trafficking law. Paraguayan officials collaborated with Argentine, Chilean, Bolivian, German, and Spanish officials on trafficking investigations and extradited an alleged Paraguayan trafficking offender to Argentina to face charges.

NGOs and some government officials report that government officials, including police, border guards, judges, and public registry employees, reportedly facilitated human trafficking, including by taking bribes from brothel owners in exchange for protection, extorting suspected traffickers in order to prevent arrest, and producing fraudulent identity documents. NGOs and prosecutors also reported that some traffickers used their connections with local politicians to intimidate judges and police officers, impeding their arrest. Authorities arrested the wife of a police officer for operating a brothel where a child was exploited in prostitution and are investigating possible ties between the officer and the brothel. The government did not report any other investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

Government efforts to protect trafficking victims were focused on female victims and remained uneven, particularly outside of the capital. Authorities did not employ formal procedures for proactively identifying trafficking victims among vulnerable populations, such as those in prostitution, domestic workers, or street children. Paraguayan officials experienced continued difficulties in collecting comprehensive and accurate victim data. Some officials did not identify trafficking victims as such due to an inaccurate belief that Paraguayan law required victims to be moved from location to another. The government did not report how many total trafficking victims it identified in 2013, but the women's ministry reported assisting 48 female victims in Paraguay and the foreign ministry reported identifying and assisting 100 Paraguayan trafficking victims abroad. It was unclear how many victims of child domestic servitude the government identified in 2013.

Specialized services, including shelters, remained inadequate. The anti-trafficking law required the government to create a national fund for trafficking victim assistance, but this fund was not operational. The law also required the anti-trafficking prosecutorial unit to certify victims' status to enable them to receive benefits; the government began slowly implementing this process in 2013. The women's ministry and the secretariat for children each operated anti-trafficking units to coordinate awareness efforts and victim referrals for trafficking victims and victims of abuse. The women's ministry ran one open shelter in Asuncion for female victims of trafficking and domestic violence that provided medical, psychological, and legal services to 21 victims during the year—12 girls and nine adult women. The women's ministry maintained drop-in centers in several cities for a variety of women's issues and four of these centers provided emergency assistance to a total of 33 trafficking victims during the year—21 women and 12 girls; the women's ministry provided follow-up assistance to all of these victims. Fifteen of these victims participated in a social reintegration program involving small grants funded by a foreign donor. The government decreased the women's ministry anti-trafficking budget by roughly 23 percent from 2012 levels, to the equivalent of approximately \$598,000. The secretariat for children provided psychological care to 22 child trafficking victims. A unit in the attorney general's office provided emergency legal, psychological, and social services to an unspecified number of sex and labor trafficking victims and referred female victims to women's drop-in centers as available. NGOs provided additional services. Services for male victims remained virtually non-existent.

Paraguayan authorities encouraged victims to participate in the investigation and prosecution of trafficking offenders and many victims did so. In some cases, officials traveled to victims' home towns in order to facilitate videoconference testimony. Some victims avoided the court system due to social stigma, fear of retaliation, and concerns over the lengthy judicial process. Officials reported that one victim of forced labor in a servile marriage was detained, convicted, and imprisoned for eight months for document fraud committed as a direct result of being subjected to human trafficking. She was only identified as a trafficking victim after being released from jail. The government could offer a temporary residency status to foreign trafficking victims under the 2012 law and did so for the first time in 2013, issuing a renewable permit for an initial period of six months to one female victim and her dependents.

PREVENTION

The Paraguayan government maintained multiple prevention efforts. The government-run anti-trafficking roundtable met several times during the year and had four sub-committees that met frequently. Roundtable members began drafting a national anti-trafficking plan in 2013, but the roundtable's effectiveness was limited by a lack of funding and haphazard participation of some government entities. The women's ministry launched five new regional anti-trafficking roundtables in 2013 for a total of 11 roundtables; these varied in effectiveness. The women's ministry and other government agencies conducted a variety of workshops and educational events on trafficking. Government agencies conducted several awareness campaigns—including one focused on *criadazgo*—often with foreign donor funding and civil society partnerships. These campaigns included public service announcements, media ads, and educational events. Authorities arrested one individual for engaging in commercial sex with a child, but did not take other efforts to reduce demand for commercial sex acts or forced labor. The government did not report any investigations of foreigners engaged in commercial sexual exploitation of children in Paraguay. The government provided anti-trafficking training to Paraguayan troops prior to their deployment abroad on international peacekeeping missions.

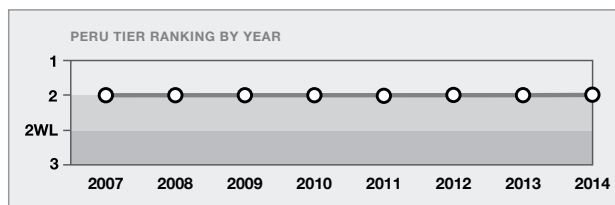
PERU (Tier 2)

Peru is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Indigenous Peruvians are particularly vulnerable to trafficking. Peruvian women and girls, and to a lesser extent boys, are exploited in sex trafficking within the country, often recruited through deceptive employment offers. Women and girls exploited near mining communities are often indebted due to the cost of transportation and unable to leave due to remoteness of camps and complicity of miners in their exploitation. Peruvian police estimated that in La Riconada, a mining community near the Bolivian border, there were more than 4,500 Peruvian and Bolivian girls in sex trafficking. To a lesser extent, Peruvian women and children are exploited in sex trafficking in neighboring countries—including Ecuador and Argentina—and women and girls from neighboring countries, especially Bolivia, are found in sex trafficking in Peru. Child sex tourism is present in areas such as Cuzco, Lima, and the Peruvian Amazon.

Peruvian men, women, and children are exploited in forced labor within the country, principally in informal gold mining and related services, logging, agriculture, brick-making, the informal sector, and domestic service. Peruvians working in artisanal gold mines experience forced labor, including through deceptive recruitment, debt bondage, restricted freedom of movement or inability to leave, withholding of or nonpayment of wages, and threats and use of physical violence. Forced child labor occurs in begging, street vending, and cocaine production and transportation. There are continued reports that the terrorist group *Sendero Luminoso*, or Shining Path, recruits children and adults to serve as combatants and in the illicit narcotics trade. Peruvian men, women, and children are found in forced labor in Argentina, Chile, Ecuador, Brazil, and the United States, among other countries. Peru also is a destination for forced labor victims from other countries, including Bolivia. During the year, five Indian citizens were identified in forced labor in

a Peruvian hotel. Haitian migrants transiting through Peru to Brazil were reportedly vulnerable to trafficking.

The Government of Peru does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, authorities established a labor inspection unit to investigate forced and child labor, increased the number of regional-level anti-trafficking working groups, and doubled the Ministry of the Interior's budget for anti-trafficking prevention activities. In spite of the large number of trafficking victims in Peru, authorities failed to fund specialized services for these victims. Officials often failed to refer identified victims to any care services, and some officials' lack of understanding of human trafficking resulted in poor treatment of victims and impunity for traffickers. Trafficking-related complicity among officials remained a serious and largely unaddressed problem, as the government reported limited efforts to hold corrupt officials accountable through criminal investigations, prosecutions, or convictions. Efforts to identify and assist forced labor victims—particularly those exploited in informal gold mining—and to prosecute and convict labor traffickers remained inadequate. Government data on victim identification and law enforcement efforts was unreliable, making it difficult to assess these efforts.



RECOMMENDATIONS FOR PERU:

Fund specialized, comprehensive services for all trafficking victims, including adults, or provide funding to NGOs with capacity to provide such services; significantly increase efforts to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, especially for forced labor; hold corrupt officials who facilitate trafficking accountable through criminal investigations and prosecutions; initiate proactive forced labor investigations through enhanced partnerships between law enforcement officials, labor officials, and civil society organizations; create and implement victim-centered identification and referral mechanisms that focus on avoiding re-victimization and coordinating interagency efforts, including during law enforcement operations; verify through ongoing oversight that police and prosecutors conduct intelligence-based raids and employ effective victim screening and referrals; dedicate funding in ministry budgets to carry out anti-trafficking responsibilities; establish a specialized prosecutorial unit; and improve data collection on law enforcement and victim identification.

PROSECUTION

The Government of Peru reported upholding final convictions of a significant number of trafficking offenders but made uneven efforts to investigate and prosecute trafficking offenses, and official complicity remained a serious concern. Law 28950 prohibits all forms of trafficking in persons, prescribing penalties of eight to 25 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, the Peruvian Congress enacted a law allowing a variety of offenders, including traffickers

convicted of aggravated trafficking offenses, to request and receive decreased jail time. Some police, prosecutors, and judges classified trafficking cases as other crimes, such as pimping, which carry lower penalties. The Peruvian ombudsman's office reported that judges often failed to sentence traffickers for aggravated trafficking in cases involving child victims, as required by law. Law enforcement officials continued to conflate prostitution and sex trafficking, making data unreliable.

Data collection continued to be uneven. Police did not use an existing electronic case database to track human trafficking investigations, as required by law, but for the first time, judicial officials reported improved data on the number of final convictions achieved. There was no reliable data on the number of anti-trafficking police investigations that began in 2013. Prosecutors reported over 200 open trafficking investigations in 2013, but did not identify how many of these investigations resulted in prosecutions. In 2013, 41 traffickers received final convictions, including convictions from previous years that were upheld by appeals courts. Under Peruvian law, illegal adoption and organ trafficking can be prosecuted as human trafficking, and some of these convictions may have been for these other crimes. The vast majority of these cases involved child victims, and authorities did not report the range of sentences. A court reversed the January 2013 acquittal of several traffickers in a high-profile sex trafficking case and convicted four traffickers in this case in December 2013, with sentences ranging from a four-year suspended sentence plus a small fine to 15 years' imprisonment. Two of these traffickers appealed their sentences and the principal trafficker remained at large.

The anti-trafficking police division was based in the capital, with a smaller unit in Iquitos. The division's effectiveness, particularly outside the capital, was hampered by limited resources and frequent staff turnover. There were no dedicated human trafficking prosecutors and many overburdened local prosecutors were not familiar with the crime. Police and prosecutors continued to suffer from a lack of coordination. Failures to coordinate between law enforcement officials in different parts of the country led to significant delays in efforts to rescue victims and investigate trafficking cases. Most law enforcement operations focused on child sex trafficking, and according to NGOs and government officials' investigations, prosecutions, and convictions for forced labor remained disproportionately low. In some parts of the country, lack of government presence, lack of services and shelter for victims, and officials' fear of retaliation from trafficking offenders prevented authorities from investigating reported cases of forced labor or forced prostitution. In partnership with civil society organizations and often with international organization and foreign government funding, the government provided anti-trafficking training to police, prosecutors, and other officials. Peruvian prosecutors coordinated with Ecuadorian authorities on one joint sex trafficking investigation in January 2014. Some police and prosecutors did not understand human trafficking and blamed victims for their exploitation or refused to open criminal investigations, handling the cases as labor irregularities or runaway youth. In the latter case, NGOs and the ombudsman's office noted that officials effectively shifted the blame from the trafficker to the victims' family members for negligence or abandonment. Some prosecutors reportedly refused to open investigations, sometimes because they did not believe victim statements in spite of other available evidence. An NGO and the ombudsman's office reported that members of the specialized anti-trafficking police unit acted inappropriately in a case involving a teenage sex trafficking victim that resulted in trauma for the victim, the escape of her trafficker, and her

recorded testimony being leaked to radio and television outlets, exposing the victim's name.

Official complicity remained a serious challenge. Government officials and civil society organizations reported that police extorted nightclub owners using the threat of sex trafficking charges. Victims reported to NGOs that police falsely charged victims trying to escape bars or brothels with crimes such as theft; forced victims to sign declarations absolving their traffickers; asked for money to do police work, including raids; and suggested that family members rescue victims themselves. Officials and NGOs reported that police officers extorted women in prostitution, threatening to arrest them for sex trafficking; this intimidation served as a disincentive for trafficking victims to report their exploitation. Some officials' involvement in the mining industry posed a conflict of interest that impeded law enforcement action against sex trafficking and forced labor in mining areas. NGOs and the ombudsman's office in Madre de Dios reported that prosecutors accepted money from traffickers to send child sex trafficking victims home in exchange for dropping the charges or falsifying victim statements to exonerate traffickers. Criminal charges remained pending against two prosecutors who had been temporarily suspended in 2012 for accepting money to interfere with the prosecution of a trafficker. Authorities arrested a criminal investigative police commander in Lima in February 2014 for allegedly accepting a bribe to ignore human trafficking. The government did not report any prosecutions or convictions of government employees complicit in human trafficking.

PROTECTION

The Peruvian government provided inadequate services to trafficking victims and failed to dedicate funding for specialized care. Authorities did not develop nor employ systematic procedures for identifying trafficking victims among vulnerable populations. Officials had a limited ability to distinguish between women engaged in prostitution and sex trafficking victims and expected adult victims to self-identify in front of other potential victims and traffickers during raids. The government did not maintain reliable victim identification statistics. Police reported identifying 664 trafficking victims in 2013, including 617 adult women, 22 adult men, 19 girls, and six boys. Of the child victims identified in 2013, 15 were identified in labor trafficking and seven in sex trafficking.

The government had no formal process for referring trafficking victims to services, and it was unclear how many total victims received services, including shelter. Several ministries reported having internal victim assistance protocols, though few were implemented in 2013. The Ministry of Women and Vulnerable Populations (MIMP) was responsible for coordinating and providing services to trafficking victims in partnership with regional governments, but the ministry and regional governments did not have funding or capacity to fulfill this mandate. Law enforcement did not always refer victims to MIMP or other service providers, and reported that it was difficult to do so on weekends and evenings when most raids were conducted due to a lack of intake staff working at those times. Police temporarily housed victims after raids; however, some child victims remained at police stations for days when adequate shelter was not available. After gathering testimony, police often sent victims home—usually without adequate investigation into whether the victim's family was complicit in their exploitation—relying on civil society or traffickers to fund this return, instead of referring them to care services.

Specialized services for trafficking victims were lacking across most of the country. Civil society organizations provided most services to victims without government funding, and specialized psychological, legal, and other services remained unavailable in many regions, particularly for adults. Two government-funded shelters for girl victims of sexual exploitation could shelter child sex trafficking victims, though they were not equipped to provide specialized care for victims of trafficking. Other government-run general shelters for vulnerable children lacked basic infrastructure, including space to house victims. Likewise, government-run emergency centers for women provided no specialized services to trafficking victims and no shelter; these centers reported assisting 28 trafficking victims during the year. Two separate projects to build specialized shelters for child victims in the Madre de Dios region with foreign donor funding and civil society support were stalled due to the regional government's inability to fulfill project commitments, and a local government in the region refused to let an NGO use an inoperative new government shelter to provide services to trafficking victims. Specialized services for male victims were non-existent. While authorities reported they could pay for the repatriation of Peruvian victims exploited abroad, they did not report how many Peruvian victims were repatriated in 2013, and funding for reintegration and other services was lacking.

Victim participation in the investigation or prosecution of traffickers remained limited. The government was required to provide victims with a public defender during prosecutions of traffickers, but it was unclear how many victims received this assistance in 2013. NGOs and the ombudsman's office reported that victims received inadequate protection and assistance during trafficking investigations and prosecutions and many victims experienced aggressive questioning without an attorney or family member present. One victim chose to leave witness protection after two years as she was unable to come and go and communicate with her family at will or pursue gainful employment while participating in the program. Some police, prosecutors, and judges did not sufficiently protect the privacy of trafficking victims, which included passing names and case details to the press. There were no reports of the government penalizing victims for unlawful acts committed as a direct result of being trafficked. Foreign victims were eligible for temporary and permanent residency status under Peruvian refugee law, but the government did not report how many victims, if any, received this status in 2013.

PREVENTION

The Government of Peru maintained prevention efforts. The government's interagency committee, which also included civil society actors, met regularly, though NGOs and officials reported that the committee suffered from a lack of commitment on the part of some participating ministries. Most government entities continued to lack adequate funding to implement their responsibilities as outlined in the national anti-trafficking action plan, and the Ministry of Interior was the only ministry with a dedicated anti-trafficking budget. The Ministry of Interior more than doubled its budget for prevention activities from the equivalent of approximately \$142,000 in 2013 to the equivalent of approximately \$355,400 for 2014. Various ministries conducted awareness-raising efforts, often in partnership with civil society organizations and with foreign donor funding. Nineteen regional governments maintained anti-trafficking working groups, which varied in effectiveness. Authorities approved a second national forced labor plan in 2013, although the lack of dedicated funding made implementation difficult.

Authorities assigned 16 labor inspectors to a revitalized unit focused on child and forced labor in 2013, but the unit was not fully operational during the reporting period. The government did not report conducting any inspections for forced child labor in artisanal mining in 2013. Labor inspectors fined two companies for labor trafficking violations, but it was unclear if these cases also resulted in criminal investigations. Authorities reported no prosecutions or convictions of child sex tourists in 2013 and no efforts to reduce the demand for commercial sex. The government did not report providing Peruvian peacekeepers with specific training on human trafficking prior to their deployment abroad on international peacekeeping missions.

PHILIPPINES (Tier 2)

The Philippines is a source country and, to a much lesser extent, a destination and transit country for men, women, and children subjected to sex trafficking and forced labor. A significant number of the estimated 10 million Filipino men, women, and children who migrate abroad for skilled and unskilled work are subsequently subjected to sex trafficking and forced labor, including through debt bondage, in factories, at construction sites, on fishing vessels, on agricultural plantations, as engineers or nurses, and in the shipping industry, as well as in domestic work, janitorial service, and other service sector jobs in Asia, throughout the Middle East, and increasingly in Europe. Many victims exploited overseas and domestically experience physical and sexual abuse, threats, inhumane living conditions, non-payment of salaries, and withholding of travel and identity documents.

Forced labor and sex trafficking of men, women, and children within the country also remains a significant problem. Women and children from rural communities, areas affected by disaster or conflict, and impoverished urban centers are subjected to domestic servitude, forced begging, forced labor in small factories, and sex trafficking principally in Manila, Cebu, Angeles, and cities in Mindanao, as well as within other urban areas and tourist destinations such as Boracay, Olongapo, Puerto Galera, and Surigao. Men are subjected to forced labor and debt bondage in agriculture, including on sugar cane plantations, and in fishing and other maritime industries. Hundreds of victims are subjected to sex trafficking in well-known and highly-visible business establishments that cater to Filipinos' and foreign tourists' demand for commercial sex acts. Child sex trafficking, which remains a serious problem, also occurs in private residences, facilitated by taxi drivers who have knowledge of clandestine locations. Child sex tourists include citizens from Australia, New Zealand, and countries in Northeast Asia, Europe, and North America. Increasingly, very young Filipino children are coerced to perform sex acts for internet broadcast to paying foreign viewers. The government and NGOs reported an increasing prevalence of boys becoming victims of sex trafficking.

Traffickers, at times in partnership with local organized crime syndicates and corrupt government officials, recruit family and friends from villages and urban neighborhoods, sometimes masquerading as representatives of government-registered employment agencies. Traffickers increasingly use email and social networking sites to fraudulently recruit Filipinos for overseas work. Fraudulent recruitment practices and the institutionalized practice of paying recruitment fees leave workers vulnerable to trafficking. Illicit recruiters used student, intern, and exchange program visas to circumvent the Philippine

government and destination countries' regulatory frameworks for foreign workers. Recruiters employ various methods to avoid government-run victim detection units at airports and seaports. Organized crime syndicates transported sex trafficking victims from China through the Philippines *en route* to third-country destinations.

In November 2013, Typhoon Haiyan caused widespread damage in the Philippine provinces of Leyte and Samar, impoverished areas which are known to be source locations for victims of trafficking, and resulted in the displacement of more than four million people. Although the full extent of the typhoon's effect on trafficking in the Philippines is unknown, media sources reported isolated allegations of trafficking and illegal recruiting, and the Department of Justice (DOJ) investigated at least two suspected cases of typhoon-related trafficking.

Children and adults in conflict-afflicted areas were particularly vulnerable to trafficking; a violent crisis between the government and the Moro National Liberation Front (MNLF) in Zamboanga City and Basilan Province in September 2013 resulted in the displacement of more than 120,000 people and increased the vulnerability of children to recruitment by the MNLF, including for use as human shields. The UN reported that other armed militia groups operating in the Philippines, including the Moro Islamic Liberation Front, the New People's Army, the Abu Sayyaf Group, and the Bangsamoro Islamic Freedom Fighters recruited and used children, at times through force, for use in combat and noncombat roles during the reporting period. The UN noted concerns that the Armed Forces of the Philippines occasionally forced children—including those intercepted from armed groups—to act as guides and informants during military operations.

The Government of the Philippines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government nearly doubled its funding for the Inter-Agency Council Against Trafficking (IACAT) to the equivalent of approximately \$2.4 million in 2013 and continued efforts to implement anti-trafficking laws and policies at the national, regional, and provincial levels. It undertook notable efforts to prevent the trafficking of overseas workers through training and awareness campaigns for government officials, prospective overseas workers, and members of the public and to proactively identify and rescue victims exploited within the country. The government obtained 31 trafficking convictions, including its first two convictions in Pampanga, a province known to have a high prevalence of trafficking. It did not, however, make significant progress in ensuring victims could access specialized services. Protection for male victims—a growing population—remained severely limited. Corruption at all levels of government, including in Philippine diplomatic missions abroad, enabled traffickers and undermined the government's overall efforts to combat trafficking.



RECOMMENDATIONS FOR THE PHILIPPINES:

Increase efforts to hold government officials criminally accountable for trafficking and trafficking-related offenses; increase efforts to investigate, prosecute, and convict an increased number of both labor and sex trafficking offenders implicated in trafficking within the country and abroad; hold continuous trials to decrease the burden that lengthy, discontinuous trials places on victims; increase the availability of shelter and protection resources that address the specific needs of trafficking victims, with a particular focus on addressing the needs of male victims; train civilian and military security forces on appropriate methods to handle children apprehended from armed groups; develop and implement programs aimed at reducing the demand for commercial sex acts, including child sex tourism; implement the anti-money laundering act in cases of trafficking and provide victims compensation through seized assets; increase the number of government officials, including police and prosecutors, whose duties are dedicated solely to anti-trafficking activities; allow freedom of movement to adult victims residing in government facilities; ensure the government's armed forces or auxiliary armed groups supported by the government do not recruit or use children, and immediately and thoroughly investigate any such allegations; continue to strengthen anti-trafficking training for police, prosecutors, judges, local officials, and diplomats; expand the use of victim processing centers to additional localities to improve identification of adult victims and allow for victims to be processed and assisted in a safe environment after a rescue operation; and provide long-term alternatives to removal to countries where foreign victims may face hardship or retribution.

PROSECUTION

The government continued to prosecute sex and labor trafficking offenses and to impose stringent sentences on convicted sex traffickers, but it did not make progress in convicting labor traffickers and its overall number of convictions remained low compared to the size of the problem. The Philippines prohibits sex and labor trafficking through its 2003 Anti-Trafficking in Persons Act and the Expanded Anti-Trafficking in Persons Act of 2012, which prescribe penalties that are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. During the reporting period, the Philippines National Police (PNP) investigated 155 alleged cases of trafficking. Of these, 90 were cases of forced labor, 58 were cases involving sex trafficking, and details of seven were unknown. The National Bureau of Investigation (NBI) also initiated 82 trafficking investigations. Of the 82 cases, 25 cases were recommended for prosecution. During the reporting year, 317 new cases of trafficking were filed at the DOJ and prosecutors' offices nationwide, and of these 317 cases, 190 were filed in various courts and 663 defendants were prosecuted. The government convicted 31 sex trafficking offenders, compared with 25 during the previous year; it did not obtain any convictions for labor trafficking. Two of these sex trafficking cases were the first-ever trafficking convictions obtained in Pampanga, a province with a high prevalence of trafficking. Sentences for those convicted ranged from 10 years' to life imprisonment, with the majority of offenders sentenced to life imprisonment.

Although the DOJ encouraged courts' expedited processing of trafficking cases based on a 2010 supreme court circular setting a six-month limit, endemic inefficiencies—particularly a large backlog of cases and lengthy, discontinuous trials—continued to pose significant challenges to the success of anti-trafficking prosecution efforts. Government and NGO observers estimated

the average length of trafficking cases to be between three-and-a-half and five years, and 816 trafficking cases are currently in the trial stage. During the year, the government obtained a conviction in eight months, the fastest a trafficking conviction has ever been achieved in the Philippines. The government continued to employ an anti-trafficking taskforce model, in which prosecutors were assigned to assist law enforcement in building cases against suspected trafficking offenders; one new regional taskforce was established during the year, bringing the total to 13. Nineteen national-level prosecutors and an additional 73 assigned to regional taskforces were designated to work on trafficking cases in addition to their regular workloads. The government continued strong efforts to provide anti-trafficking training to government officials, with a focus on educating stakeholders on the provisions of the 2013 amendment to the anti-trafficking law; IACAT independently conducted 27 training sessions for 559 government officials and held 21 additional trainings for 836 officials in cooperation with other partners. Nonetheless, NGOs continue to report a lack of understanding of trafficking and the anti-trafficking legal framework among many officials at the local level; low awareness and high rates of turnover among officials continues to pose a significant impediment to successful prosecutions. Philippine officials cooperated with foreign counterparts in other countries and in the Philippines to rescue victims and pursue law enforcement action against suspected traffickers.

Law enforcement officials' complicity in human trafficking remained a problem in the Philippines, and government corruption enabled traffickers to operate with impunity. Corrupt officials in government units and agencies assigned to enforce laws against human trafficking reportedly accepted payments or sexual services from establishments where trafficking was known to occur, facilitated illegal departures for overseas workers, and accepted bribes to downgrade human trafficking charges. Police at times conducted indiscriminate or fake raids on commercial sex establishments to extort bribes from managers, clients, and victims in the sex trade, sometimes threatening the victims with imprisonment.

The government investigated allegations that personnel working in Philippine embassies in the Middle East mistreated and re-victimized Filipina victims of domestic servitude by sexually harassing them, failing to pursue their legal cases, withholding back wages procured for them, re-trafficking them into domestic servitude, and coercing sexual acts in exchange for government protection services. The government formed a taskforce to investigate the allegations, recalled 12 high-level officials, including ambassadors, to participate in the investigation, and filed administrative charges against three labor officials involved in the case. In December 2013, a former labor attaché in Jordan was found guilty of simple misconduct and was sentenced to four months suspension without pay, and in February 2014 a former labor attaché in Saudi Arabia was found guilty of simple neglect of duty and suspended for one month in service without pay. The Department of Labor and Employment (DOLE) dismissed three counts of administrative charges against the third former labor attaché in Saudi Arabia, but found him guilty of an administrative charge of sexual harassment. Media reports stated that the taskforce determined that one government official and other embassy personnel in Kuwait violated the Philippines' anti-trafficking law and recommended prosecution. To date, no criminal charges have been filed in these cases.

The Bureau of Immigration administratively charged 101 employees for committing acts that may have facilitated

trafficking. Two cases against public officials were referred to the DOJ for trafficking charges; at the close of the reporting period, both were in the preliminary investigation stage and additional information was not available. In January 2014, a police officer was convicted for the purchase of commercial sex acts from a trafficking victim and sentenced to six months community service and ordered to pay a fine in the equivalent of approximately \$2,250.

PROTECTION

The government continued to proactively identify and provide limited services to victims, but efforts were inadequate to serve the large number of victims in the country. Comprehensive statistics for the total number of victims identified and assisted were not available. IACAT taskforces and law enforcement agencies conducted 178 joint rescue operations and Department of Social Welfare and Development (DSWD) reported assisting 1,824 trafficking victims. The majority received some shelter, medical services, legal assistance, and limited skills training from the government; an unknown number of these also received financial assistance to seek employment or start their own businesses. The government identified six cases of children recruited and used by armed groups. There were reports that security forces at times mistreated and re-victimized children who were apprehended from armed groups. A significant portion of victims identified—including more than 27 percent of identified sex trafficking victims—were male, suggesting an improved awareness among government officials of the vulnerability of men and boys to trafficking.

The government sustained funding, the equivalent of approximately \$550,000, to the DSWD to fund the Recovery and Reintegration Program for Trafficked Persons. Despite this funding, few protective services addressing the specific needs of trafficking victims were available. DSWD operated 26 temporary shelters for women and girls who have been victims of abuse. These facilities were generally inadequate to address the specific needs of trafficking victims, and at times they lacked the space necessary to accommodate an influx of victims following large-scale law enforcement operations. Child victims, who were required to stay temporarily in the shelters, and adult victims choosing to reside in shelters, were not permitted to leave the premises unattended. Services available to male victims were extremely limited. The majority of NGO shelters refused male victims, and the government placed boys in shelters for children in conflict with the law; the lack of appropriate facilities led the government to reintegrate male victims prematurely, negatively affecting their rehabilitation. The government provided a small amount of funding to NGOs, which delivered the vast majority of specialized services to trafficking victims in the Philippines. However, an overall lack of long-term care, the absence of available mental health services, and the frequency of family involvement in facilitating exploitation left victims vulnerable to re-trafficking.

The government followed formal procedures to identify and assist victims and refer them to government agencies or NGO facilities for care. Victims were identified through rescue operations, screening at departure and re-entry points, embassies abroad, and calls to the national anti-trafficking help line, which received and referred cases from within the country, Saudi Arabia, South Korea, and Malaysia. Many police units had specialized facilities for processing women and child victims. The government encouraged victims to assist in the investigation and prosecution of traffickers, but the lack of victim and witness

protection programs, exacerbated by a lengthy trial process and fear of retaliation by traffickers, caused many victims to decline or withdraw cooperation. During the year, 70 victims were enrolled in the DOJ's witness protection program, but the majority of victims did not have access to this form of protection. Further, victims lacked financial incentives to cooperate in criminal proceedings, as out-of-court settlements often resulted in monetary compensation, while financial penalties imposed upon offenders by courts often went unpaid. A 2013 amendment to the government's anti-money laundering law could be used to file a civil action requesting courts freeze and seize assets of suspected traffickers, but there were no reports that victims received this form of redress during the year.

The government increased its funding to two assistance programs managed by the Department of Foreign Affairs (DFA) to provide basic services, repatriation, and legal services to distressed Filipinos overseas, many of whom are victims of trafficking. The government continued to post social workers to Philippine diplomatic missions in Malaysia and Saudi Arabia and labor attaches to 36 countries with large numbers of Filipino workers. Government agencies in the Philippines and their representatives in overseas diplomatic missions coordinated with NGOs in other countries to provide temporary shelter, counseling, medical, legal, and repatriation assistance to 1,135 victims of trafficking and illegal recruitment identified abroad. During the year, DOLE launched a livelihood assistance and entrepreneurial skills training program that benefitted 683 women migrant workers returning from situations of distress overseas. Identified victims were not punished for unlawful acts committed as a result of being trafficked; however, efforts to identify adult sex trafficking victims were inadequate, making such victims vulnerable to punishment. UN reports indicate that in September 2013, eight boys associated with the MNLF were arrested and mistreated by government security forces; five, including one 14 year old, subsequently faced charges of rebellion. Two boys arrested in July 2013 for alleged crimes committed as members of the NPA were reportedly tortured while in military custody, before being transferred to DSWD. The government had policies for granting temporary residence status to foreign victims, but it did not provide long-term alternatives to removal to countries where victims may face hardship or retribution. No foreign victims were identified in the Philippines.

PREVENTION

The government continued its robust efforts to prevent human trafficking during the reporting period. It conducted public campaigns utilizing television, social media, and other platforms to raise awareness of the dangers of trafficking and how to seek help, and numerous government agencies conducted seminars and anti-trafficking training sessions for government officials and community members. The IACAT and other government taskforces involved in anti-trafficking activities continued to meet regularly and to implement the 2012-2016 strategic plan for combatting trafficking. The government made efforts to actively monitor and evaluate its efforts to implement the strategic plan. During the reporting period, the government established an inter-agency committee to address issues related to children involved in armed conflict, including the recruitment and use of children in armed groups.

The Philippine Overseas Employment Agency (POEA) conducted 682 pre-employment orientation seminars, mandated by law, for 81,218 prospective and outbound Filipino overseas workers, and the Commission on Filipinos Overseas held targeted counseling

programs throughout 24 provinces for groups considered at-risk, including Filipinos seeking overseas marriages or those migrating to Europe to work as au pairs. Key partners such as faith-based groups and the media were also included in these programs. POEA and DOLE held training sessions on combating trafficking and illegal recruitment for 2,628 government and NGO stakeholders. POEA received and investigated 2,366 allegations of unlawful practices by recruitment agencies. It also revoked the licenses of 294 agencies, suspended the operations of 109 agencies, and permanently closed eight agencies for illegal practices. In addition, it referred 145 cases for criminal investigation proceedings and three cases for prosecution. NBI and the DOLE investigated an additional 325 cases of illegal recruitment, but the outcome of these investigations was unknown. The government's amended law on migrant workers maintained the ban on deployment of Filipinos to countries or territories deemed to lack adequate legal protections for workers.

The immigration department continued its intensified efforts to screen for potential trafficking victims at airports and seaports; this aggressive effort to "off-load" more than 40,000 potential victims for interviews raised concerns that Filipinos' right to travel out of the country might be unduly restricted. The government reported that all individuals who were able to produce proper documentation were eventually permitted to travel. From these efforts, 2,083 suspected victims were referred to IACAT or POEA for investigation of potential trafficking. To decrease the vulnerability to trafficking of thousands of undocumented Filipino workers in the Malaysian state of Sabah, the DFA sent a Philippine consul from its embassy in Kuala Lumpur to the region on a quarterly basis to provide services, including the provision of passports and other documents.

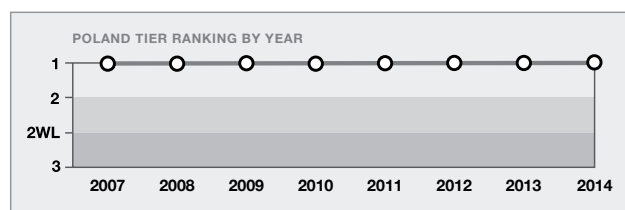
Despite significant local and foreign demand in the country's thriving commercial sex trade, the government's efforts to reduce the demand for commercial sex acts in the Philippines were negligible. Victims continue to be trafficked each day in well-known, highly visible establishments, most of which have never been the target of anti-trafficking law enforcement action. In an effort to prevent child sex tourism, the government, in cooperation with United States law enforcement, arrested and deported two individuals to face charges for child sex crimes committed in the United States. The DFA and other agencies that contribute staff to overseas diplomatic missions provided human trafficking training to personnel before their departure to foreign posts. Local observers who assist victims exploited overseas reported that, despite this training, embassy personnel were not adequately equipped to detect and properly handle the large number of cases of trafficking, particularly labor trafficking, affecting Filipinos overseas. The government provided training on human trafficking to Philippine troops prior to their deployment abroad on international peacekeeping missions.

POLAND (Tier 1)

Poland is a source, transit, and destination country for men and women subjected to forced labor, and for women and children subjected to sex trafficking. Men and women from Poland are subjected to forced labor in Europe, primarily Belgium, the Czech Republic, Italy, the Netherlands, the Scandinavian countries, and the United Kingdom (UK). Women and children from Poland are subjected to sex trafficking within the country and also in Austria, Germany, Italy, Japan, Malta, Morocco, the Netherlands, Sweden, and the UK. Women and children from

Belarus, Bulgaria, Moldova, Romania, and Ukraine are subjected to sex trafficking in Poland. Labor trafficking is increasing in Poland; forced labor victims originate from Belarus, Bulgaria, Moldova, Morocco, the Philippines, Romania, Russia, Ukraine, and Vietnam. Foreign children, particularly Roma children, are recruited for forced begging in Poland.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, authorities expanded the mandate of the border guard to investigate more trafficking cases and designated police investigators at the national and provincial headquarters to specialize in trafficking investigations. The government continued to provide training to border guard and police officers on trafficking; however, judges lacked adequate training opportunities. A large proportion of convicted traffickers continued to receive suspended prison sentences. The government increased funding for victim assistance and amended laws to improve available protections for identified victims. However, the Polish government did not systematically provide specialized services to child victims of trafficking, and authorities lacked a trafficking-specific shelter for men.



RECOMMENDATIONS FOR POLAND:

Systematically provide child victims of trafficking specialized care; continue to increase the shelter system's capacity to assist victims, including men and children; improve efforts to identify trafficking victims proactively among vulnerable populations, particularly unaccompanied children and irregular migrants; continue to vigorously investigate and prosecute trafficking offenses and take steps to ensure that trafficking offenders receive sentences commensurate with the severity of the crime; improve victim identification procedures and training on such procedures to better identify victims of labor trafficking; increase training for prosecutors and judges; incorporate the victim compensation process into criminal proceedings; amend the criminal code to ensure that identified victims of trafficking are not penalized for acts committed as a direct result of being trafficked; consider establishing an independent national rapporteur to monitor the government's anti-trafficking progress; ensure all victims are given access to and encouraged to use the reflection period; and conduct additional awareness campaigns to reduce the demand for commercial sex acts and deter child sex tourism.

PROSECUTION

The Government of Poland improved its anti-trafficking law enforcement efforts during the reporting period through establishing trafficking-specific police investigators and empowering the border guard to investigate more trafficking cases. Poland prohibits all forms of both sex and labor trafficking through several articles of its criminal code, including Articles 115.22, 115.23, 189a, 203, and 204.3. Prescribed punishments under these statutes range from one to 15 years' imprisonment; these sentences are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In 2013, Polish police investigated 68 new cases of human

trafficking, compared to 60 in 2012. The border guard began nine additional investigations. The government prosecuted 48 suspected trafficking offenders and convicted 35 in 2013, compared to 24 defendants prosecuted and 39 traffickers convicted in 2012. In collecting data, the government only considered sentences issued after appeals to be final. In 2012, the most recent year for which post-appeal sentences were available, 64 traffickers were sentenced, compared to 63 in 2011. (Reporting inconsistencies on convictions result from the collection of data on first-instance court convictions, and post-appeal sentences. The government acknowledged that no central mechanism exists to cross-reference and consolidate these statistics.) Sentences ranged from suspended sentences to less than one year to eight years' imprisonment. Similar to the previous three years, approximately half of the convicted offenders received suspended sentences. The government did not report the investigation or prosecution of any public officials for alleged complicity in human trafficking-related offenses. Polish authorities collaborated on human trafficking investigations with counterparts in several European countries. The government continued to include a module on human trafficking in the basic training for all police officers and invited civil society to assist in training. During the year, the government continued to offer limited optional trainings on human trafficking to prosecutors and judges; according to the Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA), prosecutors and judges often lacked expertise in labor trafficking cases. Government officials acknowledged that police were less adept at identifying forced labor victims as compared to sex trafficking victims. In December 2013, an amendment to the Law on Aliens expanded the border guard's authority to investigate potential trafficking cases that did not involve another border-related offense, such as possession of false documents. In January 2014, the police established a department in its national headquarters that will have eight officers focused exclusively on human trafficking investigations. In addition, the police continued to designate 40 officers in provincial headquarters to handle trafficking offenses. Regional prosecutorial offices continued to designate specially trained prosecutors to assist local prosecutors with trafficking cases and assume lead responsibility for particularly complicated cases.

PROTECTION

The Government of Poland improved its anti-trafficking victim protection efforts during the reporting period through increased funding and legal changes, although authorities did not systematically provide specialized care for child trafficking victims. The police and border guard identified 218 possible victims of trafficking in 2013, compared to 90 possible victims identified in 2012. Observers reported that Polish authorities did not conduct sufficient outreach and proactive identification among unaccompanied children and irregular migrants held in detention. The government increased funding for victim assistance, allocating the equivalent of approximately \$329,400 in 2013, compared to the equivalent of approximately \$256,300 in 2012. The government continued to completely finance the NGO-run National Intervention-Consultation Center for Victims of Trafficking (KCIK) to provide assistance to foreign and Polish victims of trafficking, which provided assistance to 222 victims in 2013, compared to 198 in 2012. Of the 222 victims, 161 were women and 61 were men. Slightly more than half of these victims were foreign nationals and 31 of those assisted were child victims. Government-funded NGOs offered trafficking victims medical and psychological care, legal assistance, food, clothing, and employment-related training. Local governments

also funded and operated 178 crisis intervention centers around the country, 16 of which were prepared to accept trafficking victims and had a capacity to accommodate approximately 200 persons. Adult female victims of trafficking had access to trafficking-specific shelters, and they were allowed to leave the shelters unchaperoned and at will. KCIK was responsible for finding safe shelter for male trafficking victims and utilized crisis centers and hostels for this purpose, as there were no trafficking-specific shelters for men. The government placed child victims in orphanages and with foster families. The government did not systematically refer child victims of sex trafficking to KCIK for specialized care. GRETA reported that some unaccompanied minors disappeared from orphanages. The government provided training for social workers, consular officers, medical personnel, and other civil servants working with trafficking victims.

The government's witness protection program, which is implemented by KCIK, provided for a temporary residence permit, medical and psychological care, safe transportation, food, clothing, and shelter or lodging support for victims who cooperated with law enforcement. The government enrolled 56 trafficking victims into this program in 2013. The Law on Aliens offered foreign victims a three-month reflection period during which foreign victims can stay legally in Poland to decide whether to cooperate with the criminal process; however, no victims received a reflection period in 2013. GRETA reported that authorities do not systematically inform victims about the reflection period, particularly victims who chose not to participate in an investigation. Victims who decided to report the trafficking offense to law enforcement could apply for a temporary residence permit that enabled them to live and work in Poland. The December 2013 amendment to the Law on Aliens extended the duration of the temporary residency permit for victims of trafficking from six months to three years. The amendment also provided for the possibility of victims of trafficking to obtain permanent residency. The Interior Ministry continued to work with an international organization to repatriate foreign victims of trafficking, and in 2013, 25 trafficking victims were repatriated to their country of origin. During the reporting period, the government modified the code of criminal proceedings to establish special interview procedures for victims of sexual crimes and child victims to prevent re-traumatization. Victims may file civil suits against traffickers, but observers reported that very few trafficking victims have ever received compensation from their traffickers. There were no reports of trafficking victims punished for crimes committed as a direct result of being trafficked.

PREVENTION

The government sustained its strong anti-trafficking prevention efforts during the reporting period. In May 2013, the government adopted a 2013-2015 national action plan for combating trafficking. The plan was developed in coordination with NGOs and prioritizes enhanced care for child victims, more training for those likely to encounter victims, and information campaigns targeting the most vulnerable populations. The Interior Ministry continued to lead the inter-ministerial anti-trafficking team, as well as a working-level group of experts, which met regularly to coordinate efforts and develop national policies. However, observers reported that Poland lacked effective central operational coordination for all anti-trafficking activities. The government did not have an independent national rapporteur to monitor anti-trafficking efforts. The government sponsored a number of information campaigns, including a festival featuring films that highlighted human trafficking. Government-funded KCIK also

operated an anti-trafficking hotline. Authorities continued to produce and distribute information to Polish citizens seeking work abroad, and the Ministry of Labor operated a website in which Polish citizens could chat with experts about finding legitimate jobs abroad. Authorities also continued to distribute labor rights information to foreign workers in Poland and migrants at Poland's eastern border crossings. The government offered a training session on combating human trafficking for 32 labor inspectors. A Polish court fined one individual for fraudulent recruitment of foreign workers. The government did not organize any programs to reduce the participation of Polish citizens in child sex tourism. The government did not run any programs specifically designed to reduce the demand for commercial sex or forced labor.

PORTUGAL (Tier 2)

Portugal is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Trafficking victims identified in Portugal are primarily from Brazil, Mozambique, Bulgaria, Ghana, Nigeria, Guinea, Mali, Romania, Bosnia, Croatia, Nepal, and Thailand. Victims transiting Portugal are often subjected to sex trafficking within the Schengen zone. Portuguese victims, primarily men, are subjected to forced labor in restaurants, agriculture, and domestic work in Portugal and Spain. Criminal groups exploited vulnerable Portuguese victims, usually male, homeless, and with addiction issues in forced agricultural labor in Spain. Victims are subjected to sex trafficking in private homes, hotels, and bars. Children from eastern Europe, particularly those of Roma descent, are subjected to forced begging in Portugal, often by their families; other children from eastern Europe have reportedly been forced to commit property crimes in Portugal. Portuguese victims are subjected to forced labor and sex trafficking after migrating to other destinations in Europe. International organized crime groups and recruiting agencies lure labor victims from Asia with false promises of employment and subject them to forced labor on Portuguese farms. Traffickers use falsified documents that present victims as family members as they attempt to transit trafficked minors through Portugal.

The Government of Portugal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government funded two shelters for victims of trafficking, opened a new shelter for male victims, and identified more victims in 2013 than in 2012. It amended the penal code to come into compliance with the EU anti-trafficking directive by excluding the consent of the victim as a defense to the charge of trafficking, and law enforcement authorities cooperated in many international trafficking investigations. However, enforcement and prosecution efforts resulting in convictions remained low. Accountability for trafficking offenders was minimal; the majority of convicted trafficking offenders did not serve time in jail.



RECOMMENDATIONS FOR PORTUGAL:

Investigate, prosecute, and convict trafficking offenders and sentence offenders appropriately, reflecting the severity of their crimes; provide specialized shelter and assistance for child victims; continue to train prosecutors and judges in order to raise awareness of human trafficking and encourage application of the law to obtain appropriate and dissuasive sentencing; continue to screen transiting passengers for signs of trafficking; continue to train immigration and social workers, law enforcement, labor inspectors, and NGOs on victim identification; continue to train law enforcement officials, prosecutors, labor inspectors, social workers, and NGOs likely to be in a position to identify and assist victims of trafficking to ensure victims are protected and trafficking offenders are effectively prosecuted; continue to conduct trafficking awareness raising campaigns on forced labor and sex trafficking; improve screening for trafficking among the vulnerable population of children in out-of-home care; and promote efforts to reduce the demand for forced labor.

PROSECUTION

The Government of Portugal maintained law enforcement efforts. It investigated more offenders; nevertheless, the reported statistics reveal that convicted trafficking offenders frequently avoided imprisonment, creating potential safety problems for victims of trafficking, weakening deterrence, and undercutting the efforts of police and prosecutors. Portugal prohibits all forms of both sex and labor trafficking through Article 160 of the penal code, which prescribes penalties of three to 12 years' imprisonment—penalties sufficiently stringent and commensurate with those for other serious crimes, such as rape. Article 160 also encompasses illegal adoption and organ removal. In 2013, Article 160 was amended to include slavery, forced begging, and the exploitation of any other criminal activity as forms of human trafficking; to provide more serious penalties for aggravated elements of the crime; and to expressly exclude consent of the victim as a defense to the charge of trafficking. In addition, Article 159 prohibits slavery, which prescribes penalties of five to 15 years' imprisonment; Article 163 prohibits forced prostitution, with penalties of one to eight years' imprisonment; and Article 175 prohibits the prostitution of children, with penalties of one to ten years' imprisonment. In 2012, the most recent year for which official data was available, the government reported investigating 35 trafficking cases involving 51 alleged offenders. Of the 35 cases, 19 involved forced labor, including two involving forced begging. The government prosecuted nine defendants for trafficking-related charges. Six defendants were prosecuted and convicted under Article 160 in 2012, compared with eight defendants prosecuted under Article 160 and six defendants convicted under Article 159 in 2011. Although the government did not report the specific sentences given to the convicted offenders, authorities reported that the six traffickers convicted were sentenced to imprisonment, although four defendants served their sentence on probation. Portuguese authorities also reportedly prosecuted possible human trafficking crimes under articles for pimping, criminal association, or abetting illegal aliens—crimes for which a lesser burden of proof is required and convictions were easier to obtain. The Government of Portugal maintains that it is prohibited by its constitutional privacy law from releasing data on convictions for crimes for which there were fewer than three incidents recorded within a year nationwide. Media reports indicated that in September 2013, Portuguese authorities initiated the prosecution of 59 defendants for the labor trafficking of Portuguese laborers on Spanish farms in a

case involving charges of slavery (Article 159), kidnapping, and threats; the government confirmed these cases.

Law enforcement cooperated in 14 international investigations in 2013. For example, law enforcement authorities cooperated with Spanish and British authorities to dismantle a Nigerian sex trafficking ring, arresting seven suspects. Portugal had specialized law enforcement units that investigated organized crime, including trafficking in persons. Suspected cases of trafficking could be reported to the police by victims, social service agencies, health care providers, or through the national social emergency line. The government trained over 100 prosecutors and judges on trafficking investigation and prosecution. The government did not report any investigations or prosecutions of officials for alleged complicity in trafficking-related offenses.

PROTECTION

The government increased efforts to protect and assist victims of trafficking by opening a shelter for male victims and identifying more victims. The government identified 299 potential victims, compared with 93 potential victims in 2012. Of the 299 potential victims, 45 were confirmed victims of trafficking, 80 were found not to qualify as trafficking victims, and the confirmed identification of the remaining 174 were pending investigation. Of the 219 confirmed or pending cases, 138 victims were subjected to forced labor, and 53 victims were subjected to sex trafficking. Forty-nine potential victims were minors. All 45 confirmed victims had the right to shelter, subsistence, medical treatment, psychological treatment, police protection, translation and interpretation services, and legal services. There were two government-funded, NGO-run shelters available for victims: one for male and one for female victims. The shelter for female victims reported assisting five adults and four minor dependents; and the men's shelter assisted seven adults. The maximum shelter stay was one year, although it may be extended in cases of extreme vulnerability or reintegration difficulties, such as failure to secure employment. The shelter employed six staff members to provide 24-hour care and support to identified victims. The government provided the equivalent of approximately \$145,000 for the female shelter, compared with the equivalent of approximately \$136,000 in 2012. The shelter for male victims opened in 2013, and victims received health services, vocational training, education, Portuguese language tutoring, and a reintegration plan. The government provided the equivalent of approximately \$84,000 for the male shelter. Other identified victims received housing, social, and economic support from NGOs and assistance with return to country of origin. Child victims of trafficking received services under the framework of the child protection system. In the event of imminent danger to the child, the government initiated emergency placement in an institution, when placement with family was unavailable.

The government provided all victims a "reflection period" of up to 60 days—time in which victims can recover before deciding whether to cooperate with law enforcement. The law also provides for a renewable residence permit that may be issued before the end of the reflection period if the victim agrees to cooperate with law enforcement or based on a personal situation with regard to the victim's security, health, or family. Two victims were issued a residence permit in 2013, compared with 29 victims in 2012. The permit was not conditional on participation in a trial. Long-term shelter was provided to foreign victims of trafficking who were accommodated at the female shelter, and they were entitled to education and employment

training. NGOs reported victims were hesitant to speak with authorities, and some NGOs refrained from referring potential victims for fear of exposing them to reprisal by their traffickers. Comprehensive witness protection was guaranteed to victims who assisted in trials. Victims were allowed to testify outside of court, either by deposition or video conference. There were no reports of victims being penalized as a result of their being trafficked. The government provided labor inspectors with contact information for victim referrals and a handbook with guidelines based on the ILO "Handbook for Forced Labor Delphi Checklist." The police and social service organizations were provided a checklist that listed the steps for identifying a potential victim.

PREVENTION

The Government of Portugal maintained efforts to prevent trafficking in persons during the year, although funding for new anti-trafficking projects remained limited. The government adopted its third national action plan for 2014-2016 in coordination with the national rapporteur, three NGOs and representatives from various government agencies. The government provided assessments of anti-trafficking efforts on its website. The government trained a variety of relevant officials and civil society members on trafficking, including NGO employees who work with immigrants, 217 labor inspectors, and intercultural mediators. The government developed awareness materials on gender and trafficking for equality counselors in two municipalities. The government launched a national information campaign on trafficking, which included radio spots, regional press, television announcements, posters at railway stations, and a television documentary. The government collaborated with members of the community of Portuguese language countries to establish common measures to prevent and combat trafficking. In June 2013, the government and NGOs established a government-civil society network on trafficking issues to facilitate more integrated intervention on the ground and serve as a source of information for criminal investigation and trafficking prevention efforts; under the network, four multidisciplinary teams began operating in four different regions in Portugal to identify and assist victims. The government did not demonstrate efforts to reduce the demand for sex trafficking or forced labor.

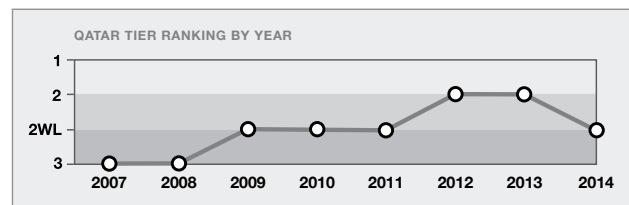
QATAR (Tier 2 Watch List)

Qatar is a destination country for men and women subjected to forced labor and, to a much lesser extent, forced prostitution. Approximately 1.2 million men and women—94 percent of the country's workforce—from Nepal, India, Pakistan, Bangladesh, the Philippines, Indonesia, Vietnam, Sri Lanka, Ethiopia, Sudan, Thailand, Egypt, Syria, Jordan, Morocco, Tunisia, Kenya, Burma, Nigeria, and China voluntarily migrate to Qatar to work as low- and semi-skilled workers, primarily in the construction, oil and gas, service, and transportation industries, as well as in domestic work, but many subsequently face forced labor. Female domestic workers are particularly vulnerable to trafficking due to their isolation in private residences and lack of protection under Qatari labor laws. Qatar is also a destination country for women who migrate for employment purposes and subsequently become involved in prostitution; some of these women may be runaway domestic workers forced into prostitution by traffickers who exploit their illegal status.

Many migrant workers arriving in Qatar have paid exorbitant fees to recruiters in their home countries, and some recruitment agencies in labor-sending countries have lured foreign workers with false employment contracts. Qatar's sponsorship system places a significant amount of power in the hands of employers and, therefore, debt-laden migrants who face abuse, or who have been misled, often avoid legal action because of fear of reprisal, the lengthy recourse process, or lack of knowledge of their legal rights, ultimately ensnaring them into forced labor, including debt bondage. Moreover, under the restrictive sponsorship system, employers have the unilateral power to cancel residency permits, deny workers the ability to change employers, and deny them permission to leave the country.

Instances of delayed or nonpayment of salaries are a leading driver of forced labor, including debt bondage, in Qatar. Many migrant workers also face denial of exit permits, threats of deportation, physical or financial harm, physical, mental, and sexual abuse, hazardous working conditions, and squalid living accommodations. Moreover, according to recent studies conducted by Qatar University's Social and Economic Survey Research Institute, despite laws against passport confiscation, 86 to 90 percent of expatriate workers' passports are in their employers' possession. International rights groups and the media also report that some migrant laborers face severe labor abuses, some of which amount to forced labor. Rights groups have also alleged that a high number of foreign laborers have died from heart failure due to harsh work in extreme heat.

The Government of Qatar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these measures, the government did not demonstrate evidence of overall increasing efforts to address human trafficking since the previous reporting period; therefore, Qatar is placed on Tier 2 Watch List. The government reported convicting five individuals for coerced prostitution under the penal code and four additional individuals for forced prostitution; the government also investigated four cases under the 2011 anti-trafficking law and fined 27 sponsors for withholding passports. The government demonstrated efforts to prevent human trafficking through convicting 40 individuals for visa selling, doubling the number of labor inspectors from 150 to 300, closing 14 recruitment firms, and implementing anti-trafficking awareness campaigns. It also identified some trafficking victims and provided them with shelter and other protection services and trained government officials. However, the government did not reform the restrictive sponsorship system, prosecute or convict any trafficking offenders under the 2011 anti-trafficking law, or sufficiently enforce the sponsorship law that provides sanctions for employers who withhold workers' wages and passports. Some government officials downplayed that human trafficking exists in Qatar, drawing a distinction between labor exploitation and human trafficking.



RECOMMENDATIONS FOR QATAR:

Abolish or significantly amend provisions of Qatar's restrictive sponsorship system; significantly increase efforts to investigate

and prosecute trafficking offenses, and convict and punish traffickers, particularly for forced labor crimes, under the anti-trafficking law; fine employers who withhold workers' wages or passports; enforce the law requiring that employees receive residence cards within one week of arrival as a means of preventing trafficking abuses, and further enforce the law criminalizing passport-withholding; institute and consistently apply formal procedures to proactively identify victims of all forms of trafficking among vulnerable groups, such as those arrested for immigration violations or prostitution, and provide victims with adequate protection services; collect, disaggregate, analyze, and disseminate anti-trafficking law enforcement data; continue to provide anti-trafficking trainings to government officials; and conduct anti-trafficking public awareness campaigns.

PROSECUTION

The government made limited law enforcement efforts to combat human trafficking. Qatar's comprehensive anti-trafficking law, which was enacted in October 2011, prohibits all forms of both sex and labor trafficking and prescribes penalties of no more than seven years' imprisonment and up to the equivalent of approximately \$82,000 in fines, with penalties of no more than 15 years' imprisonment for trafficking offenses committed with aggravating circumstances. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as kidnapping. Qatar also prohibits employers' withholding of workers' passports under the 2009 Sponsorship Law, though the law was not rigorously enforced. During the reporting period, Qatari courts fined 27 sponsors for withholding passports and issued court orders mandating they hand over the passports to the rightful owner. The government's primary solution for resolving labor violations was to transfer a worker's sponsorship to a new employer with minimal effort to investigate whether the violations may have amounted to forced labor. During the reporting period, the government reported four investigations, but no prosecutions or convictions, of trafficking offenders under its anti-trafficking law. The government also reported that under the penal code, five individuals were convicted for coerced prostitution and four additional individuals were convicted for forced prostitution, compared to two ongoing prosecutions for forced and bonded labor and 19 cases referred for prosecution for forced and bonded labor and sexual exploitation in the previous reporting period. The government did not report any investigations or prosecutions of public officials for alleged complicity in trafficking-related offenses. The Qatar Foundation to Combat Human Trafficking (QFCHT), Qatar's national coordinating body for anti-trafficking activities, continued to provide a number of training workshops for over 100 law enforcement officials, public prosecutors, judges, and public health professionals on the anti-trafficking law and victim identification. These workshops included trafficking victim identification training for doctors and nurses; training on the role of law enforcement in combating and investigating trafficking cases and the importance of international law enforcement cooperation; and training on the prosecution of trafficking cases. The police training institute continued to train Ministry of Interior officials on conducting trafficking investigations.

PROTECTION

The government sustained its efforts to protect some victims of trafficking, though many victims of forced labor, including debt bondage, remained unidentified and unprotected as

government officials did not proactively identify victims among vulnerable populations. The government frequently treated disputes between workers and employers as administrative issues and made minimal efforts to identify victims of forced labor among these cases. Some Qatari officials failed to recognize that severe labor abuses could amount to human trafficking. Nonetheless, the government continued to identify and provide protective services to some victims of trafficking. During the reporting period, the QFCHT distributed a manual to law enforcement, immigration authorities, and social service providers on procedures to proactively identify victims of trafficking. The government continued to use its national victim referral system to coordinate victim identification and referral efforts between government authorities and non-government organizations. The referral system included the provision of safe shelter, health care, and legal assistance. The QFCHT continued to operate a trafficking shelter for women and children, which provided access to medical and psycho-social care, social services, rehabilitation and reintegration programs, repatriation assistance, and legal aid. Victims had the right to leave the shelter without supervision, and victims were able to access the shelter even if their employers had filed charges against them. The shelter also provided long-term housing during judicial proceedings, and shelter residents were able to earn an income through work at the shelter's rehabilitation center; it also provided repatriation assistance to those wishing to return to their countries. The government reported that it referred 11 trafficking victims to the QFCHT shelter, which also housed and provided health, social, and psychological services to 62 suspected female trafficking victims in 2013. The shelter also reported assisting 1,701 individuals—some of whom were potentially vulnerable to trafficking—by offering a range of services, including legal advice, filing lawsuits, following up on cases, transferring workers' sponsorships, obtaining workers' exit permits, and providing workers with financial compensation.

Some unidentified victims of trafficking continued to be punished for unlawful acts committed as a direct result of being subjected to human trafficking. For example, Qatari authorities regularly arrested, detained, and deported potential trafficking victims for immigration violations and running away from their employers or sponsors. Some victims occasionally languished in detention centers for up to six months because of debts allegedly owed or false charges of theft filed by their employers against them. Ministry of Interior officials reportedly interviewed all detainees in the deportation center and were required to determine whether the workers were victims of trafficking and offer them protection, although it was unclear how many victims were identified through this screening process in 2013. The costs of legal representation under these circumstances were sometimes borne by the worker, but were often waived by the government due to workers' inability to pay. Domestic workers, who were not covered under the labor law, continued to face difficulties seeking legal redress for abuses through civil court action. For example, in practice, civil suits against an employer were difficult to win unless the employer failed to meet his or her financial obligations to the domestic worker; therefore, civil suits were rare. The government reportedly encouraged trafficking victims to testify against their traffickers by assuring victims' safety, providing free legal counseling, and allowing victims to pursue various claims, such as financial compensation; however, the government did not report how many victims testified against their traffickers or received these benefits during the reporting period. Trafficking victims had the option to remain in the country during judicial proceedings or request an immediate exit visa; these benefits were not linked

to the successful outcome of a trafficking prosecution. The government offered foreign trafficking victims legal alternatives to their removal to countries where they may face retribution or hardship.

PREVENTION

The government made efforts to prevent trafficking in persons. It continued to raise public awareness and implement its National Plan for Combating Human Trafficking for 2010-2015, which aimed to prevent the spread of human trafficking, provide protection for victims, and punish traffickers; however, the government did not reform its sponsorship law, which continued to contribute to forced labor in the country. The government reported spending the equivalent of approximately \$10.2 million on the QFCHT's anti-trafficking efforts; the QFCHT conducted anti-trafficking awareness campaigns through various media outlets, published trafficking awareness and workers' rights materials for foreign workers in multiple languages, and conducted a number of anti-trafficking awareness workshops for more than 400 migrant workers in Doha's industrial area. The government's National Human Rights Council conducted a series of information campaigns about forced labor and distributed pamphlets to foreign workers at various industrial locations with large migrant worker populations. The QFCHT, in coordination with the Ministries of Interior, Foreign Affairs, and Labor and Social Affairs, participated in a committee to study the issue of visa selling and the reasons workers flee from their employers. The National Alliance to Combat Human Trafficking, comprised of government agencies and civil society representatives to collaborate on anti-trafficking efforts, met six times to discuss victim referral processes, visa selling issues, and implementation of Qatar's national plan to combat trafficking. The quasi-governmental Qatar Foundation and Qatar 2022 Supreme Committee, which was set up to organize the 2022 World Cup, both issued mandatory workers' labor rights standards for all their construction and service delivery contracts; the standards legally bind all their contractors and subcontractors to adhere to labor standards that are stricter than Qatari labor law. These standards include a "no recruitment fee" policy at all stages in the recruitment process, hotlines for workers' complaints, and independent auditing to ensure contractual compliance and that employees are paid on time.

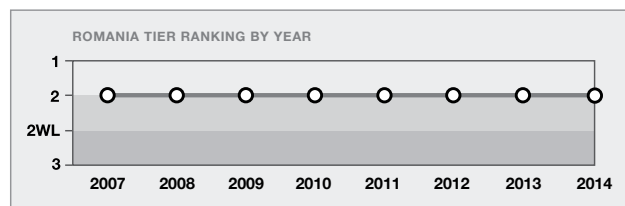
The government routinely inspected and monitored recruitment companies and actively sought to punish companies that were found making fraudulent offers or imposing exorbitant fees in selling visas, which makes migrant workers particularly vulnerable to trafficking. The government convicted 40 individuals, to include Qatari nationals, for illegal visa selling, issuing one to three year prison sentences and financial penalties. The government also referred 50 companies to the public prosecutor for illegal visa selling, while the QFCHT referred 26 companies to authorities for labor law violations. During the reporting period, the Ministry of Labor and Social Affairs (MOLSA) blacklisted 2,000 companies; permanently revoked the licenses of 14 recruitment firms for violating the labor law; proposed amendments to the labor law that would impose fines for delayed or unpaid wages; advanced a draft decree that would mandate companies open bank accounts for their employees and pay them electronically; and proposed a workers' rotation scheme, which would permit laborers to switch jobs freely after the completion of their employment contract. The MOLSA also piloted a three-tiered ranking system intended to give companies incentives to comply with the labor law and reduce workers' vulnerabilities to abuse and exploitation;

companies were evaluated on several criteria, including their history of paying workers' salaries on time, health and safety records, and the number of workers' complaints. Nonetheless, the government did not systematically investigate companies for the withholding of workers' passports. Although the sponsorship law requires an employer to secure a residence card for laborers within seven days, reports indicated that this sometimes did not happen; the lack of a residence card essentially renders the worker illegal, and affects the workers' ability to access health care or lodge complaints with authorities. The QFCHT continued to operate an anti-trafficking hotline, which received 134 calls, though it is unknown how many trafficking victims were identified through the hotline. During the reporting period, the government consolidated the QFCHT underneath a broader organizational structure, the Qatar Foundation for Social Work. The government did not report efforts to reduce the demand for commercial sex acts, nor did it report efforts to prevent child sex tourism of Qataris traveling abroad.

ROMANIA (Tier 2)

Romania is a source, transit, and destination country for men, women, and children subjected to labor trafficking and women and children subjected to sex trafficking. Romanians represent a significant source of trafficking victims in Europe. Romanian men, women, and children are subjected to labor trafficking in agriculture, construction, domestic service, hotels, and manufacturing, as well as forced begging and theft in European countries, including Austria, Azerbaijan, Cyprus, the Czech Republic, Denmark, France, Germany, Greece, Ireland, Italy, Lithuania, the Netherlands, Norway, Poland, Slovakia, Slovenia, Spain, Sweden, Switzerland, and the United Kingdom (UK). Women and children from Romania are victims of forced prostitution in European countries, including Belgium, Croatia, Cyprus, Finland, France, Germany, Greece, Hungary, Ireland, Malta, the Netherlands, Norway, Portugal, Slovenia, Spain, Sweden, Switzerland, and the UK, as well as Canada. Underage girls represent nearly one-third of Romanian trafficking victims. Victims of forced begging are typically ethnic Roma. Two-thirds of Romanian victims were recruited through acquaintances in 2013, indicating a declining trend in victims recruited through employment agencies and job advertisements. Romania is a destination country for a small number of foreign trafficking victims, including sex trafficking victims from Moldova and Poland, and labor trafficking victims from Bangladesh and Serbia.

The Government of Romania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to identify a large number of victims, but public or private institutions offered assistance to only a minority of victims. For a fifth consecutive year, the government did not provide funding to NGOs offering assistance to victims and did not offer specialized shelter services in Bucharest for adults and children. The hotline for victims to seek help continued to operate only during business hours. Some victims also had difficulty obtaining medical services, psychological counseling, and restitution from their traffickers. Prosecutions and convictions remained high, but authorities sentenced a lower proportion of convicted offenders to prison terms.



RECOMMENDATIONS FOR ROMANIA:

Allocate public funding for NGOs providing services to victims; ensure victims can easily access medical assistance and are provided with an adequate number of psychological counseling sessions; provide trafficking-specific shelter for repatriated victims in Bucharest through funds for private care providers or operating a government-run shelter; withhold publication of the names of victims who testify in trials; pursue criminal action against labor recruitment companies engaged in fraudulent practices; consistently inform victims of their right to apply for compensation, and assist victims in obtaining compensation ordered by the courts; remove non-security related restrictions on victims' movements while housed in government-funded shelters; improve efforts to identify potential victims among vulnerable populations, such as undocumented migrants, foreign workers, Roma, and children involved in begging or prostitution; ensure convicted traffickers receive sentences commensurate with the severity of their crime; vigorously investigate and prosecute acts of trafficking-related complicity allegedly committed by public officials, and punish officials convicted of such crimes with prison sentences; continue to provide victim sensitivity training for police and judges; increase awareness of the anti-trafficking hotline and consider operating it on evenings and weekends; improve the reporting of data on trafficking crimes prosecuted under Section 210(1) and other relevant laws by disaggregating reporting on sex and labor trafficking offenses; and consider offering foreign victims the right to work during the duration of their temporary residence permits.

PROSECUTION

The Romanian government demonstrated robust anti-trafficking law enforcement efforts. A new criminal code entered into force in February 2014, modifying the penalties prescribed for trafficking. Romania prohibits all forms of both sex and labor trafficking through Article 210, which prescribes penalties of three to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape. The new criminal code provides that a victim's initial consent does not invalidate an act of trafficking. Romanian authorities investigated 714 trafficking cases in 2013, a decrease from 867 cases in 2012. The government prosecuted 552 defendants in 2013, compared with 667 in 2012 and 480 in 2011. Romanian courts convicted 252 traffickers in 2013, compared with 427 in 2012 and 276 in 2011. The government does not disaggregate law enforcement statistics to demonstrate action against both sex and labor trafficking. The government reported that 59 percent of convicted traffickers were sentenced to some time in prison, receiving terms ranging between six months and 10 to 15 years' imprisonment; this marked a decline from 2012, when 78 percent of convicted traffickers were sentenced to time in prison. The government provided specialized anti-trafficking training to police officers, prosecutors, and judges. Romanian authorities collaborated on transnational investigations with foreign counterparts, including Austria, Croatia, Cyprus, France, Germany, Ireland, Italy, Poland, and Switzerland. The government

did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Romania demonstrated weak efforts to protect victims, as the number of victims identified far exceeded the services available to assist them. Additionally, the government relied on NGOs to help identify and assist victims, yet did not provide NGOs with any funding for operations. The government reported the identification of 896 victims by public officials and NGOs in 2013, compared with 1,041 victims identified in 2012. Approximately half of the total victims, 450, were sex trafficking victims, whereas 375 victims were subjected to forced labor, including begging and theft. The government continued to operate its national victim identification and referral mechanism, which provided formal procedures for victim referrals between law enforcement and other institutions, though observers noted police in some areas, including Bucharest, were not sufficiently proactive in identifying victims and relied on NGOs to identify victims. As in previous years, only a minority of registered victims benefitted from assistance; in 2013, 291 victims received rehabilitative services from public institutions and NGOs. For the fifth consecutive year, the government failed to provide funding to NGOs offering protection services to trafficking victims, reportedly due to a legal preclusion of direct funding for NGOs. Local governments financed and operated assistance centers, some of which were trafficking-specific. In 2013, these facilities provided services to 228 victims, including housing for 72 victims. Observers reported that lack of freedom of movement was a significant issue in these shelters. Depending on the particular situation, victims received medical assistance, psychological counseling, school reintegration, job training, and legal advice. Observers noted the scarcity of psychologists available for victims. Victims had difficulty qualifying for medical coverage because they were not previously part of the formal labor market, and thus not paying into the state's social insurance fund. The government did not operate or fund trafficking-specific shelter for adult trafficking victims in Bucharest, the country's largest city and often first destination for repatriated Romanian victims. The government maintained six transit centers for child victims located near international border crossings, although child victims identified abroad were often repatriated by plane via the airport in Bucharest. The government provided non-specialized care for child victims at emergency reception centers for abused children, which are located in each of the 41 counties and six administrative districts of Bucharest. The government reported funding the transportation costs for 54 of the 121 Romanian victims identified abroad.

The government continued to operate a trafficking-specific hotline, which allowed officials to identify victims and refer them to care, though it was not staffed during evenings and weekends. During the reporting period, the government fined some trafficking victims for crimes they committed as a direct result of being trafficked. Romanian law permitted foreign victims a 90-day reflection period, as well as a temporary residence permit to remain in the country until the completion of a prosecution, though they were not allowed to work in Romania during the time of their residence permit. Romanian trafficking victims participated in criminal prosecutions at a high rate; 886 victims participated in 2013, 63 of whom testified in trial; in 2012, 1,024 victims participated and 205 testified. Some victims reportedly chose not to testify against their traffickers because the Ministry of Justice publishes the names of all trial witnesses, including children, on its public website. Romanian law entitled victims

to restitution from their traffickers; however, only 14 percent of victims requested compensation and courts rarely approved applications from adult male victims. Additionally, many victims who were granted court-ordered restitution did not receive compensation because they did not have the resources to hire judicial enforcers to induce payment from convicted traffickers.

PREVENTION

The Government of Romania sustained prevention efforts, though authorities have never criminally punished a labor recruitment firm for fraud. The National Agency against Trafficking in Persons continued to coordinate the implementation of anti-trafficking policies and the 2012-2014 action plan. The agency continued to regularly publish reports and statistics on trafficking. The government implemented six national awareness campaigns and 49 regional and local campaigns in 2013 that targeted adults seeking work abroad and schoolchildren. The government has never reported punishing a recruitment company for trafficking-related acts, despite a 2006 amendment to the criminal code that prohibited Romania-based recruitment companies from facilitating the exploitation of citizens abroad. The government demonstrated efforts to reduce the demand for commercial sex, but not for forced labor.

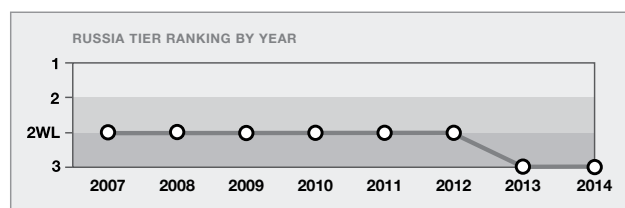
RUSSIA (Tier 3)

Russia is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Labor trafficking remains the predominant human trafficking problem within Russia, accelerating in the context of Russia's significant increase in labor migration. Official and unofficial statistics estimate that there are between five million and 12 million foreign workers in Russia. According to official statistics, in 2013, an estimated 1.1 million labor migrants were employed in the Moscow region alone. Of this number, 22,000 worked in the housing and utilities sector, 110,000 in the construction industry, and the rest worked primarily as public transport drivers, seasonal agricultural workers, tailors and garment workers in underground garment factories, and vendors at marketplaces and shops. Many of these migrant workers experienced exploitative labor conditions characteristic of trafficking cases, such as withholding of documents, nonpayment for services rendered, physical abuse, or extremely poor living conditions. During the year, workers from Russia and other countries in Europe, Central Asia, and Southeast Asia, including Vietnam and North Korea, were subjected to forced labor in Russia. Instances of labor trafficking have been reported in the construction, manufacturing, agriculture, grocery store, maritime, and domestic service industries, as well as in forced begging, waste sorting, and street sweeping; trafficking also continued to be prevalent in textile and garment factories. In factories in the Moscow suburbs, textile workers were beaten, poorly fed, refused medical care, and prohibited from leaving the factory. Human Rights Watch reports that construction of facilities for major events drew estimated tens of thousands of migrant laborers to Russia. Human Rights Watch also documented that employers of construction projects related to the 2014 Winter Olympic Games in Sochi withheld pay, disregarded contracts, and seized passports and work permits to keep workers in conditions of exploitation. Human Rights Watch and other sources reported that Russian authorities rounded up many of these migrants, many of whom were vulnerable to human trafficking, for alleged status violations and detained or deported them without any

reported efforts to identify them as trafficking victims. According to official sources, there have been criminal cases involving Russian officials allegedly facilitating trafficking in the country, including by facilitating victims' entry into Russia, providing protection to traffickers, and returning trafficking victims to their exploiters, and of employers bribing Russian officials to avoid enforcement of penalties for engaging illegal workers. Organized crime syndicates from Russia were also involved in arranging trafficking. According to the Federal Migration Service, under a state-to-state agreement, approximately 20,000 North Korean citizens are imported annually by the North Korea government for work in Russia in a variety of sectors, including the logging industry in Russia's Far East, and many of these North Korean citizens reportedly are subjected to conditions of forced labor. There were also reports of Russian citizens facing forced labor abroad.

Reports of Russian women and children subjected to sex trafficking, both in Russia and abroad, continued in 2013. Also in 2013, Russian citizens were reportedly victims of sex trafficking in many countries, including in Northeast Asia, Europe, Central Asia, Africa, and the Middle East. There were also reports of children and women from European (predominantly Ukraine and Moldova), Southeast Asian (primarily Vietnam), African, and Central Asian countries being forced into prostitution in Russia. Law enforcement cases from this reporting year indicate that forced prostitution occurs in brothels, hotels, and saunas, among other locations; certain traffickers advertised the sexual services of some minors over the internet.

The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. During the reporting period, an international organization opened a trafficking shelter in space granted by a municipal government in St. Petersburg. The government also submitted to the Russian Security Council for approval a national anti-trafficking in persons action plan, which included a request for authority to appoint a trafficking rapporteur. The Security Council did not announce a decision on this request. The absence of a national action plan, to combat trafficking, non-existence of a single coordinating authority for anti-trafficking efforts, and the absence of funding in the federal and local budgets for trafficking prevention and victim protection illustrated the Government of Russia's low political will to address human trafficking. The Russian government has signed the Program of Cooperation between CIS Member States against Trafficking in Persons, but to date there have been no specific steps taken toward implementation. Previous promises of creating an interagency committee to address human trafficking were not fulfilled. During the reporting period, the government did not establish any concrete system for the identification or care of trafficking victims and lacked a victim referral mechanism, though there were reports of victims being identified and provided assistance on an *ad hoc* basis. Prosecutions remained low compared with estimates of Russia's trafficking problem. The government detained and deported hundreds of migrant workers, many of whom were vulnerable to human trafficking, without any reported efforts to identify them as trafficking victims.



RECOMMENDATIONS FOR RUSSIA:

Develop formal national procedures to guide law enforcement and other government officials, including labor inspectors and health officials, in identification and referral of victims to service providers; allocate funding to state bodies and anti-trafficking NGOs to provide specialized trafficking victim assistance and rehabilitative care; establish a national rapporteur to be a central coordinator for the Russian government's response to trafficking; create a national anti-trafficking action plan; increase efforts to identify and assist both sex and labor trafficking victims, particularly among exploited labor migrants in Russia; implement a formal policy to ensure identified victims of trafficking are not punished or detained in deportation centers for acts committed as a direct result of being trafficked; ensure that victims have access to legal alternatives to deportation to countries where they face hardship or retribution; increase the number of investigations, prosecutions, and convictions for trafficking offenses, and investigate and criminally punish government officials complicit in trafficking; create a central repository for investigation, prosecution, conviction, and sentencing data for trafficking cases; increase efforts to raise public awareness of both sex and labor trafficking; and take steps to investigate allegations and prevent the use of forced labor in construction projects and North Korean-operated labor camps.

PROSECUTION

The Government of Russia demonstrated law enforcement efforts during the reporting period, although such efforts were far lower than the estimated occurrence of trafficking in the country. Articles 127.1 and 127.2 of the Russian criminal code prohibit both sex trafficking and forced labor, although they also cover non-trafficking offenses. Other criminal statutes were also used to prosecute trafficking offenders, such as Articles 240 and 241 for involvement in or organizing prostitution. Article 127 prescribes punishments of up to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with punishments prescribed for other serious crimes, such as rape. In 2013, law enforcement agencies registered 66 reports of crimes of trafficking in persons, of which 63 were for the purpose of sexual exploitation. According to media reports, the government investigated at least 15 potential sex trafficking suspects under Article 127.1, and at least five labor trafficking cases under Article 127.2 in 2013. By comparison, the government investigated 70 sex trafficking and 17 labor trafficking cases in 2012. The government reportedly prosecuted at least 18 defendants in seven cases of sex trafficking and at least ten defendants in four cases of forced labor in 2013, compared with twenty-two sex trafficking prosecutions and ten labor trafficking prosecutions in 2012. Russian authorities report they often charge sex trafficking cases under Articles 241 and 240, addressing the inducement to and organization of prostitution, as the elements of those crimes are often easier to prove; there is no public information on how many such cases involved forced as opposed to voluntary prostitution. In 2013, at least 28 trafficking offenders were convicted under Article 127.1, the article typically used for sex

trafficking crimes, and four traffickers were convicted of the use of slave labor under Article 127.2, compared with a total of 29 people convicted under Article 127.1 and five convicted under Article 127.2 in 2012. Official sources reported that 23 trafficking offenders were sentenced to imprisonment, and nine were given suspended sentences; in 2012, 26 offenders were sentenced to imprisonment, seven were given suspended sentences, and two sentenced to other dispositions. Unofficial reports confirmed sentences of a few months' to 13 years' imprisonment, slightly higher than last year's range of up to 12 years' imprisonment. In some regions of Russia, experts report that authorities ignore or fail to pursue cases of human trafficking.

During the reporting period, the former chief of the Criminal Investigation Unit of a police precinct in the Chuvash Republic, who had provided protection to a trafficking ring, received two suspended sentences of eight years' and four years' imprisonment. The Moscow Police Department initiated a criminal case under Article 127.2 against one official of the Federal Migration Service (FMS) and two suburban Moscow police officers, alleging that the suspects had organized illegal entry to Russia of over 700 foreign citizens, primarily nationals of Vietnam, for the purpose of labor exploitation at an illegal garment factory in Moscow. The government initiated a prosecution against a Samara region senior investigator charged with refusing to initiate a criminal case of deprivation of liberty of two women by a criminal group. The government did not report progress in complicity cases cited in the past *TIP Report*, including the instance of a Moscow criminal case against a police officer who allegedly forced two women into prostitution. The North Korean government continued to export workers for bilateral contracts with Russia and other foreign governments. Despite reports of slave-like conditions of North Koreans working in Russia, the Russian government did not report any investigations into such situations.

The Russian authorities reportedly collaborated with some foreign law enforcement bodies on the investigation of transnational trafficking cases. There were reports that Russian law enforcement was not always cooperative or responsive to investigative requests from foreign governments. The Ministry of Internal Affairs, the lead law enforcement agency in the majority of trafficking cases, conducted regular training during the reporting period designed to guide its officers in handling trafficking cases. According to government officials, the General Procuracy, the Investigative Committee, the Russian Academy for Justice (training of judges), and the Russian Academy of Advocacy (training of lawyers) also provided periodic training on handling human trafficking cases.

PROTECTION

The Russian government continued to demonstrate minimal progress in efforts to protect human trafficking victims during the reporting period; a majority of foreign labor trafficking victims remained outside the scope of victim protection. Government-funded victim care was not available for the vast majority of trafficking victims in the country, and victims were routinely deported and detained with no effort to identify them or refer them to care. The government did not develop or employ a formal system to guide officials in proactive identification of trafficking victims or referral of victims to available services, and there continued to be no available official statistics on the number of trafficking victims identified or assisted by the government or NGOs. One of the agencies most frequently in contact with potential trafficking victims, the FMS, did not have

the authority to conduct investigative activities into suspected cases of trafficking, which resulted in trafficking victims being punished for crimes committed as a direct result of being trafficked. Russian authorities charged some suspected trafficking victims with residing illegally in the territory of Russia without the proper papers and reportedly deported trafficking victims without offering assistance. Throughout the summer and fall of 2013, the Russian government also conducted sweeps of areas with migrant labor, rounded up thousands of migrants, and charged the migrants without screening for indicators of trafficking. There were also reports that Russian authorities deported Nigerian and Kenyan sex trafficking victims in 2013 without any investigation into the crime, despite the victims' fear of retribution in their home countries. In several such cases involving foreign victims in one region of Russia, police chose to deport these individuals instead of prosecuting the traffickers.

The government did not publicly report any funding or programs for specific assistance to trafficking victims, and the government did not verify how many trafficking victims benefitted from funding or programs intended for other general purposes, such as witness protection, child protection, or government crisis centers, which were unlikely to accept victims who were not registered in the district in which the center is located. Foreign trafficking victims, the largest group of victims in Russia, were not entitled to access state-provided rehabilitative services. No ministry has publicly acknowledged responsibility for or agreed to use ministerial budgets to create and operate shelters for victims or create and sustain a national referral mechanism that would refer victims to assistance providers. In April 2013, the Russian Red Cross opened a foreign-funded eight-bed trafficking shelter in a space granted by the St. Petersburg municipal government. The shelter has cared for 19 victims since its opening, including victims from Europe, Central Asia, Africa, and Russia. Various organizations referred victims to the shelter, including elements of the Russian federal government.

Russian authorities reported that a December 2013 amendment to the law on state protection of victims, witnesses, and other participants in criminal proceedings expanded the rights of crime victims, including through damage compensation and notice to victims on the release of convicts. However, because the text of the law does not distinguish any specific category of victims, it is not clear whether it would benefit trafficking victims and there was no evidence that it has thus far been used to protect such victims. Although a law on temporary residency provided the opportunity for a person officially recognized as a victim of human trafficking to apply for an adjustment of pre-existing temporary residency permits, there were no reports that any trafficking victims received such a benefit and this law would not apply to any trafficking victims who were illegally present in Russia. There were otherwise no trafficking-specific formal legal alternatives to deportation for foreign victims.

PREVENTION

Russia's national government demonstrated limited efforts to prevent trafficking over the reporting period. During the reporting period, there were no efforts to develop public awareness of possible forced labor or sex trafficking. The government did fund three projects to prevent trafficking, including for the prevention of the use of forced labor of soldiers in the armed forces and for the development of a pilot prototype of the Russian National Monitoring Center for Missing Children and Child Victims. In June 2013, the prosecutor general's office posted an article on its website providing an overview of Russian trafficking cases and

international law on trafficking, including recommendations for increased activities to fight trafficking; the article advocated for prosecutorial oversight of the anti-trafficking fight in Russia.

The government did not have a body to monitor its anti-trafficking activities or make periodic assessments measuring its performance. In early December 2013, representatives of the prosecutor general's office announced they had submitted a national anti-trafficking action plan that included a request for authority to appoint an anti-trafficking rapporteur to the Russian Security Council for approval. At the close of the reporting period, neither the action plan nor the rapporteur were in place, and the Commonwealth of Independent States anti-trafficking plan remained the Government of Russia's sole anti-trafficking plan, but has not yet been implemented. The government took efforts to reduce the demand for commercial sex acts by newly criminalizing obtaining the sexual services of a minor aged 16 to 18 years old. The government did not report any specific measures to ensure that its military personnel, when deployed abroad as part of peacekeeping or other similar missions, did not engage in or facilitate human trafficking.

RWANDA (Tier 2 Watch List)

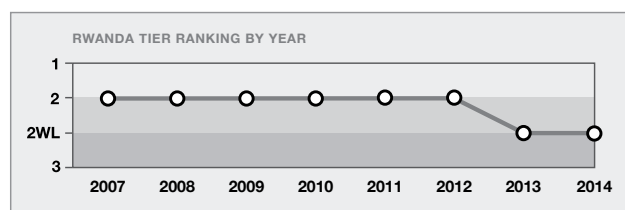
Rwanda is a source and, to a lesser extent, transit and destination country for women and children subjected to forced labor and sex trafficking. Rwandan girls and, to a lesser extent, boys are exploited in domestic servitude within the country, often through extended family networks; some of these children experience nonpayment of wages and physical or sexual abuse. Older females offer vulnerable younger girls room and board, and force them into prostitution to pay for their expenses. Brothel owners supply girls in prostitution to clients staying at hotels. Rwandan men, women and children are recruited and transported abroad, including to Kenya, Uganda, South Africa, the United Arab Emirates (UAE), Malaysia, China, the United States, and Europe where they are subjected to forced agricultural and industrial labor, domestic servitude, and prostitution.

Women and children from neighboring countries and Somalia are subjected to prostitution and forced labor in Rwanda. A limited number of foreign nationals transit Rwanda before being exploited in third countries; for example, in 2013, an unknown number of potential African victims transited Kigali airport *en route* to destinations in the Middle East. Kampala- and Nairobi-based labor recruiters and brokers recruited workers through fraudulent offers of employment or excessive fees; these recruiters coached potential victims on evading detection at Rwanda's land border crossings or hired smugglers to assist in illegal, unregulated crossings.

In 2013, the UN Group of Experts and Human Rights Watch (HRW) reported that Rwandan government officials provided support to the M23, an armed group operating in the eastern Democratic Republic of the Congo, which recruited children and men, at times fraudulently and by force. The government's material and logistical support to the M23 included weapons, ammunition, the provision of training by Rwandan Defense Forces (RDF) officers, and reinforcement by RDF soldiers during combat operations. The M23 recruited men and children in Rwanda in 2013, with some demobilized M23 soldiers reporting being initially conscripted by Rwandan Defense Force (RDF) soldiers. HRW indicated that Rwandan army officers also forcibly returned Rwandan deserters to the M23. The M23 were militarily

defeated in November 2013. The Rwandan government refrained from reinforcing the M23 during final combat operations against the group, and Rwandan support to and recruiting for the M23 ceased following the group's defeat.

The Government of Rwanda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government investigated 17 suspected traffickers and initiated prosecutions involving 11 defendants. It opened five additional centers that provide assistance to victims of gender-based violence, including screening for trafficking victimization. The government failed to convict any traffickers in 2013 and did not provide details on the number of victims identified and assisted during the year. The police continued to arrest and detain some trafficking victims in government transit centers, where officials sporadically screened for trafficking victimization and referred victims to subsequent care. Further, the government remained complicit in the commission of trafficking crimes through its provision of material and logistical support to the M23, an armed group in eastern DRC that—through its forced or fraudulent recruitment of children and men to serve in combat and support roles—directly engaged in trafficking. In addition, Rwandan officials reportedly actively recruited children for use by the M23 and forcibly returned those attempting to desert. The government denied re-entry into Rwanda to some demobilized M23 combatants of Rwandan nationality and did not provide assistance to repatriated M23 members as part of greater reintegration efforts carried out by the Rwanda Demobilization and Reintegration Commission (RDRC). Such efforts run counter to the government's years of unparalleled care for former adult and child combatants. While the government ceased its support of the M23 in November 2013, it has not acknowledged or taken action to address the trafficking crimes that took place beginning in early 2012. Due to these aforementioned failures and its support for the M23 during the reporting period, Rwanda did not demonstrate increased efforts to combat trafficking and is placed on Tier 2 Watch List for the second consecutive year.



RECOMMENDATIONS FOR RWANDA:

Investigate and prosecute those suspected of forcibly or fraudulently recruiting men and children in support of the M23 in Rwanda; enforce the trafficking-specific penal code amendments through increased investigations and prosecutions of trafficking offenses; draft and enact a national action plan; increase the number of labor inspectors and resources available to them to carry out their roles; use judicial police specifically trained on gender-based violence to supplement the work of the national police's anti-trafficking unit and government's labor inspectors; build capacity to screen for trafficking victims at child transit centers through increased collaboration between the police and the Ministry of Gender and Family Promotion (MIGEPROF) or NGOs; establish policies to provide foreign trafficking victims with relief from deportation; launch a national awareness campaign; and institute a unified system for collecting trafficking case data for use by all stakeholders.

PROSECUTION

The government maintained strong efforts to investigate and prosecute some trafficking crimes; however, it remained complicit in other trafficking crimes through its support to the M23 until November 2013. Rwanda's penal code, promulgated in June 2012, criminalizes trafficking in persons under a variety of articles, mostly contained in Chapter 8. This chapter, in combination with forced labor articles and other provisions of law, cover almost all forms of trafficking. However, the penal code narrowly defines trafficking as a crime requiring movement, which would appear to leave some forms of trafficking outside the scope of the law. For example, it is not clear whether the law criminalizes the recruitment of an individual for the purpose of forced labor in the absence of movement. Chapter 8 prescribes penalties of seven to 10 years' imprisonment or fines the equivalent of approximately \$7,900 to \$15,900 for internal trafficking, and up to 15 years' imprisonment for transnational trafficking, penalties which are sufficiently stringent and commensurate with those prescribed for other serious crimes. However, penalties for trafficking crimes in other portions of the penal code differ; Article 206 (inciting adults into prostitution) and Article 178 (forced labor) prescribe penalties that are insufficiently stringent and not commensurate with other serious crimes. Child trafficking convictions are subject to a minimum five-year prison term, while slavery convictions carry three to 12-year prison terms. The Law Relating to the Rights and Protection of the Child, enacted in 2012, outlaws child trafficking, prostitution, and slavery under Article 51; however, the law fails to include penalties alongside these prohibitions, limiting its utility.

In 2013, the Rwandan National Police (RNP) and National Public Prosecution Authority (NPPA) reported the investigation of 17 suspected offenders and initiated prosecution of 11 defendants, some of which were charged under Chapter 8. These cases involved the sex trafficking of Rwandan women and girls abroad, often by Rwandan or Ugandan recruiters. Unlike previous years, the government did not convict any traffickers in 2013. Rwandan law enforcement officials cooperated with other countries to investigate transnational trafficking offenses, facilitate the repatriation of trafficking victims, and disrupt trafficking operations. Police and immigration officials maintained strict border control measures to prevent transnational trafficking. For example, in 2013, the government opened an INTERPOL liaison office at Kigali international airport, where Rwandan officials intercepted Ugandan women transiting to Dubai—where they may be subjected to sex trafficking or transit *en route* to similar exploitation in Asia.

The NPPA expanded its gender-based violence unit, which handles trafficking cases, from two to 12 prosecutors. The gender desk at each of Rwanda's 75 police stations has at least one judicial police officer; all judicial police officers specializing in serious crimes have undergone training on identifying and assisting victims of trafficking, and investigating and prosecuting trafficking cases. The government reported that an unknown number of NPPA, RNP, Ministry of Public Service and Labor (MIFOTRA), and Ministry of Health staff received training on trafficking as part of standard training on gender-based violence. All newly hired immigration officers received training on the identification of trafficking victims. Government officials facilitated sessions as part of NGO-funded trainings that reached 60 judicial police and prosecutors in 2013. RNP officials reported the number of investigators remained inadequate to properly investigate the numerous reports of forced labor, sex trafficking, and sexual exploitation of child domestic workers.

The government did not report any investigations, prosecutions, or convictions of government employees complicit in trafficking or trafficking-related crimes, including those involved in the recruitment of child soldiers and border officials accepting bribes to allow irregular border crossings.

PROTECTION

In past years, the government was recognized for its unparalleled level of care for former child combatants; however, in 2013, victim protection efforts were undermined by support for the M23's at times forcible recruitment of child soldiers and denial of care to former M23 combatants. The government did not allow former M23 combatants—including both children and adults—to reintegrate through RDRC facilities. The UN Organization Stabilization Mission in the DRC (MONUSCO) also reported that in early 2014, the government denied some demobilized combatants their Rwandan citizenship and barred them from reentering Rwanda. The UN Group of Experts reported the repatriation of 78 Rwandan members of M23 in 2013, including 18 children. Thirty-eight former child combatants associated with other armed groups in the DRC received three months' care, including psycho-social counseling, at the government's center for child ex-combatants in Musanze. The RDRC worked with local authorities and an NGO to locate the children's families, and social workers sensitized families to their acceptance of the children's return.

The government did not provide detailed information on the number of victims identified and assisted in 2013. Police identified and referred an unknown number of sex and labor trafficking victims to a network of centers that provided assistance to victims of gender-based violence, including child domestic workers and children in prostitution. In 2013, the government opened five additional centers in district capitals, sometimes co-located with public hospitals, which provided medical exams, counseling, legal assistance, and short-term shelter. Social workers utilized a set of questions to identify potential cases of trafficking upon a person's arrival at these centers and, when working with victims, police used a standardized checklist, which required: securing medical, social, and counseling services; the presence of a victim's advocate during questioning; and referrals of victims to NGOs, religious entities, or community groups for further assistance. Judicial police officers encouraged victims to participate in the investigation and prosecution of trafficking crimes and interviewed victims at these centers rather than at police stations; these initial statements could stand as testimony if victims did not wish to appear in court. While the government took great care to protect victims during the trial process, officials acknowledged the frequent unwillingness of victims to cooperate with investigators and prosecutors, leading to the dismissal of an unspecified number of cases due to lack of evidence. The police headquarters in Kigali continued operating a hotline for reporting gender-based violence crimes; the number of trafficking-related calls received in 2013 was unknown. During 2013, the National Commission of Children deployed psychologists and social workers to three of Rwanda's 30 districts in order to identify and rehabilitate victims of child labor and gender-based violence, including trafficking.

The government allocated the equivalent of approximately \$400,000 to support 17 private or NGO-run child rehabilitation centers offering shelter, basic needs, and rehabilitative services to street children in 2013. It operated three transit centers for street children, including children in prostitution and street and market vendors, after their arrest by the RNP. MIGEPROF

screened some of the children and young adults detained in these centers and referred some to rehabilitation centers or their families; however, such screening was sporadic and inadequate. The RNP often discharged young people from the transit centers without proper screening for trafficking victimization. Police held some child victims of trafficking in detention at these transit centers for weeks or months as they sought placement with their families, an appropriate foster home, or an institution. The one government-run rehabilitation center for street children provided psychosocial support, education and vocational trainings, and reintegration services to 135 former street children in 2013. Due to inadequate screening of vulnerable groups, victims likely remained unidentified and faced time in prison or the Nyagatare Rehabilitation Center for unlawful acts committed as a direct result of being trafficked. RNP officials acknowledged that training in victim identification and investigation remained inadequate.

Although Rwandan law does not provide foreign trafficking victims with legal alternatives to their removal to a country where they may face hardship or retribution, in practice, the government exercised discretion on a case-by-case basis to provide such alternatives. An NGO reported that officials sheltered one Congolese victim in a transit center rather than deporting her. Rwandan officials worked with the Rwandan embassies to locate, recover, and repatriate Rwandan victims; in August 2013, officials assisted in the repatriation of an unknown number of Rwandan women from Uganda. The government continued to encounter difficulty working with Chinese authorities to repatriate approximately 100 Rwandan women exploited in various cities in China; similar frustrations were reported involving a lack of cooperation from authorities in the UAE.

PREVENTION

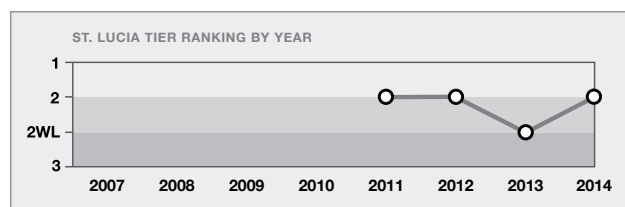
The government maintained anti-trafficking prevention efforts, but remained without a lead ministry or formal coordinating body to oversee its anti-trafficking efforts; the RNP and NPPA served as *de facto* coordinators of an interagency anti-trafficking working group that included the Directorate General of Immigration and Emigration, the National Institute of Statistics, and the Ministries of Internal Security, Local Government, Gender, Education, and Public Service and Labor. The government lacked a national action plan to guide government anti-trafficking efforts; nonetheless government ministries coordinated policies on gender-based violence and related trafficking issues, as part of its 2011-2016 National Gender-Based Violence Action Plan. The government continued a multi-stakeholder campaign against gender-based violence, including trafficking; as part of this campaign, billboards, radio and television programs, and school education campaigns included messages on sex trafficking. In 2013, women parliamentarians and an NGO partnered on an awareness-raising campaign to prevent employers and officials from coercing women to perform sexual acts in exchange for employment or services. The RNP and NPPA reported that law enforcement activities targeted labor recruiters, brokers, and international trafficking rings in 2013. In January 2014, the permanent secretary of MIGEPROF held a press conference to denounce the sending of Rwandan girls to third countries for commercial sexual exploitation and urged Rwandans to assist the government in identifying young women who might be susceptible to recruitment by trafficking rings. In 2013, MIFOTRA continued its review of draft amendments for the labor law to include new regulations on labor recruitment. MIFOTRA continued to train all labor inspectors twice per year

on how to identify and handle cases of child labor, including trafficking in persons. MIFOTRA's labor inspectors held monthly sensitization activities and quarterly trainings for employers and local authorities on child labor regulations. However, these 30 district labor inspectors were insufficient to fulfill their monitoring mandate, and the government did not provide them with adequate resources. MIFOTRA continued its public awareness campaigns on the worst forms of child labor, including trafficking, through radio shows, television announcements, and skits. Officials and international organizations acknowledged that child labor programming continued to overlook children in domestic servitude. Although it reported the arrest of men soliciting prostitution, the government did not take coordinated action to reduce the demand for commercial sex acts. The government trained Rwandan troops on gender sensitivity and sexual exploitation prior to their deployment to UN peacekeeping missions abroad.

ST. LUCIA (Tier 2)

St. Lucia is a source and destination country for persons subjected to forced prostitution and forced labor. Legal and illegal immigrants from Haiti, Jamaica, the Dominican Republic, Guyana, and South Asia, especially those working in domestic service, are the groups most vulnerable to human trafficking. There are indications that internal prostitution of St. Lucian children occurs; third-party prostitution of children under 18 is a form of human trafficking. Foreign women in prostitution are also vulnerable to sex trafficking. According to the police and NGOs, pimps, strip club operators, and brothel owners are the most likely sex trafficking perpetrators in the country. St. Lucian citizens are subjected to forced prostitution in other countries.

The Government of St. Lucia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated significant progress in the identification and referral of potential trafficking victims during the reporting period. It increased its anti-trafficking law enforcement efforts by launching two anti-trafficking investigations. It did not prosecute any trafficking offenders, including any government employees complicit in human trafficking. In addition, the government made few discernible efforts to prevent human trafficking during the reporting period.



RECOMMENDATIONS FOR ST. LUCIA:

Continue to identify and provide assistance to trafficking victims, including prostituted children under 18; vigorously prosecute, convict, and punish perpetrators of forced labor and sex trafficking, including officials complicit in human trafficking; provide and encourage the use of standard operating procedures to guide police, immigration, labor, child protection, and social welfare officials in the proactive identification of trafficking victims and their referral to appropriate services; and provide police and other law enforcement officials with

standard operating procedures on a victim-centered approach to the investigation of suspected trafficking cases.

PROSECUTION

The Government of St. Lucia made progress in addressing human trafficking through law enforcement means during the reporting period. The government prohibits all forms of trafficking through the 2010 Counter-Trafficking Act, which prescribes punishments of five to 10 years' imprisonment with fines. These penalties are sufficiently stringent and commensurate with other serious crimes, such as rape. The government initiated two sex trafficking investigations during the reporting period; this represents an improvement from the previous year when it did not conduct any trafficking investigations. The government did not report any prosecutions of trafficking offenses or convictions of trafficking offenders or public officials complicit in human trafficking in 2013, 2012, or 2011. Security for sex trade establishments was reportedly sometimes provided by off-duty police officers, an arrangement that risks inhibiting law enforcement's willingness to investigate allegations of human trafficking in the sex trade. There were no standard operating procedures in place to guide law enforcement authorities in how to handle trafficking cases. The government provided in-kind support to an IOM-led training workshop related to human trafficking for 32 participants from 20 government ministries and NGOs. The Ministry of National Security reported training 130 police officers in six trafficking awareness sessions from September 2013 through March 2014. The training included trafficking sensitization, an overview of St. Lucian trafficking laws, and coordination with outside organizations to address trafficking.

PROTECTION

The government demonstrated important progress to identify and protect victims of human trafficking during the reporting period. In March 2014, the government identified four potential trafficking victims; this is an increase from no potential victims identified the previous year. The government partnered with IOM to ensure proper care and assistance for the victims and provide appropriate temporary shelter. The government reported running a system of informal shelters in which victims, including male children, could seek assistance. A government-funded NGO ran a shelter for girls, but it was not known if the facility assisted any trafficking victims. The government did not have formal procedures to guide law enforcement, health, and other officials in how to identify trafficking victims and refer them to available protection and assistance services. Strong victim protection provisions in the 2010 Counter-Trafficking Act were intended to encourage victims to participate in the investigation and prosecution of trafficking offenders. The act provides that the alleged consent of a victim to the exploitation, as well as the past sexual behavior of a victim, is irrelevant to status as a victim. The act also protects trafficking victims from prosecution for crimes committed as a direct result of their being trafficked and protects foreign victims from deportation. The government did not report using any of these protections during the reporting period.

PREVENTION

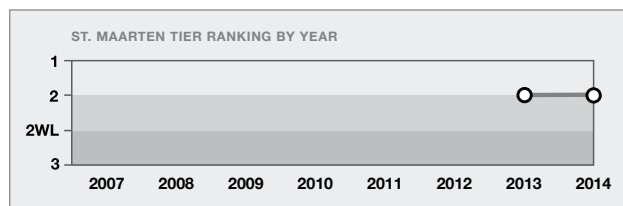
The government made no discernible efforts to prevent human trafficking during the reporting period. There was no national campaign to raise awareness about forced labor and sex trafficking. An interagency taskforce drafted a human trafficking national action plan, which was undergoing review before

being presented to the Cabinet of Ministers. The government did not have a campaign to reduce the demand for commercial sex acts or forced labor. The government has not identified a problem with child sex tourism in St. Lucia. In July 2013, St. Lucia became a party to the 2000 UN TIP Protocol.

ST. MAARTEN (Tier 2)*

St. Maarten is a source, transit, and destination for women, children, and men subjected to sex trafficking and forced labor. There are indications that some foreign migrant women in St. Maarten's sex trade are subjected to debt bondage. Women and girls from Colombia, the Dominican Republic, Jamaica, and other countries in the region are the most vulnerable to sex trafficking. Other nationalities that are vulnerable to sex trafficking include women from Russia and Eastern Europe. Foreign women working in the regulated brothels and strip clubs on St. Maarten are typically granted short-term, temporary residence permits, usually valid for three to six months, after which they are required to leave the country. Strip club dancers and women in prostitution in St. Maarten are dependent upon strip club and brothel managers to obtain their work permits, increasing their risks of sex trafficking in these establishments. Reports indicate a significant number of an estimated 15,000 illegal migrant workers in the country are highly vulnerable to forced domestic service and forced labor in construction, Chinese supermarkets, retail shops, security, landscaping, and housekeeping. St. Maarten authorities report that workers from India, China, Haiti, Jamaica, and other Caribbean islands are subjected to exploitive conditions involving indicators of forced labor in the country. A 2013 UN Report on St. Maarten cited a UN Committee recommendation to update data on the number of children involved in sexual exploitation, including trafficking, and on the number of children provided access to recovery and reintegration services.

The Government of St. Maarten does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government established a national reporting bureau on human trafficking, conducted an awareness campaign, and launched an anti-trafficking hotline in 2013. While the government initiated new trafficking investigations, it did not hold any trafficking offenders accountable during the year. Officials in St. Maarten did not proactively identify trafficking victims nor refer any potential victims for care. The government's lack of victim identification in St. Maarten—despite a very large vulnerable population of illegal migrants and foreign women in prostitution, including women employed by licensed brothels—significantly hampered the government's anti-trafficking efforts.



RECOMMENDATIONS FOR ST. MAARTEN:

Identify and assist potential trafficking victims by implementing formalized, proactive victim protection measures to guide officials, including health workers, on how to identify and assist victims of forced labor and sex trafficking in the regulated and unregulated sex trade; implement procedures to transport potential trafficking victims to a safe location for victim identification interviews, as victims often first appear as immigration violators and are reluctant to disclose details of their exploitation; proactively implement the anti-trafficking law by vigorously prosecuting, convicting, and sentencing trafficking offenders, including officials complicit in human trafficking; include a trained Spanish-speaking victim advocate in routine health inspections at legal brothels to ensure the rights of women in these legal brothels are protected; conduct outreach with all incoming migrants, including domestic workers and foreign women on temporary entertainment visas, to ensure they are informed of their rights, the new anti-trafficking hotline, and ways to seek help; continue to consult with the Government of the Netherlands on how it proactively identifies trafficking victims; consider establishing a stand-alone position for the national trafficking coordinator to ensure anti-trafficking responses are separate from immigration enforcement; and continue to educate the general public, public officials, and victims about trafficking in St. Maarten and its distinctions from human smuggling.

PROSECUTION

The government sustained anti-trafficking law enforcement efforts. St. Maarten's June 2012 penal code prohibits all forms of trafficking in persons through articles 2:239-245 and prescribes penalties ranging from four to 24 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other serious crimes, such as rape. The government initiated two sex trafficking investigations against suspected traffickers in 2013, the same number of investigations as in the previous year. It did not launch any new prosecutions or convict any trafficking defendants in 2013; in the previous year, a defendant was convicted for sex trafficking at a regulated brothel. According to media reports, officials granted the establishment a new operating permit despite a request by the prosecutor's office to close down this brothel. Immigration authorities reported that the standard law enforcement response for women who escape government-licensed brothels continued to be deportation, rather than investigating the circumstances driving their escape. The government did not report any new investigations or prosecutions of government employees, including among high-level officials with alleged financial ties to brothels in the country, for alleged complicity in trafficking-related offenses.

PROTECTION

The Government of St. Maarten demonstrated uneven progress in the protection of trafficking victims in 2013. During the year, its newly established National Reporting Bureau on human smuggling and human trafficking received reports of at least seven potential labor trafficking victims, but it did not refer these potential victims to care or assistance. The government has not formally identified any trafficking victims since 2011. During the year, it improved its capacity to identify trafficking victims by

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

distributing an NGO-developed checklist of trafficking indicators for immigration officials and other stakeholders. However, the government has yet to employ formal standard operating procedures to identify potential sex trafficking and forced labor victims and how to refer them to care. The government established an inter-disciplinary team, chaired by the director of immigration, to conduct inspections in government-licensed brothels during the year. Although the government reported conducting two immigration-related enforcement checks for safety code violations in all regulated brothels in 2013, it was unclear to what extent these inspections involved explicit screening for trafficking indicators. The government did not identify or refer to victim services any potential sex trafficking victims identified in government-licensed brothels in 2013. Furthermore, it was unclear whether weekly-required health checks of these highly vulnerable women also included a systematic assessment for indications of trafficking.

The government did not provide any funding to NGOs responsible for trafficking victim care in 2013. The government reported that foreign trafficking victims could be granted temporary residency permits; it did not issue any such permits during the year. It did not report that it had a formal policy to protect identified victims from being punished for crimes committed as a direct result of being trafficked. The lack of standard operating procedures for victim identification for front-line responders hindered the government's ability to identify trafficking victims and likely resulted in victims' inadvertent arrest and deportation.

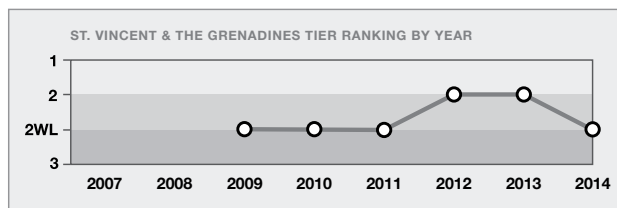
PREVENTION

The government demonstrated notable progress in its anti-trafficking prevention efforts during the year. In September 2013, it established a National Reporting Bureau, with a staff of four, as the lead agency on human smuggling and trafficking. This Bureau launched an anti-trafficking hotline and awareness campaign in October of 2013 to inform potential victims and the public about forced labor and sex trafficking. The awareness campaign included a list of common trafficking indicators that was disseminated to media outlets and posted on a government website. The campaign also included public service announcements, brochures, flyers, and posters disseminated in local businesses and other official and public venues. Observers reported that the government continues to conflate human trafficking with human smuggling as part of its anti-trafficking response. In August 2013, the government adopted a national action plan on trafficking; the plan incorporated elements of the government's anti-trafficking memorandum of understanding with the Government of the Netherlands and contained key recommendations on victim protection from the anti-trafficking community. The government gave the Director of Immigration and Border Control the role of national anti-trafficking coordinator; the director also chairs the National Reporting Bureau. As part of the larger awareness campaign, the national coordinator conducted outreach with immigrant communities vulnerable to labor trafficking in 2013, providing them with information on how to report potential victims and trafficking crimes. The government reported that foreign women employed in the adult entertainment industry received anti-trafficking brochures and information on the new government hotline. The government did not launch any campaigns explicitly targeted at reducing the demand for forced labor or discouraging potential clients from engaging in the sex trade in St. Maarten. The government has not identified incidents of foreign child sex tourism in St. Maarten.

ST. VINCENT AND THE GRENADINES (Tier 2 Watch List)

St. Vincent and the Grenadines is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. NGOs and local government officials report that some adults pressure children under the age of 18 to provide sex acts to men in exchange for money or gifts; third-party prostitution of children under 18 is a form of human trafficking. Local officials and NGOs have also raised concerns regarding foreign women engaged in prostitution or foreign workers subjected to forced labor in or transiting through the country; foreign workers employed by small, foreign-owned companies have been identified as particularly vulnerable to trafficking. Men, women, and children remain vulnerable to forced labor in the country, primarily in the agriculture sector.

The Government of St. Vincent and the Grenadines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government conducted three trafficking investigations during the year and increased its anti-trafficking awareness efforts in schools. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts compared to the previous reporting period; therefore, St. Vincent and the Grenadines is placed on Tier 2 Watch List. It did not prosecute or convict any trafficking offenders. The government neither demonstrated proactive victim identification efforts nor identified or referred any trafficking victims for care. This is a decline from the previous year when it identified five potential trafficking victims.



RECOMMENDATIONS FOR ST. VINCENT AND THE GRENADINES:

Proactively identify and refer any suspected victims of trafficking to appropriate care and services; promote a victim-centered approach to victim identification by involving NGOs or other victim advocate officials in the identification process; develop and disseminate a government-wide referral process for various types of suspected trafficking victims (child, adult, male, female, national, non-national); prosecute and convict human trafficking offenders; take additional steps to ensure potential trafficking victims are taken to a safe location while conducting victim identification interviews, as victims often first appear as immigration or prostitution-related violators and are reluctant to disclose details of their exploitation; and identify a social worker or NGO who can coordinate assistance, serve as the victim's advocate, and liaise with law enforcement.

PROSECUTION

The Government of St. Vincent and the Grenadines demonstrated minimal law enforcement efforts against human trafficking. The Prevention of Trafficking in Persons Bill of 2011 prohibits forced prostitution and forced labor, including bonded labor, and prescribes punishments of up to 20 years' imprisonment

with fines. These penalties are sufficiently stringent and commensurate with penalties for other serious crimes, such as rape. The government did not report it prosecuted or convicted any trafficking offenders in 2013. During the reporting period, the special police unit focusing on human trafficking, sexual offenses, and domestic violence initiated three human trafficking investigations, compared with four investigations in 2012. It did not initiate any prosecutions of trafficking offenders in 2013. The government did not report any convictions of trafficking offenders or government employees complicit in human trafficking offenses in 2013, 2012, or 2011. During the reporting period, the government's ministerial-level national taskforce conducted training on victim identification for all new police officers and incorporated a trafficking section into its officer's training manual. The government provided in-kind assistance to IOM-led anti-trafficking training for officials and local NGOs.

PROTECTION

The government did not demonstrate progress in victim identification or the provision of protective services during the reporting period. It did not identify or refer any potential trafficking victims for care in 2013. This represents a decline from the previous reporting period when it proactively identified five potential victims.

During the reporting period, the government officially implemented the use of screening forms developed the previous year to guide officials in identifying trafficking victims. However, it has not yet completed guidelines on the referral of victims to appropriate shelter and services initiated in 2012. In addition, the government did not fund any trafficking-specific assistance programs, though it continued to fund a short-term domestic violence shelter that could also accommodate adult women, men, and child trafficking victims. As the government did not identify any trafficking victims in 2013, no trafficking victims assisted law enforcement during the reporting period.

The government's anti-trafficking law contains incentives to encourage victims' assistance in the investigation and prosecution of human trafficking offenders, including temporary and permanent residency permits. The anti-trafficking law thus provides alternatives to the removal of foreign victims to countries where they would face hardship or retribution, though during the reporting period, no foreign victims received such immigration relief. The trafficking law also protects victims from punishment for crimes committed as a direct result of being trafficked, and there were no reports that victims were inappropriately punished during the reporting period.

PREVENTION

The government made limited progress in preventing human trafficking during the reporting period. While working level officials continued to acknowledge a trafficking problem in the country, public comments by high-level officials that the problem does not exist diminished the impact of trafficking awareness campaigns. The police continued to operate a hotline for reporting human trafficking cases; the police reported that the hotline received several calls during the year. The police increased their trafficking sensitization efforts in schools by training 8,584 students and 571 teachers, a significant increase from outreach efforts the previous year. The police also provided trafficking awareness training to staff from the Ministry of Agriculture, the Ministry of Education, and other governmental entities on

how to identify and assist victims. The prime minister chaired a ministerial-level national anti-trafficking taskforce. During the year, the taskforce submitted a National Action Plan covering 2013-2015 to Parliament for approval; however, Parliament has yet to vote on the plan, and it lacks an allocated budget or other resources for its implementation. While the taskforce took some initial steps to develop a working level coordination group, it has yet to form this group. The government has not recognized the problem of foreign child sex tourists in St. Vincent and the Grenadines. It reported no efforts to reduce the demand for commercial sex acts or forced labor.

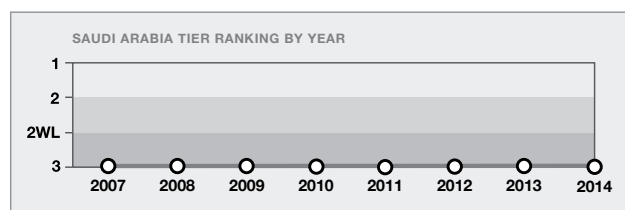
SAUDI ARABIA (Tier 3)

Saudi Arabia is a destination country for men and women subjected to forced labor and, to a lesser extent, forced prostitution. Men and women from countries in South Central Asia, the Middle East, and Africa, such as Bangladesh, India, Sri Lanka, Nepal, Pakistan, the Philippines, Indonesia, Sudan, Ethiopia, Kenya, Burma, and Yemen, as well as many other countries voluntarily travel to Saudi Arabia as domestic workers or low-skilled laborers; many subsequently face involuntary servitude, experiencing nonpayment of wages, withholding of passports, confinement to the workplace, long working hours without rest, deprivation of food, threats, physical and sexual abuse, and restrictions on movement. Sending-country embassies and consulates indicate that non-payment of wages is the most widespread complaint from foreign workers in Saudi Arabia. The foreign worker population is the most vulnerable to trafficking in Saudi Arabia, particularly female domestic workers, due to their isolation inside private residences. The International Labor Organization (ILO) estimates that Saudi Arabia is one of the largest employers of domestic workers in the world; this sector has the highest average working hours in Saudi Arabia. Although many migrant workers sign contracts delineating their rights, some report work conditions that are substantially different from those described in the contract. Other migrant workers never see a contract at all, leaving them especially vulnerable to forced labor, including debt bondage. Some migrant workers voluntarily enter into illegal arrangements and pay a Saudi national to sponsor their residency permit while they seek freelance work, thus becoming vulnerable to possible extortion by their sponsors. Due to Saudi Arabia's requirement that foreign workers receive permission from their employers to obtain an exit visa before they are legally able to leave the country, some migrant workers report that they are forced to work for months or years beyond their contract term because their employers will not grant them an exit permit; the government extended an amnesty from this provision to migrant workers between April and November 2013.

Some women, primarily from Asia and Africa, are believed to be forced into prostitution in Saudi Arabia. Some female domestic workers are reportedly kidnapped and forced into prostitution after running away from abusive employers. Children from Yemen, Nigeria, Pakistan, Afghanistan, Chad, and Sudan are subjected to forced labor as beggars and street vendors in Saudi Arabia, facilitated by criminal gangs. A Saudi government study conducted in 2011 reported that most beggars in Saudi Arabia are Yemenis between the ages of 16 and 25. Migrants from Yemen and the Horn of Africa enter Saudi Arabia illegally via the border with Yemen; some of them may be trafficking victims. Some Saudi nationals engaged in sex tourism during the reporting period in various countries worldwide. The Saudi government

did not report efforts to address child sex tourism by Saudi nationals abroad through any law enforcement efforts. Some Saudi men used legally-contracted “temporary marriages” as a means by which to sexually exploit young girls and women overseas in countries such as Egypt, India, Jordan, Mauritania, Yemen, and Indonesia.

The Government of Saudi Arabia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government did not report prosecuting or convicting any trafficking offenders. Though the government identified and referred some victims to protection services, authorities identified fewer victims than in the previous reporting period. The government did not make systematic efforts to proactively identify trafficking victims among foreign migrants, runaway domestic workers, and vulnerable children. Some Saudi police and officials continued to arrest, detain, and sometimes charge runaway and illegal migrant workers who may be unidentified trafficking victims, while some police referred others to government-run camps for individuals being deported. During the government’s amnesty period and migrant round-ups, the government did not have a systematic process in place to identify victims of trafficking among the thousands of foreign migrants who were arrested, detained, and deported; however, it reportedly investigated some potential trafficking cases at detention and deportation centers. Moreover, some migrants—some of whom may be victims of trafficking—reported abuses at the hands of government authorities during the detention and deportation process. The sponsorship system, including the exit visa requirement, continued to restrict the freedom of movement of migrant workers and to hamper the ability of victims of trafficking to pursue legal cases against their employers. Though the government adopted new laws in 2013 that provide some protections for domestic workers, including establishing working hours and requiring direct wage payments into bank accounts, the new laws also provided that domestic workers cannot refuse to work if it is in their contract; this may increase domestic workers’ vulnerability to forced labor. Employers continued to regularly withhold workers’ passports without punishment as a means of keeping workers in forced labor, despite this practice being prohibited by law.



RECOMMENDATIONS FOR SAUDI ARABIA:

Significantly increase efforts to prosecute, punish, and stringently sentence trafficking offenders, including abusive employers and those culpable of sex trafficking, under the 2009 anti-trafficking law; significantly improve efforts to ensure that victims of trafficking are not punished for acts committed as a direct result of being subjected to human trafficking, such as running away from abusive employers, immigration violations, or engaging in prostitution; institute a formal victim identification mechanism to identify trafficking victims among the thousands of workers deported each year for immigration violations and other crimes; improve victim protection at government-run centers by ensuring autonomy and freedom of movement, providing on-site interpreters, and respecting residents’ right to privacy; expand full labor protections to domestic workers; ensure that

all victims of trafficking can seek assistance and protection services; reform the sponsorship system and enforce existing laws to discourage employers from withholding workers’ passports and restricting workers’ movements, including the denial of exit visas, as a means of preventing trafficking abuses; ensure trafficking victims are able to pursue criminal cases against their employers in practice; and continue to train government officials on identifying cases of forced labor and sex trafficking, and expand anti-trafficking public awareness campaigns.

PROSECUTION

The government’s law enforcement efforts against human trafficking declined. The 2009 Suppression of the Trafficking in Persons Act, promulgated by Royal Decree number M/40, defines and prohibits all forms of human trafficking, prescribing punishments of up to 15 years’ imprisonment and fines of up to the equivalent of approximately \$266,700 for violations. Penalties may be increased under certain circumstances, including trafficking committed by an organized criminal group or committed against a woman, child, or person with disabilities, or if trafficking is committed by a law enforcement officer. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes. Since the law covers offenses that are broader than human trafficking, such as prostitution, the government would have to disaggregate law enforcement activity to determine which prosecutions and convictions are for trafficking. Although the anti-trafficking law does not address the withholding of passports and exit visas as means of obtaining or maintaining a person’s forced labor or service, the Council of Ministers’ Decision 166 of 2000 prohibits the practice of withholding workers’ passports as a separate, lesser offense. The government did not report efforts to enforce this decision, though reports indicate that the practice of withholding passports continued to be widespread. However, in late 2013, local media reported that dozens of Saudis were arrested for improper sponsorship under the new labor laws. Several of these reported arrests were made after November 2013 and involved travel agencies accused of sponsoring religious pilgrims with the intent to funnel them into the private sector for exploitative work; some of these pilgrims may have been subjected to human trafficking. The government reported difficulties in tracking and collecting law enforcement data in a timely manner due to slow bureaucratic processes, thus it did not provide law enforcement data for this reporting period. The government investigated an unspecified number of allegations of abusive employers of domestic workers in private homes and complaints of withholding workers’ passports. The government relied on foreign workers to make complaints of abuse, though many workers had minimal ability to communicate such complaints to authorities. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking. In January 2014, the Ministry of Labor (MOL) conducted a workshop for government officials on the implementation of new labor laws and how these laws will assist the government in combating human trafficking.

PROTECTION

The government did not demonstrate overall progress in victim protection; it exhibited diminishing efforts in reporting on its efforts to identify and protect trafficking victims among vulnerable populations. Government officials continued to arrest, detain, deport, and sometimes prosecute victims of trafficking for unlawful acts committed as a direct result of being trafficked, particularly domestic workers who ran away

from abusive employers and illegal foreign workers. The Saudi government acknowledged that victims of trafficking might be among those detained. Women arrested for prostitution offenses—some of whom may be unidentified victims of trafficking—faced prosecution and, if convicted, imprisonment or corporal punishment; however, in practice, non-Saudi offenders were either deported or held in detention before being deported. The government authorized an amnesty period from April to November 2013, allowing several million migrant workers to correct their residency and work status or leave the country without penalty; migrants who were unable to obtain their sponsors' permission were granted an "exit visa" in order to leave the country legally during that period. After the amnesty, authorities initiated extensive round-ups of migrant workers, including some night raids on homes, arresting, detaining, and deporting workers. As of November 2013, the government deported nearly 400,000 foreign migrants from the country. An international organization identified some trafficking victims among the Ethiopians deported, while several hundred continued to be detained pending resolution of financial disputes with their sponsors or correction of their residency status. Authorities made limited attempts to screen for and identify trafficking victims among this vulnerable population during the amnesty and deportation periods. An international organization and NGO in Ethiopia identified and assisted 87 Ethiopian trafficking victims who were deported from Saudi Arabia during this timeframe. Furthermore, migrant workers, international organizations, foreign embassies, and the media reported lengthy detentions for some of the migrant workers, poor quality of detention facilities, and some instances of abuse of migrants, such as physical beating, during the detention and deportation process; some workers were reportedly exploited by unscrupulous employers and that officials within the Saudi Passport Directorate accepted bribes to more quickly issue some migrant workers' passports and residency permits than others. Some labor-sending countries reported that a small fraction of the migrant workers who arrived in the Kingdom illegally were unable to take advantage of the amnesty to legalize their work status, thus they remained highly vulnerable to trafficking.

While victim identification screening was not incorporated into the tens of thousands of deportations, the anti-trafficking secretariat distributed victim identification criteria, established by the UNODC, to the Ministry of Social Affairs and law enforcement officials and trained officials how to use the victim identification criteria. However, the government did not implement procedures to systematically identify victims of trafficking among vulnerable populations, such as foreign migrants, domestic workers, and women in prostitution. As a result, some victims of trafficking who overstayed their visas, fled their employers, or otherwise violated the legal terms of their visas were sometimes jailed without being identified as victims. In smaller cities in Saudi Arabia with poor access to such facilities, victims of trafficking were kept in jails until their cases were resolved. Some Saudi employers refused to permit foreign workers exit visas to leave the country, which resulted in workers working beyond their contract terms and against their will or languishing in detention centers for long periods of time.

However, the amnesty period also provided other workers the opportunity to escape abusive or unscrupulous employers. Some employers filed false counter claims against foreign workers for theft in retaliation for workers' claims of abuse. The government identified 35 victims of trafficking in 2012—the most recent statistics available—which was a decrease from the 51 victims identified in the previous reporting period. Sixteen of the 35

victims were under the age of 18; seven of these children were victims of sex trafficking. The government reported that it referred some of these victims to shelters and facilitated the return of others to their country of origin, in coordination with the Ministries of Social Affairs, Interior, and Health to provide various services to victims.

In the absence of adequate protection services, many victims of trafficking continued to seek refuge at their embassies. Source-country diplomatic missions reported handling thousands of complaints of unpaid wages, physical or sexual abuse, and poor working conditions experienced by their citizens in Saudi Arabia each year; most of these complaints were for unpaid wages. There were no specialized shelters for victims of sex trafficking or male trafficking victims. The government continued to operate shelters for child beggars in various cities in the country, as well as a welfare center for female runaway domestic workers in Riyadh. These facilities reportedly provided accommodation and social, psychological, and health services to victims of trafficking during investigations or court proceedings. The welfare center's staff made no systematic efforts to identify trafficking victims among residents seeking assistance at the center. The movements of women in the center were restricted, as was their communication with family and consular contacts. In addition, women may not have been given access to on-site interpreters and may have been subjected to male staff walking into their living quarters with no acknowledgement that this may be a violation of the women's privacy. Some government officials did not view runaway domestic workers as potential victims of trafficking.

In July 2013, the Council of Ministers issued Decision No. 310 governing the work relationship between employers and domestic workers, which included the creation of a dispute mechanism for the settlement and adjudication of financial claims and imposed financial penalties and suspension of expatriate recruitment rights on employers violating the law. In August 2013, the Council of Ministers issued a decision that criminalized domestic violence and abuse, including abuse directed against domestic workers. Both of these laws outlined plans for providing emergency support, temporary shelter, and legal recourse to domestic workers whose employers abused them or violated the terms of their contracts. Though the domestic worker law sets maximum working hours and requires direct payment of wages into bank accounts, it also provides that domestic workers cannot refuse work if it is in their contract, which increased domestic workers' vulnerability to forced labor. Few migrants successfully pursued criminal cases against abusive employers due to lengthy delays in the immigration and justice system. Trafficking victims were reportedly given the option to remain in the country—either in protective custody or working for a new employer—during judicial proceedings, or they could request an immediate exit visa; these benefits were not linked to the successful outcome of a prosecution of their trafficker. The anti-trafficking secretariat worked with the Ministry of Interior to extend the residency permits of such victims of trafficking on a case-by-case basis. It is unclear if victims received these benefits or if the government encouraged victims to assist in the investigation and prosecution of trafficking offenders.

PREVENTION

The government made some progress in preventing human trafficking, but systemic problems resulting from regulations of the sponsorship system persisted. The anti-trafficking secretariat was the main body responsible for coordinating the government's

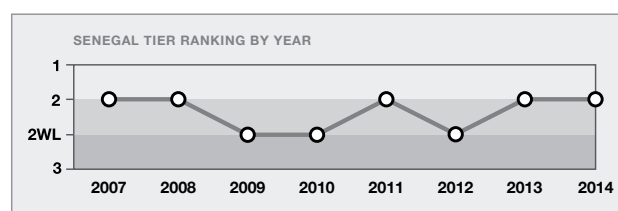
anti-trafficking efforts and includes representatives from various ministries; the Bureau for Investigation and Prosecution joined the committee in this reporting period. The anti-trafficking secretariat continued to give media interviews in Arabic-language press acknowledging trafficking, particularly forced labor. In 2013, the secretariat also began preparing a biannual report about the situation of trafficking in the country, which would focus on raising awareness within the government about trafficking. As mandated in the anti-trafficking law, the government updated a national anti-trafficking action plan, which aims to monitor trafficking in the country, provide protection to victims, prevent trafficking, and develop inter-ministerial coordination to combat trafficking. In December 2013, the MOL announced that labor recruiters and brokers that fraudulently hire foreign workers would be prosecuted under the anti-trafficking law. During the government's post-amnesty period in late 2013, local media reported that eight Saudi nationals were detained for illegally bringing workers into the country for work; however, the details of these cases were unclear. The government continued to implement regulations mandating the formation of new unified recruitment companies. In 2013, the government began requiring that companies with more than 1,000 employees and individual employers pay all foreign migrant workers through bank transfers, thereby allowing independent verification of timely and complete wage payments; migrant workers were also issued bank accounts and ATM cards. In March 2014, the government established a new online portal which provides domestic workers and employers information about their legal rights, as well as a helpline for information about the new labor laws and resources for labor dispute courts and domestic abuse support services. To increase workers' awareness of their rights, the MOL continued to produce a guidebook distributed to all migrant workers entering the country in Arabic, English, and some source country languages; these guidebooks also contained a telephone number for workers to report abuse. Additionally, Saudi police maintained a 24-hour emergency anti-trafficking hotline with operators who spoke Arabic and English, though it was unclear how many victims were identified through this hotline. The government took actions to reduce the demand for commercial sex acts and forced labor. The government did not report efforts to address child sex tourism by Saudi nationals abroad through any law enforcement efforts. Saudi law does not have extraterritorial coverage to prosecute Saudi nationals who commit sex tourism crimes outside of Saudi Arabia.

SENEGAL (Tier 2)

Senegal is a source, transit, and destination country for children and women who are subjected to forced labor and sex trafficking. Children, most of whom are *talibes*—students attending *daaras* (Koranic schools) run by teachers known as *marabouts*—are forced to beg throughout Senegal. In Dakar alone, approximately 30,200 *talibes* beg in the streets. Senegalese boys and girls are also subjected to domestic servitude, forced labor in gold mines, and exploitation in the sex trade. Internal trafficking is more prevalent than transnational trafficking, although boys from The Gambia, Mali, Guinea-Bissau, and Guinea have been identified in forced begging and forced labor in artisanal gold mines and agriculture in Senegal. Senegalese women and girls are transported to neighboring countries, Europe, and the Middle East for domestic servitude. NGO observers believe most women and girls exploited in prostitution remain in Senegal. Senegalese women and girls were increasingly exploited in prostitution in the southeast gold-mining region of Kedougou, in addition to

women and girls from Nigeria, Cote d'Ivoire, and Mali. Women and girls from other West African countries, particularly Liberia, Ghana, Guinea, Guinea-Bissau, Sierra Leone, and Nigeria, are subjected to domestic servitude and commercial sexual exploitation in Senegal, including for sex tourism. Cambodian fishermen have been identified as trafficking victims aboard fishing vessels in Senegal's territorial waters.

The Government of Senegal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increased law enforcement efforts, reporting three investigations, two prosecutions, and one conviction; the government reported no law enforcement efforts in the previous reporting period. The government also maintained modest protection efforts by identifying and providing services to child victims of trafficking, providing increased funding to the National Taskforce against Trafficking Especially of Women and Children, and conducting two awareness campaigns for media and the general public. Despite these efforts, the government did not identify or provide services to any adult victims, did not take law enforcement efforts against unscrupulous *marabouts* engaged in forced begging, and did not adequately regulate the informal sectors of the economy, such as mining or agriculture, to ensure the prevention of forced labor.



RECOMMENDATIONS FOR SENEGAL:

Vigorously investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; improve efforts to collect law enforcement data on trafficking offenses, including cases prosecuted under separate statutes in the penal code; provide anti-trafficking training to law enforcement, labor, and social welfare officials on how to adequately identify victims, investigate cases, and refer victims to appropriate services; develop standardized procedures for referring trafficking victims to NGO care services and socialize these mechanisms among government officials and the NGO community; provide appropriate funding to expand government-funded shelters or partner with international organizations or NGOs to establish wider sheltering options for trafficking victims; expand labor inspections and labor trafficking investigations in the informal sector of the economy; and increase efforts to raise public awareness about trafficking, including the trafficking of adults.

PROSECUTION

The Government of Senegal demonstrated slightly increased anti-trafficking law enforcement efforts. Senegal's 2005 Law to Combat Trafficking in Persons and Related Practices and to Protect Victims prohibits all forms of trafficking and prescribes penalties of five to 10 years' imprisonment for violations, which are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government did not maintain or publish comprehensive statistics relating to human trafficking law enforcement efforts for the second consecutive year. However, the government reported two prosecutions and one conviction, both involving the prostitution of girls in the

gold mining region of Kedougou. In one case, a trafficker was convicted and sentenced to two years' imprisonment, a fine of the equivalent of approximately \$10,500 to be paid to the government, and a fine of the equivalent of approximately \$3,000 to be paid to the victim. The second prosecution was pending at the close of the reporting period. Additionally, in March 2013, Senegalese police intercepted a truck from Guinea that was transporting 20 children to work in gold mines in Saraya, some of whom authorities believed were potential trafficking victims; one alleged trafficker was initially arrested, but eventually sent back to Guinea through coordination with Guinean law enforcement. Despite the increasingly prevalent issue of forced begging by unscrupulous Koranic school teachers, the government failed to take any law enforcement actions against this form of trafficking during the reporting period.

In June 2013, the National Taskforce Against Trafficking Especially of Women and Children (national taskforce), the government's designated coordinating body for anti-trafficking efforts, co-hosted a three-day training session funded by international organizations for 30 police officers and border protection agents responsible for enforcing the 2005 anti-trafficking law. Many law enforcement and judicial personnel remained unaware of the anti-trafficking law's existence and may have used other statutes to investigate and prosecute trafficking cases; this lack of awareness continued to hinder efforts to collect data on human trafficking law enforcement efforts. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Senegal maintained modest efforts to identify child trafficking victims and provide them with protective services. The government identified and offered services to at least 155 child trafficking victims, including 73 children from Guinea-Bissau; the majority of these children were victims of forced begging. This signifies an increase from the 110 child trafficking victims reported during the last reporting period. The Guinddy Center, the only government-run shelter in Senegal, provided protective services to all 155 victims; the government provided the equivalent of approximately \$73,000 to the center in 2013 to provide child victims with shelter, food, medical and psychological care, family mediation and reconciliation services, and limited education and vocational training. This funding was a decrease from the \$100,000 appropriated in 2012, and the center remained underfunded and lacked the resources to adequately pay its staff or provide any specialized training for the social workers who counsel street children and victims of trafficking. The 73 victims from Guinea-Bissau were repatriated with the assistance of international organizations and NGOs. During the year, the Guinddy Center's child protection hotline received 3,704 calls concerning children in distress or requesting information; an unknown number of these calls concerned cases of human trafficking. Government social services reported identifying an unknown number of victims of labor and sex trafficking in the isolated Kedougou mining region, but it is unclear whether the government formally identified or provided any of these victims with services.

The government referred an unknown number of child trafficking victims to NGO-run shelters. It does not have a formal referral mechanism in place to facilitate and standardize the process and does not provide funding or other support to such shelters. The government failed to identify any adult victims of trafficking during the reporting period. Senegal's law

provides legal alternatives to the removal of foreign victims who may face retribution or hardship upon returning to their home countries, including the option to apply for temporary or permanent residency status; however, the government did not indicate whether it provided any victims this immigration relief during the reporting period. The government encouraged two trafficking victims to participate in the investigation or prosecution of their traffickers during the reporting period. The 2005 anti-trafficking law absolves victims from responsibility for unlawful acts committed as a result of being trafficked, and there were no reports that victims were penalized for these unlawful acts in 2013.

PREVENTION

The Government of Senegal maintained modest efforts to prevent human trafficking. It allocated the equivalent of approximately \$100,000 to the national taskforce in 2013, which was used to begin implementation of the 2012-2014 national action plan; this amount is a significant increase from the 2012 budget of \$20,000. In May 2013, the national taskforce conducted a seven-day outreach campaign for 20 media and journalism personnel in the regions of Kedougou, Koumpentoum, and Nioro; the campaign highlighted the growing issue of trafficking in artisanal gold mining regions of Kedougou and called for more in-depth reporting. In November 2013, the national taskforce, in partnership with an international organization, conducted a public awareness event to expand the public's understanding of the definition of trafficking; this event was attended by approximately 5,000 members of the public. It also continued implementation of a mapping project, jointly funded by the Millennium Challenge Account taskforce and a foreign donor, of all *daaras* in Dakar. Despite this initial effort, exploitation and abuse of *talibes* continued to occur on a large scale, and the government did not fund or make discernible efforts to implement the national action plan on child begging, which was adopted in February 2013.

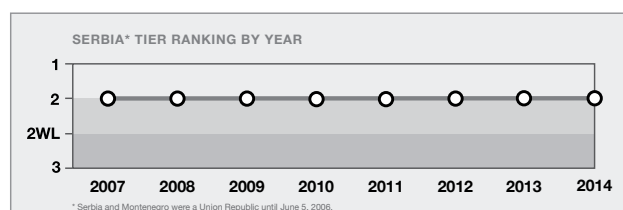
Approximately 70 percent of Senegal's economy operated in the informal sector and it is within this sector that most forced child labor occurs; however, there was no evidence that the Ministry of Labor made efforts to regulate the informal sector during the reporting period. Despite a significant increase in labor and sex trafficking in the mining sector, the government did not make any discernible efforts to decrease the demand for forced labor or commercial sex acts during the reporting period. The government did not provide specific anti-trafficking training to Senegalese troops before their deployment abroad on international peacekeeping missions, but troops did receive training in general human rights, gender violence, and international rule of law.

SERBIA (Tier 2)

Serbia is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor, including domestic servitude and forced begging. Serbian women are subjected to sex trafficking by Serbian criminal groups in northern Italy, Germany, Montenegro, Bosnia and Herzegovina, Croatia, Austria, and Sweden. Serbian nationals are subjected to labor trafficking in European countries, including Azerbaijan, Slovenia, and Russia, as well as in the United Arab Emirates in the construction sector. The government reported that Serbian citizens were subjected to forced labor at various

construction sites in Sochi, Russia. Serbian victims often are subjected to trafficking by family members. There are increasing numbers of Serbian children, particularly ethnic Roma subjected to internal sex trafficking, forced labor, forced begging, and coercion to petty crime within the country. Foreign victims of trafficking identified in Serbia are from neighboring countries including Montenegro, Bosnia and Herzegovina, Bulgaria, Romania, and Moldova.

The Government of Serbia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to prosecute and convict trafficking defendants; significantly increased funding for the center for victim protection and trained Roma mediators on victim identification and trafficking awareness. The government, however, only partially funded the only shelter for victims of trafficking operated by a NGO and victims were not afforded sufficient protections in criminal proceedings against repeated victimization and intimidation.



RECOMMENDATIONS FOR SERBIA:

Ensure courts implement the full range of protections in order to diminish postponements in hearings, witness intimidation, and secondary traumatization in trial; ensure victims are not penalized for acts committed as a direct result of their trafficking; increase efforts to identify victims among asylum seekers and unaccompanied child victims in street begging; provide legal service support to victims; train investigators, judges and prosecutors on victim-centered approach and trafficking cases; train labor inspectors on victim identification; improve cooperation with NGOs on victim identification and referral of victims to service providers; increase funding for NGOs providing services to victims; ensure all victims are provided assistance, support, and reintegration services; train center staff on victim assistance, support, and referral; continue to involve civil society groups and NGOs in implementation of the action plan and anti-trafficking efforts; strengthen efforts to discourage demand for services of trafficked persons with regard to all forms of exploitation; and continue to support the national coordinator and elevate the status to a full-time position with independent authority.

PROSECUTION

The Government of Serbia sustained law enforcement efforts by prosecuting and convicting defendants. Article 388 of the Serbian criminal code prohibits all forms of both sex and labor trafficking, prescribing penalties ranging from three to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Article 390 of the criminal code prohibits "slavery or a relationship similar to slavery," prescribing penalties of one to 10 years' imprisonment. The government reported investigating 63 trafficking offenders, including 35 sex trafficking offenders, compared with 65 in 2012. In 2013, the government initiated prosecutions in 51 trafficking cases under Article 388, compared with 45 cases in 2012. Courts convicted 37 trafficking defendants

in 2013 under Article 388, a decrease from 47 convicted in 2012. Courts acquitted nine defendants, and in one case court proceedings were discontinued. Courts sentenced the convicted defendants from six months' to 10 years' imprisonment. The government did not provide disaggregated prosecution and conviction data to demonstrate that these cases included both sex and labor trafficking. NGOs reported some progress in reducing the length of trials, but an appeals process frequently resulted in the reduction of prison sentences. For example, a first-instance court sentenced four defendants to 10 to 15 years' imprisonment in 2012, but due to a convoluted appeals process, changes in judges, and other bureaucratic hurdles, a final verdict was reached in 2013, resulting in a reduced sentence of four years' imprisonment.

Both the organized crime police and border police forces had specialized anti-trafficking units. Each police directorate in Serbia had an anti-trafficking unit; seven directorates also had multidisciplinary teams that included prosecutors, social workers, and health officials. The government, in coordination with NGOs and international organizations continued to provide extensive training to police, prosecutors, judges, and other officials on recognizing, investigating, and prosecuting trafficking cases, as well as victim identification and referral. Serbian authorities incorporated anti-trafficking modules into internal police training programs and seminars at all levels. Serbian consular and border officials were trained on victim identification in immigration cases. The Government of Serbia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Government of Serbia made progress in protection and assistance efforts by increasing funding for the victim protection center and partially funding a NGO shelter, but some victims continued to be punished for acts committed as a direct result of being trafficked. The Government of Serbia identified 76 victims in 2013, compared with 79 in 2012. Of the 76 victims, authorities referred 34 to NGO service providers. Of the 76 victims identified, 31 were victims of sex trafficking and 11 were child victims of forced begging. It has been suggested the government should have referred victims to expert NGOs in much larger numbers; the government stated some victims refused such assistance. The government center for trafficking victims was responsible for the identification and protection of victims, and their referral for assistance. The center had two distinct units, the protection agency and the urgent reception center, although the urgent reception was not functional during the reporting period. The protection center continued to be fully operational and assessed the risks for victims, provided victim assistance and support, developed individual protection and service-needs plans to provide for the victims' reintegration or for their voluntary return to their country of origin and assessed other conditions that might be helpful to a victim. Experts observed that the center lacked specific procedures for dealing with child trafficking victims. In 2013, the government significantly increased funding of the center, allocating the equivalent of approximately \$210,000 for operations and salaries, compared with the equivalent of approximately \$81,400 in 2012; and allocated the equivalent of approximately \$256,000 for 2014. The government also dedicated to victims' health services the equivalent of approximately \$27,000 from the fines prosecutors' offices collected from dismissed cases. There is no evidence prosecutors dismissed trafficking cases through the aforementioned mechanism, but nevertheless funds were

directed to victim care. The government provided free access to social and medical care for both foreign and domestic victims. There was one shelter operated by an NGO for domestic and foreign victims, which also offered legal, psychological, and reintegration services. The government provided the equivalent of approximately \$18,000 to the NGO providing shelter to victims, but had not allocated a permanent budget. All victims were entitled to psychological, medical care, legal, educational, financial, and job placement support. Short- and long-term accommodations were available for domestic victims. There were no specialized shelters for male victims, but they had access to the same services. Child victims were accommodated in one of the two social centers for children or in an NGO-run shelter for women until foster care or other services could be arranged. The government allocated the equivalent of approximately \$70,000 to an NGO that assisted child victims and identified children who were at risk of becoming victims.

Serbian law provides that victims may file criminal and civil suits against their traffickers for compensation. In 2013, for the first time, a victim who filed a civil suit was awarded compensation for mental anguish. Foreign victims were eligible for temporary residence permits for an initial period of three to six months, renewable up to one year, which were not contingent on cooperation with law enforcement. The government granted temporary residence permits to two foreign victims, compared with one in the previous reporting period. New regulations licensing social protection professionals appear to exclude many qualified NGOs from opportunities to provide services to victims within the social protection system. Police, NGOs, shelters, and anti-trafficking hotline operators work directly with the center when identifying potential victims. The government utilized a referral mechanism in which the center was responsible for identifying victims and cooperating with NGOs and international organizations that provide victim services. Police, NGOs, shelters, and anti-trafficking hotline operators work directly with the center when they suspect they have identified a victim of trafficking, and one of the employees of the center responds immediately to provide identification and emergency support. Most victims were identified initially by the police and then referred to the center for formal identification, reflecting that the referral mechanism appears to have worked in practice. During 2013, all center employees attended 12 training programs on providing legal assistance to victims. The center organized three one-day workshops educating social workers on the role of shelters for victim assistance and sharing information with NGOs on how to conduct individual planning sessions with victims. The government organized a training workshop on victim identification for Roma health care mediators.

Some victims were punished for acts committed as a direct result of having been trafficked. A victim reportedly received a sentence of one year imprisonment for petty crimes he was forced to commit as a result of being trafficked; his sentence was reduced to house arrest. Additionally, a victim of sex trafficking was forced to sign a false confession through intimidation and violence by a trafficker, implicating her in a murder. The case was pending appeal at the end of the reporting period. Victim protection during prosecution reportedly improved overall, but not all judges used all means available to prevent secondary traumatization in court, such as video testimony. In most cases, victims were required to testify in presence of the accused trafficker. Judges frequently showed prejudice against victims and lacked a deeper understanding of the complexity of trafficking cases. Victims often were threatened or intimidated by the trafficker during trial.

PREVENTION

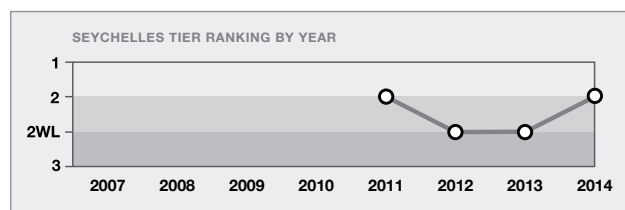
The government increased prevention efforts by training relevant Roma mediators on victim identification, assistance, and overall trafficking awareness, and involving more NGO representatives in implementation of the action plan. The government completed drafts of the new national strategy for 2014-2020 and action plan for 2014-2015 in 2013; they were both pending adoption at the close of the reporting period. The national coordinator continued to lead all anti-trafficking efforts, although the position was still not a full-time position with independent authority. The government began its transition to a new anti-trafficking council structure that will include representatives from various government agencies and five NGOs as part of its action plan implementation team. The government continued to fund and operate a hotline for victims. The government published anti-trafficking efforts on its website and maintained a social media presence for anti-trafficking information. The government, in coordination with NGOs, educated 40 local Roma females between 13 and 19 years old on all aspects of trafficking and prepared them to become peer educators. In addition, police presented lectures on human trafficking to another 50 Roma females. The government, in coordination with NGOs, organized seminars focused on increasing the quality of services for victims, protecting victims' rights, and solutions for effective anti-trafficking operational procedures and mechanisms. The police presented a lecture on trafficking for adolescent students to increase awareness of the different types of internet schemes aimed at recruiting and trafficking. The government conducted an awareness campaign displaying the center's phone number on public transportation vehicles across six cities. The national coordinator spoke at a public event for "World Day Against Child Labor" about the dangers of child forced labor trafficking. The government did not demonstrate efforts to reduce demand for commercial sex acts or forced labor during the year. Serbian nationals participated in required anti-trafficking training prior to their deployment on international peacekeeping missions.

SEYCHELLES (Tier 2)

Seychelles is a source country for Seychellois children subjected to sex trafficking, a destination country for foreign women subjected to sex trafficking, and a destination country for foreign men subjected to labor trafficking. Seychellois girls and, according to some sources, boys are induced into prostitution—particularly on the main island of Mahe—by peers, family members, and pimps for exploitation in nightclubs, bars, guest houses, hotels, brothels, private homes, and on the street. Young drug addicts are also vulnerable to being forced into prostitution. Foreign tourists, sailors, and migrant workers contribute to the demand for commercial sex in Seychelles. Eastern European women have been subjected to forced prostitution in private homes. Migrant workers—including those from Bangladesh, China, India, Kenya, Madagascar, Nepal, and Sri Lanka—make up 20 percent of the population in Seychelles and are primarily employed in the fishing and construction sectors. During the reporting period, migrant workers were subjected to forced labor in the construction sector. NGO reports also indicated migrant workers face exploitative conditions in fish processing plants and fishermen aboard foreign-flagged fishing vessels in Seychelles' territorial waters and ports are subjected to abuses indicative of forced labor, including but not limited to nonpayment of wages and physical abuse. In 2013, nine Pakistani fishermen, who had been denied payment of wages for approximately one

years' work, were found stranded in a Seychelles port.

The Government of Seychelles does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, national committee on human trafficking developed drafts of anti-trafficking legislation and a national action plan to combat human trafficking; the legislation was adopted by the National Assembly in April 2014. However, the government did not report any prosecutions or convictions of trafficking offenders. It also did not identify any victims of trafficking, despite several reports of forced labor of migrant workers and at least one report of child prostitution. The government deported migrant workers for participating in strikes to protest their poor employment conditions without conducting comprehensive investigations and screenings to identify if the individuals were victims of forced labor.



RECOMMENDATIONS FOR SEYCHELLES:

Use the newly adopted anti-trafficking legislation to investigate and prosecute trafficking offenses, and convict and punish trafficking offenders; amend the penal code to harmonize the duplicative and contradictory sections addressing sexual offenses crimes—particularly those related to the exploitation of children in prostitution—to ensure the prohibition of and sufficiently stringent punishment for the prostitution of all persons under 18 years of age and the forced prostitution of adults; provide specialized training to government officials—including members of the national committee on human trafficking, law enforcement officials, social workers, and labor inspectors—on how to identify victims of trafficking and refer them to appropriate services; implement the national action plan to combat human trafficking and dedicate appropriate resources towards its implementation; provide adequate resources to labor inspectors to conduct regular and comprehensive inspections of migrant workers' work sites and inform the migrant workers of their employment rights; institute a standardized contract governing the employment of domestic workers within private homes; and launch awareness campaigns on trafficking to increase the understanding of the crime among the local population, as well as among the large number of foreign tourists and migrant workers entering the country.

PROSECUTION

The government demonstrated limited law enforcement efforts. In April 2014, the National Assembly passed an anti-trafficking law, the Prohibition of Trafficking in Persons Act of 2014, which prohibits all forms of trafficking in adults and children. The law prescribed penalties of a maximum of 14 years' imprisonment, and in cases involving children or aggravating circumstances, a maximum of 25 years' imprisonment; these penalties are sufficiently stringent. The penalties for child trafficking are commensurate with those for other serious crimes, such as rape, but the penalties for adult sex trafficking are not. Elements of human trafficking are also prohibited under a variety of other statutes, including Section 259 of the penal code prohibiting

slavery and Section 251 of the penal code prohibiting forced labor; the government prosecutes some human trafficking cases under these laws. Although all forms of child prostitution are prohibited under the anti-trafficking law, enforcement of laws relating to the prostitution of children may be hampered by unclear and conflicting statutes in other areas of the penal code that fail to clearly define the ages of consent and legal majority, creating confusion between the traditionally understood age of consent of age 15 and the legal age of majority of age 18.

The government did not prosecute any trafficking cases or convict any trafficking offenders during the reporting period. The government investigated a case involving a young Seychellois girl who was allegedly subjected to prostitution by a Seychellois woman; however, law enforcement officials did not classify this case as trafficking, and the government declined to prosecute the case. Government officials continue to lack understanding of what constitutes human trafficking; despite this, the government did not provide law enforcement officials training on how to identify victims or investigate trafficking cases. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government demonstrated negligible efforts to identify and protect victims. It did not identify or provide protective services to any trafficking victims. There are no shelters or protective services specifically for trafficking victims in Seychelles. The Department of Social Affairs (DSA) provided counseling to women in prostitution, some of whom may have been victims of forced prostitution. The government did not offer legal alternatives to removal to countries in which victims would face hardship or retribution. There were no reports of victims being penalized for unlawful acts committed as a result of being trafficked; however, the lack of formal identification procedures likely resulted in some victims remaining unidentified in the law enforcement system. Additionally, migrant workers who strike are considered to be in breach of their work contracts and can be deported at the will of their employers. Several migrant workers who gathered to protest a variety of abuses relating to their employment were deported during the reporting period; these deportations took place without conducting comprehensive investigations or screenings to identify if the individuals were victims of forced labor.

PREVENTION

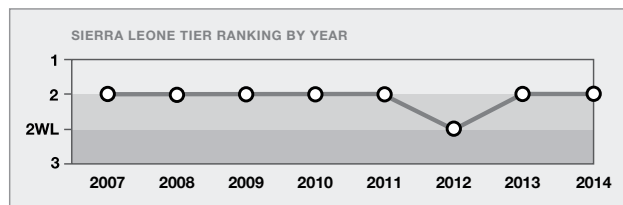
The government slightly increased prevention efforts. The National Committee on Trafficking in Persons served as a coordinating body for collaboration and communication on trafficking matters; the committee met regularly during the reporting period, but did not receive a dedicated budget and relied on *ad hoc* funding from various government agencies. The committee, in consultation with international organizations and NGOs, drafted a national action plan to combat trafficking. The government did not report conducting any national awareness campaigns on human trafficking, but Department of Social Affairs' social workers distributed informational pamphlets on the issue of trafficking during community outreach programs. The Ministry of Labor and Human Resource Development (MOL) acknowledged that the domestic workers industry is poorly regulated in Seychelles and instituted a temporary ban on approving most new applications for foreign domestic workers until research could be conducted to determine how many domestic workers are in the country. The MOL employs six labor

inspectors who are responsible for conducting inspections of all workplaces in the country and one labor officer assigned to inform all migrant workers of their employment rights; government officials acknowledged that this number of employees was inadequate and that inspectors lacked basic resources to perform their duties adequately. Despite several complaints by migrant workers, primarily in the construction sector, regarding poor working conditions, non-payment of salaries, and retention of passports, the government has never identified a case of forced labor in the country. The government made no discernible efforts to decrease the demand for commercial sex acts or forced labor during the reporting period.

SIERRA LEONE (Tier 2)

Sierra Leone is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. Victims originate largely from rural provinces and are recruited to urban and mining centers for the purposes of exploitation in prostitution, domestic servitude, and forced labor in artisanal diamond and granite mining, petty trading, portering, rock-breaking, street crime, and begging. Trafficking victims may also be found in the fishing and agriculture sectors or subjected to sex trafficking or forced labor through customary practices such as forced or arranged marriages. Some Sierra Leoneans voluntarily migrate to other West African countries, including Mauritania and Guinea, as well as to the Middle East and Europe, where some are subjected to forced labor and forced prostitution. Sierra Leone may also be a destination country for children trafficked from neighboring West African countries for forced begging, forced labor, and exploitation in prostitution. Indian and Chinese men have been subjected to forced labor within Sierra Leone. During the reporting period, seven adult men from Sri Lanka were subjected to forced labor by a foreign fishing company in Sierra Leone.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government, in collaboration with a local NGO, provided training to law enforcement and judicial personnel on trafficking, identified a larger number of child victims compared to the previous year, and identified and provided temporary shelter to seven foreign adult victims of trafficking. It also continued to conduct a national awareness campaign and increased efforts to protect migrant workers. However, the government demonstrated a decrease in law enforcement efforts and continued to rely heavily on NGOs and international organizations to provide victim services.



RECOMMENDATIONS FOR SIERRA LEONE:

Increase prescribed penalties for adult sex trafficking offenses; increase efforts to prosecute trafficking offenses and convict and punish trafficking offenders using the 2005 Anti-Trafficking in Persons Act; in collaboration with civil society organizations,

train police and prosecutors to identify, investigate, and prosecute trafficking cases; include funding for anti-trafficking activities in the national budget and begin allocating funds accordingly through the appropriate government structures, such as the national anti-trafficking in persons taskforce; train law enforcement officers and social workers to identify trafficking victims proactively among vulnerable populations, such as women in prostitution, unaccompanied minors, or undocumented migrants, and provide victims with protective services; increase partnerships with NGOs that provide assistance to trafficking victims and support their efforts either financially or through in-kind donations; improve efforts to collect data on anti-trafficking law enforcement efforts and victim assistance; in collaboration with civil society organizations, increase efforts to raise public awareness about the dangers of trafficking, including adult trafficking; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Sierra Leone decreased anti-trafficking law enforcement efforts during the reporting period. The Anti-Trafficking in Persons Act of 2005 prohibits all forms of human trafficking and prescribes a maximum penalty of 10 years' imprisonment or a fine of the equivalent of approximately \$4,650 for both sex and labor trafficking offenses. These penalties are not sufficiently stringent and are not commensurate with penalties for other serious crimes, such as rape. The Sexual Offenses Act of 2012 increased the penalties for child sex trafficking offenses to a maximum of 15 years' imprisonment without the option of a fine and requires the police to assist victims after receipt of a trafficking complaint and to protect vulnerable witnesses.

During the reporting period, the government reported 27 investigations, one prosecution, and no convictions of traffickers; compared to the seven prosecutions and zero convictions reported during the previous reporting period. Data collection remained weak, particularly within the judiciary and, therefore, the Ministry of Justice was unable to provide comprehensive law enforcement statistics. In an attempt to address this issue, the government began developing a computerized database to track all trafficking cases; the database was not yet operational at the close of the reporting period. In May 2013, the Office of the Prosecutor of the Sierra Leone Police held a two-day training for 50 police prosecutors; the training included modules on how to prosecute child sex trafficking offenses under the Sexual Offenses Act of 2012. In September 2013, the Family Support Unit of the Sierra Leone supported an NGO-funded training for police, judicial, and local government officials on the identification and protection of trafficking victims. The government began plans to establish a "Freedom Line," a hotline specifically dedicated to reporting trafficking offenses; at the end of the reporting period, the government was still finalizing training and referral procedural guidelines for police officers who will staff the line. In September 2013, the Special Court of Sierra Leone, a hybrid court established jointly between the Government of Sierra Leone and the United Nations, upheld the conviction of former Liberian President Charles Taylor on a number of counts, including the recruitment and use of child soldiers and sex slaves. The government did not report any additional investigations, prosecutions, or convictions of government employees complicit in human trafficking during the reporting period; however, corruption, particularly among the judiciary, remained a problem in Sierra Leone during the reporting period.

PROTECTION

During the year, the Sierra Leonean government sustained modest efforts to protect trafficking victims. It reported the identification of at least 13 child victims, all of whom it referred to NGOs shelters. The government also identified seven Sri Lankan adult male victims who were subjected to forced labor by a foreign fishing company. The government used the 2005 Anti-Trafficking Act to demand funds from the fishing company; the government used the secured funds to provide temporary food and shelter for these victims, as well as cover repatriation costs. Despite concern over the number of street children who remain vulnerable to trafficking, the government did not undertake proactive measures to identify victims among this or other vulnerable populations. The government allocated the equivalent of approximately \$4,650 to fund the Ministry of Social Welfare's protection efforts for trafficking victims during the last quarter of 2013. The government provided tax exempt status and duty free importation for NGOs, including those that provided protective services to trafficking victims. Government-employed social workers and prosecutors provided psycho-social services and legal representation to victims residing in NGO-run shelters.

The Sexual Offenses Act of 2012 established a number of compensatory protective measures for vulnerable witnesses in proceedings relating to sexual offenses, including sex trafficking, such as the use of protective screens, in-camera testimony, and the admission of video testimony. However, it is unclear if these measures were utilized during the reporting period or whether victims were encouraged to participate in the investigation of cases. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked. The government offered temporary residency to the seven Sri Lankan adult victims mentioned above; however, the victims opted to return home to Sri Lanka.

PREVENTION

The government displayed slightly increased efforts to prevent trafficking. The inter-agency Anti-Human Trafficking Task Force—comprised of representatives from government ministries, NGOs, international organizations, and diplomatic missions—met monthly during the year and coordinated the government's efforts to combat trafficking; the taskforce was allocated the equivalent of approximately \$20,000. The taskforce continued to implement a national awareness campaign, which included a large press conference on trafficking in June 2013; the press conference served as a venue to encourage media representatives to actively report on trafficking and was attended by various government officials and representatives from most of Sierra Leone's leading publications. The Ministry of Labor also held a public event specifically to raise awareness on the dangers of child labor, particularly in domestic work.

In an effort to expand protections for migrant laborers, including foreign workers employed in Sierra Leone and Sierra Leoneans going abroad, the government conducted a review of licensing procedures for recruitment companies, drafted guidelines on labor migration, and increased inter-agency coordination among agencies responsible for protecting migrant workers. The government took no discernible efforts to reduce the demand for commercial sex or forced labor during the reporting period. The government provided Sierra Leonean troops anti-trafficking training prior to their deployment abroad on international peacekeeping missions, in collaboration with an NGO and foreign donors. Sierra Leone is not a party to the 2000 UN TIP Protocol; however, it signed the Protocol and, in February 2014,

the Cabinet formally approved the recommendation to ratify the Protocol and sent the document to Parliament for ratification.

SINGAPORE (Tier 2)

Singapore is a destination country for men, women, and girls from China, India, the Philippines, Burma, Indonesia, Sri Lanka, Bangladesh, Thailand, Vietnam, and elsewhere in Southeast Asia subjected to sex trafficking and forced labor, and a transit country for Cambodian and Filipino men subjected to forced labor on fishing vessels that stop at ports in Singapore. There are more than 1.4 million foreign workers in Singapore comprising more than one-third of Singapore's total labor force. The majority are unskilled and low-skilled workers who migrate willingly for work in the construction, domestic service, or hospitality industries. Some are subsequently subjected to sex trafficking or forced labor in these sectors. There were reports of men subjected to forced labor on long-haul fishing vessels that depart from Singapore or dock in Singaporean ports; men from the Philippines and Cambodia are recruited for this work through deceptive practices by agencies operating in Singapore. There were reports that some foreign seamen endured severe abuse by fishing boat captains, the inability to disembark from their vessels—sometimes for years—the inability to terminate their contracts, and the nonpayment of wages. Some of these men transit Singapore before embarking onto vessels from ports in other countries.

Many foreign workers have assumed large debts to recruitment agencies in both Singapore and their home countries, making them vulnerable to forced labor, including debt bondage. Some foreign workers reported confiscation of their passports, restrictions on their movement, illegal withholding of their pay, threats of forced repatriation without pay, and physical and sexual abuse—all indicators of potential trafficking. Foreign workers have credible fears of losing their work visas and being deported, since employers have the ability to repatriate workers at any time during their contracts with minimal notice. Low-skilled workers face restrictions in seeking alternative employment or changing employers, and unscrupulous Singaporean employers can submit unfounded complaints about workers and encourage the government to place employment bans on them. Some employers in Singapore have relied on repatriation companies to seize, confine, and escort foreign workers to the airport for departure from Singapore, including through the use of assaults, threats, and coercion, to prevent them from complaining about abuses to authorities. Some foreign workers enter Singapore with the intention of engaging in prostitution, but upon arrival are subjected to forced prostitution under the threat of serious harm, including financial harm, or other forms of coercion. There are cases of child sex trafficking in Singapore.

The Government of Singapore does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government imposed stringent sentences on two convicted sex traffickers, but it did not prosecute or convict any labor traffickers. It developed an improved mechanism for case referral among government, civil society, and foreign embassies. However, it continued to face difficulties in identifying and building evidence in cases. After investigating 294 new labor cases and 53 sex trafficking cases, the government substantiated 24 sex trafficking cases and one labor trafficking case.



RECOMMENDATIONS FOR SINGAPORE:

Increase investigations and prosecutions of trafficking offenses, including debt bondage, and convictions and punishments of both sex and labor trafficking offenders; draft and enact legislation to prohibit all forms of trafficking, apply stringent penalties to all convicted offenders, provide for consistency in interpretation and application of anti-trafficking regulations across government agencies, and legally mandate a victim-centered approach when investigating and prosecuting trafficking cases; increase specialized training for front-line officers in the identification of sex and labor trafficking and for investigators in building cases, with a focus on identifying non-physical forms of coercion; use multi-disciplinary groups, including victim service organizations or social workers during victim-screening interviews; provide funding to all non-governmental shelters providing protections to potential trafficking victims; provide all potential victims adequate protections regardless of whether their cases are fully substantiated or lead to prosecutions; consistently implement procedures to ensure anti-trafficking efforts consistently employ a victim-centered approach, particularly with regard to child sex trafficking; implement a policy to allow all victims assisting in investigations to obtain temporary employment passes; continue and expand meaningful cooperation with civil society organizations, particularly in victim protection and support; continue and increase the use of existing laws to impose serious penalties on employers and employment agencies who unlawfully confiscate workers' passports or commit other labor violations used to facilitate forced labor; continue and increase awareness campaigns to encourage public support of anti-trafficking efforts; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of Singapore demonstrated limited efforts to prosecute and convict traffickers, but applied serious penalties against the two sex traffickers who were convicted. Singaporean law prohibits some forms of trafficking through its penal code and Women's Charter (a statute that includes provisions that criminalize certain offenses against women and girls). Singaporean law does not prohibit the forced prostitution of men. Article 140 of the Women's Charter prohibits forced prostitution involving detention or physical force, though it does not include non-physical forms of coercion, such as debt bondage or threat of abuse of the legal process. Article 141 only prohibits the movement of women and girls for "trafficking" but does not define the term "trafficking." Penalties prescribed for sex trafficking offenses in the Women's Charter include a maximum of five years' imprisonment, which are sufficiently stringent, but not commensurate with other serious crimes, such as rape. The fact that the criminal code does not define trafficking in a manner that is consistent with the 2000 UN TIP Protocol continued to limit the government's ability to prosecute trafficking cases, particularly in situations of debt bondage or when the victim initially consented to migrate to Singapore for work in a specific sector and was subsequently subjected to trafficking in that sector.

During the year, the government investigated 53 potential sex trafficking cases, prosecuted 9 defendants for sex trafficking offenses, and convicted two child sex traffickers, compared with one conviction during the previous year. One convicted trafficker was sentenced to six years' imprisonment, and one was sentenced to seven years' corrective training, which is a form of imprisonment. The government investigated 294 suspected cases of labor trafficking; it substantiated one case as amounting to labor trafficking and did not convict or punish any labor traffickers during the year. Officials continued to face challenges in identifying and building evidence in labor and sex trafficking cases. Authorities may have failed to recognize the elements of trafficking among individuals who reportedly migrated to Singapore willingly or who did not experience physical confinement or abuse. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The government continued modest efforts to protect trafficking victims on a case-by-case basis. The government and civil society organizations continued to disagree as to whether specific cases amounted to trafficking. Civil society organizations referred 867 possible trafficking cases involving an unknown number of victims through the government's referral system. Of these, the government determined 228 victims in 93 cases (49 involving labor exploitation and 44 involving sexual exploitation) as having been subjected to trafficking or trafficking-related exploitation.

The government began implementing standard operating procedures, developed during the previous reporting period, to guide police and labor officials in identifying labor and sex trafficking victims and referring them to service providers. In August 2013, the interagency taskforce began implementing a new case referral process among government officials, civil society organizations, and foreign embassies. NGOs and foreign embassies reported that although the referral mechanism has improved coordination between public and private stakeholders, lack of transparency regarding ongoing cases remained a problem and interfered with service providers' ability to assist victims. Authorities identified the majority of sex trafficking cases during anti-prostitution operations. In 2013, the police established a dedicated team to identify and investigate sex trafficking cases. Authorities continued to use sex trafficking indicator cards to identify victims during operations involving individuals in prostitution; however, victims' fears of detention or deportation may have made them reluctant to communicate with law enforcement officers, leaving some victims unidentified. The government did not consistently ensure that social service professionals were present during screening interviews, though NGOs reported an improvement in this area during the reporting period. The government did not consistently protect child victims' rights; during the year, media outlets at times published the names and photos of child sex trafficking victims.

The government continued to provide partial funding to 27 shelters (22 serving adults and 5 for children) serving vulnerable populations, including 49 suspected trafficking victims, but it did not operate any trafficking-specific shelters. Many children's shelters housed both victims of abuse and children in conflict with the law. The government provided sex trafficking victims in government facilities with counseling; it did not provide these services to labor trafficking victims. Most victims, including those not counted in the government's statistics, were cared

for in NGO facilities that did not receive support from the government or shelters maintained by foreign embassies. Some victims whose cases did not result in prosecution were repatriated within two to four weeks; long-term support from the government was only available to victims whose cases resulted in a prosecution. Identified victims were not punished for crimes committed as a result of being trafficked. According to NGOs and foreign embassies, inadequate victim identification resulted in the possibility that trafficking victims were among the individuals arrested for prostitution violations during the year; such individuals may have been subjected to penalties.

The government requested victims considered key witnesses to remain in Singapore and participate in court proceedings. The government provided limited benefits for victims participating in investigations and prosecutions of trafficking offenses, such as allowing some victims to change employers and arranging for their accommodation in shelters or other housing. The government did not provide incentives such as legal aid for the pursuit of civil suits. There were reports that victims of trafficking did not wish to file official complaints with Singaporean authorities for fear of losing work permits or being forced to remain in the country and participate in a prosecution. An unknown number of trafficking victims received special passes that allowed them to stay legally in Singapore for a temporary period. The government allowed 42 labor trafficking victims to change employers, which is typically not permitted without an employer's consent. It granted six labor trafficking victims temporary work permits during the course of their participation in prosecutions.

Domestic workers in Singapore remained excluded from the employment act, which includes a number of basic worker protections. The government contributed funding to an NGO-run drop-in center that opened in January 2014 to refer distressed fishermen, including potential trafficking victims, to their embassies; however, fishermen who lacked Singapore work visas were not eligible for any form of protective services or legal redress in Singapore. The government did not provide long-term alternatives to removal to countries where victims may face hardship or retribution.

PREVENTION

The government increased efforts to raise awareness of the dangers of human trafficking, often through partnerships with universities, civil society organizations, and foreign embassies. The government's interagency taskforce continued implementation of Singapore's national action plan to combat trafficking. Nevertheless, government officials' and the general public's awareness of anti-trafficking policies was generally low. The taskforce conducted campaigns through social media, newspapers, television, posters, and other outreach materials to educate workers on their rights, raise the public's awareness of trafficking, and publicize efforts to punish employers for trafficking-related violations. The Ministry of Manpower provided workers with information for filing complaints and disseminated information to employers about the mandated weekly day off for domestic workers. The government maintained a dedicated help line for foreign domestic workers in distress, but the government did not report whether this line received any trafficking-related calls during the year. The government increased its efforts to jointly participate in public events, including conferences and panel discussions, with civil society organizations. In February 2014, it convened a meeting with representatives from civil society, the private sector, and the

parliament to solicit feedback on draft anti-trafficking legislation. Also in February 2014, the government announced a new grant in the equivalent of approximately \$64,000 for organizations to raise awareness of human trafficking.

The government enacted amendments to its Employment of Foreign Manpower Act (EFMA), increasing penalties for employers who fail to pay a worker's salary and imposing a legal limit on salary deductions for employer-provided accommodation and amenities. The government investigated employers for violations under the EFMA that could facilitate trafficking, and imposed fines—and in one case six weeks' imprisonment—on some employers for failing to pay wages, charging illegal commissions or excess fees to foreign workers, and operating employment agencies without proper licensing. Twenty-two individuals received sentences ranging from 18 months' probation to three months' imprisonment for the commercial sexual exploitation of children in Singapore. The government made limited efforts to reduce the demand for forced labor or for commercial sex. Singaporean law provides for extraterritorial jurisdiction over Singaporean citizens and permanent residents who sexually exploit children in other countries. There were no reports of investigations, prosecutions, or convictions for child sex tourism. Singapore is not a party to the 2000 UN TIP Protocol.

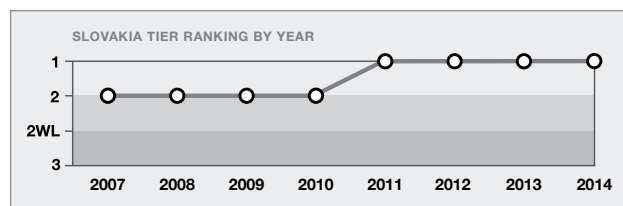
SLOVAKIA (Tier 1)

The Slovak Republic (or Slovakia) is a source, transit, and destination country for men, women, and children subjected to sex trafficking and forced labor. Slovak men and women are subjected to forced labor in agriculture and construction in Western Europe, primarily in the United Kingdom (UK). Slovak women, who comprise the majority of victims, are subjected to sex trafficking in Germany, Austria, the UK, Ireland, Switzerland, Poland, and other European countries. Slovak women of Romani descent are particularly vulnerable to sex trafficking; they are transported to the UK by force or deception to facilitate benefit fraud and to marry third country nationals attempting to avoid deportation by marrying EU citizens; many of these women then become victims of sex and labor trafficking.

Ukrainian, Moldovan, Bulgarian, Romanian, and Vietnamese men and women are forced to work in the Slovak Republic. Eastern European women are also reportedly transported to and through the Slovak Republic and forced into prostitution within the country and throughout Europe. Slovak children of Romani descent are subjected to sex trafficking within marginalized communities in the Slovak Republic and forced criminal behavior in the UK. Slovak men, women, and children of Romani descent are subjected to forced begging throughout Western Europe. Roma from marginalized communities are disproportionately vulnerable to human trafficking, as they were often underemployed and undereducated, due to lack of access to quality education in segregated schools. Traffickers, particularly prominent individuals in Romani communities, found victims through family and village networks, preying on individuals with disabilities or large debts. NGOs previously reported that children who leave institutional care facilities lacked sufficient support and sometimes fell victim to human trafficking.

The Government of the Slovak Republic fully complies with the minimum standards for the elimination of trafficking.

The government identified more victims than in the previous reporting period and trained police community specialists and social workers who work in marginalized Romani communities to prevent trafficking. The courts issued weak and suspended sentences, which did not deter traffickers. Twelve of the 14 convicted traffickers received suspended sentences and financial penalties, which they were allowed to pay in installments. The allocation of funding for NGOs providing essential care to trafficking victims experienced uncertainty early in 2013 due to Ministry of Interior reorganization and changes to its procurement system, but stabilized in the second half of 2013. A reduced level of cooperation with NGOs in the Expert Working Group hindered the creation of effective new policy.



RECOMMENDATIONS FOR SLOVAKIA:

Vigorously investigate, prosecute, and convict trafficking offenders and sentence those convicted to jail terms; continue training and capacity building for investigators, prosecutors, and judges; improve the referral process to specialized care facilities for victims identified by police; provide more funding for legal assistance to victims; pursue initiatives to improve the quality of assistance provided to trafficking victims from marginalized Romani communities, including the prosecution and conviction of their traffickers; train all government officials who may come into contact with victims about human trafficking indicators, especially the Border and Alien Police; ensure an effective and independent national anti-trafficking rapporteur exists to produce critical assessments on the government's anti-trafficking efforts; increase consultation with NGOs in the Expert Working Group, allowing for expanded collaboration; and amend the law to formally prohibit the prosecution of trafficking victims for offenses committed as a result of their trafficking.

PROSECUTION

The Government of the Slovak Republic demonstrated limited efforts to prosecute and convict trafficking offenders, and sentences imposed remained weak and failed to deter traffickers. The Slovak Republic prohibits all forms of trafficking through Section 179 of its criminal code, which prescribes penalties between four years' and life imprisonment for trafficking offenses. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. In April 2013, an amendment to the Criminal Code came into force, which incorporated the European Parliament and Council directive on preventing and combating trafficking in human beings (2011/36/EU) into its law. The amendment added abduction as a means of trafficking, and forced begging, forced marriage, and exploitation for committing crimes as new forms of trafficking. During the reporting period, Slovak officials initiated 11 investigations and the prosecutions of 12 defendants, compared with 23 investigations and 19 prosecutions initiated in 2012. Courts convicted 14 traffickers during the reporting period, a slight increase from 11 in 2012. Short and suspended sentences given to convicted offenders remained a weakness of Slovak courts. Twelve offenders received suspended sentences—10 received suspended sentences of two

years' imprisonment and two received suspended sentences of three years' imprisonment—one offender was sentenced to four years' imprisonment, and another to 56 months' imprisonment. In March 2014, a Slovak court convicted 10 offenders of using blackmail to coerce women into prostitution, but all received suspended sentences and were allowed to pay fines in installments. In two suspected sex trafficking cases, the government reclassified trafficking investigations as pimping investigations; in previous reporting periods, the pimping of children was not always charged as a trafficking offense.

NGOs noted that Slovak police had difficulty obtaining convictions when working with victims from marginalized Romani communities, who were frequently returned to the environments from which they were recruited. Experts also believed that Slovak law enforcement placed too much emphasis on victim testimony, and made insufficient attempts to secure other types of evidence. To increase the number of international investigations, the government transferred anti-trafficking responsibilities from the Organized Crime Unit within the Police Presidium to the Irregular Migration Unit within the Bureau of Border and Police, enabling officials with specialized knowledge to investigate suspected traffickers and identify and assist victims. This transfer of responsibilities coincided with multiple joint investigations with British police in support of prosecutions in the UK. The Ministry of Interior also trained 41 police officers eligible to work at missions abroad. The Government of Slovakia did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking.

PROTECTION

The Slovak government displayed mixed efforts to protect victims of trafficking, with victims receiving insufficient funding for legal assistance. Issues with the Ministry of Interior's reorganization efforts in the first half of 2013 resulted in funding uncertainties for victim service providers, which depend on such resources to operate; these issues were resolved in the second half of the year. Not knowing whether funding would continue, NGOs struggled to allocate resources accordingly. A lack of funding prevented these organizations from providing sufficient care to assist victims.

The government, sometimes in partnership with an international organization, trained hundreds of government officials, including police in the migration and organized crime units, diplomats, labor inspectors, and orphanage staff on victim identification techniques. In 2013, the Slovak police identified 25 victims and civil society identified a further 30 victims—an increase from 37 victims total identified in 2012. The government did not have a unified system to refer identified victims to protection services, but some government institutions had procedures to refer victims to care facilities, which NGOs claimed had been abused by non-victims claiming benefits. Social workers continued to receive training in victim identification and had procedures in place to refer suspected victims to the National Coordinator or directly to the organizations providing victim care services.

Thirty of the 55 identified victims entered into the government-funded victim care program—compared with 22 victims in the program in 2012—in which NGOs provided shelter and care services, including legal assistance and psycho-social support, for up to 180 days, or until the trial is over. Nine of the victims who received care were men, and 21 were women. Fifteen of those

who received care were victims of sex trafficking, and 12 were victims of forced labor, including two victims of forced begging. Only one of the 25 victims identified by police entered into these facilities, raising questions about whether these victims were informed of the care options. Victims were accommodated in shelters that also served other types of clients, but were housed separately from them. Adult victims were permitted to leave the shelters without a chaperone and at will. The government did not provide long-term rehabilitation assistance to trafficking victims.

In February 2014, the Ministry of Interior began training 300 police community specialists and social workers who worked in marginalized Romani communities on trafficking and other issues. All unaccompanied minors were automatically eligible for temporary residency on non-trafficking grounds. Slovak victims were eligible for unlimited care during the entire time they cooperate in the criminal prosecution of a case, otherwise they were only eligible for 90 days' crisis intervention, followed by 90 days of reintegration care. Foreign victims were eligible for care and temporary residency during the entire time they participated in an investigation. Otherwise, they were eligible for up to 180 days of temporary residency and care support. The law allows foreign victims to seek employment, but other obstacles, such as the length of stay, could prevent them from actually securing employment. Since funding for legal representation is limited, a foreign victim's capacity to justify his or her case for temporary residency without legal assistance may be limited.

The government did not encourage victims to participate in trafficking investigations. Victims risked experiencing secondary traumatization during the investigative process when victims were interviewed multiple times. The law authorized the extension of permanent residence to victims of trafficking who faced hardship or retribution if returned to their country of origin; however, no such residence permits have ever been issued. NGOs reported a reduced level of consultation and collaboration from government officials in the Expert Working Group on issues such as victim care. There were no reports that the government penalized victims for unlawful acts committed as a direct result of being trafficked during the year, although the law does not formally prohibit the prosecution of trafficking victims. The government claimed that law enforcement authorities have the discretion to decline to prosecute trafficking victims for crimes committed while trafficked.

PREVENTION

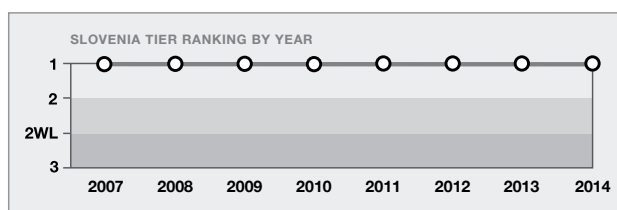
The government improved its efforts to prevent human trafficking. Ministry of Interior officials presented a new trafficking awareness campaign on television focused on the dangers of becoming a victim when responding to job offers abroad. The ministry, together with several Slovak NGOs and UK partners, launched a forced labor-focused awareness-raising and intervention project aimed at Slovak Roma traveling to Glasgow, Scotland. The project included a documentary film consisting of testimonies of victims from marginalized Romani communities. The government funded an NGO-run research project looking at the causes of trafficking in marginalized Romani communities. The government also funded an NGO-run awareness raising project consisting of a transportable information stand containing information about the dangers of becoming a victim of trafficking while pursuing job offers abroad; these information stands were placed in shopping malls, municipal buildings, and other public areas around the country, including the Bratislava airport. The government continued to fund an anti-trafficking hotline operated by IOM.

The government did not establish a national rapporteur, as it is obliged to do under Article 19 of the European Union anti-trafficking directive. The government did not conduct any activities to reduce the demand for commercial sex during the year. The government did not report providing training sessions on human trafficking for Slovak security personnel prior to their deployment abroad on international peacekeeping missions.

SLOVENIA (Tier 1)

Slovenia is a transit and destination country and, to a lesser extent, a source country for women and children subjected to sex trafficking and men, women, and children subjected to forced labor and forced begging. Victims of labor exploitation in Slovenia come from Bosnia and Herzegovina, Romania, Serbia, Slovakia, Slovenia, and Ukraine and are exploited in the construction sector and forced into begging. Sometimes these persons migrate through Slovenia to Italy, Austria, and Germany, where they are subsequently subjected to forced labor. Women and children from Slovenia, as well as Bulgaria, Croatia, the Czech Republic, the Dominican Republic, Moldova, Romania, Serbia, Slovakia, and Ukraine are subjected to forced prostitution within the country and also transit through Slovenia to Western Europe, primarily to Italy and Germany, where they face the same form of exploitation. Ethnic Roma are particularly vulnerable to trafficking in Slovenia.

The Government of Slovenia fully complies with the minimum standards for combating trafficking in persons. The government provided training for law enforcement officials and authorities partnered with their counterparts to investigate trafficking; however, the government prosecuted and convicted fewer traffickers. The government sustained funding for NGOs to provide assistance to victims and run awareness campaigns, but authorities lacked a formal mechanism to refer victims to NGO care. The inter-ministerial working group developed a new national action plan and released a public report on the government's trafficking efforts.



RECOMMENDATIONS FOR SLOVENIA:

Vigorously investigate and prosecute sex trafficking and labor trafficking offenses, and convict traffickers under the trafficking in persons law; ensure sentences for convicted traffickers reflect the severity of their crime; continue to strengthen specialized training for investigators, prosecutors, and judges in applying the human trafficking statute; develop a formal mechanism to guide officials in referring potential victims to NGOs for assistance; increase efforts to identify victims of both sex and labor trafficking among vulnerable populations, including women in prostitution, dancers in nightclubs, foreign migrant workers, and children in begging; ensure victims can pursue court-ordered compensation from their traffickers and apply for compensation from the state fund for crime victims; provide trafficking-specific training to administrative units responsible for issuing residency permits; ensure that potential trafficking

victims are fully informed of their rights upon identification; ensure that proper and safe facilities exist to assist child victims of trafficking; continue prevention outreach to vulnerable populations, such as Roma; and continue to raise awareness of forced labor and forced prostitution among the general public.

PROSECUTION

The Government of Slovenia demonstrated weakened anti-trafficking law enforcement efforts, as trafficking prosecutions and convictions decreased. Slovenia prohibits all forms of both sex and labor trafficking through Article 113 of its criminal code, which prescribes penalties ranging from one to 15 years' imprisonment for offenses. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government also prosecutes some trafficking cases under Article 112, which prohibits enslavement. In the previous reporting period, the government investigated some trafficking cases under Article 175, which prohibits participation in the exploitation of prostitution; Article 175 covers more than trafficking crimes, because it also applies to cases in which a defendant passively profits from the prostitution of another. In 2013, the government conducted four trafficking investigations, compared with 13 in 2012. Authorities prosecuted nine defendants under Article 113, a significant decrease from 27 in 2012 and 16 in 2011. The government convicted two traffickers in 2013, compared with eight convictions in 2012 and zero in 2011 under Articles 112 and 113. One convicted trafficker received two years and eight months' imprisonment plus a fine, and the second trafficker—a minor—received a suspended sentence. The government provided training for police investigators on trafficking and labor exploitation and for state prosecutors on prosecuting trafficking in persons cases. In November 2013, the government provided a one-day training for judges on human trafficking. Slovenian police cooperated with Bulgarian and Slovak entities in two separate transnational investigations. There were no investigations or prosecutions of public officials for alleged complicity in trafficking-related crimes during the reporting period.

PROTECTION

The Government of Slovenia sustained victim protection efforts. In 2013, the government allocated the equivalent of approximately \$118,000 for victim protection, the same amount as 2012. The government identified 37 victims in 2013, compared to 67 in 2012 and 20 in 2011. Police officers were required to direct identified trafficking victims to NGOs offering care facilities, though the procedure for victim identification was not formalized. The Council of Europe's Group of Experts on Action Against Trafficking in Human Beings (GRETA) reported that Slovenian authorities' efforts to identify victims focused on women subjected to sex trafficking, and that authorities needed to do more to proactively identify cases of labor trafficking and human trafficking among unaccompanied children. The government funded two NGOs that provided services for all victims of trafficking, including crisis accommodation, long-term accommodation, telephone counseling, psycho-social support, repatriation assistance, help in establishing contact with the police and court monitors, and assistance adjusting immigrant status. These NGOs assisted 47 victims in 2013. Victims housed in government-funded shelters were permitted to leave at will and unescorted. The Aliens Act provided a three-month reflection period for victims to legally reside in Slovenia while they recover and consider whether to participate in an investigation; however, the government only offered crisis accommodation for five days,

after which victims who have not yet decided whether to assist law enforcement were not entitled to victim services. In cases of participation in pre-trial and criminal proceedings, foreign victims received a temporary residence permit that lasts until the end of proceedings, or longer if the victim was employed or in school. Police must provide protective escort for victims during legal proceedings. In 2013, six victims cooperated with law enforcement on trafficking cases; one of these victims received a temporary residence permit. GRETA reported that no victims have ever received compensation from their traffickers, and that victims of trafficking were not explicitly listed as eligible for compensation from the state fund for crime victims. There were no reports of victims punished for unlawful acts committed as a direct result of being trafficked.

PREVENTION

The government demonstrated strong efforts to prevent human trafficking. The government coordinated its anti-trafficking efforts through the Ministry of Interior's Interdepartmental Working Group (IDWG), which was led by the national coordinator and brought together representatives of the relevant ministries, the National Assembly, the state prosecutor, and NGOs. The working group met six times during the year and published the national coordinator's annual report evaluating the government's anti-trafficking efforts. The working group also drafted an action plan for 2014-2016, but it was not yet approved by the end of the reporting period. The IDWG provided NGOs with the equivalent of approximately \$29,100 to run awareness campaigns targeting potential trafficking victims, particularly young people and migrant workers. The IDWG also conducted training programs for border officers, labor inspectors, asylum officers, and consular officers. The Ministry of Foreign Affairs provides one full day of trafficking-specific content during its annual training for consular officers; however, GRETA reported that the administrative units responsible for issuing residence permits, which were not staffed by consular officers, lacked trafficking-specific training. The government did not report prosecuting any citizens for participating in international child sex tourism. The government did not report any specific measures to reduce the demand for commercial sex or forced labor.

SOLOMON ISLANDS (Tier 2 Watch List)

The Solomon Islands is a source, transit, and destination country for local and Southeast Asian men and women subjected to forced labor and forced prostitution. Women from China, Indonesia, Malaysia, and the Philippines are recruited from their home countries for legitimate work, some paying large sums of money in recruitment fees, and upon arrival are forced into prostitution. Men from Indonesia and Malaysia are recruited to work in Solomon Islands' logging and mining industries and may be subsequently subjected to forced labor in industrial camps. Fishing crew members from Indonesia, the Philippines, Vietnam, Sri Lanka, North Korea, and Fiji have reported indicators of human trafficking, including severe living conditions, violence, limited food supply, and nonpayment of wages on Taiwanese-flagged fishing vessels in Solomon Islands' territorial waters and ports.

Local children are also subjected to prostitution and forced labor within the country. Children are subjected to prostitution,

sometimes in exchange for money or fish, particularly near foreign logging camps, on foreign and local commercial fishing vessels, and at hotels and entertainment establishments. Some parents sell their children to foreign workers at logging and mining companies for marriage; some of these girls are later forced into domestic servitude and prostitution in the logging and fishing areas. Local boys and girls are put up for “informal adoption” by their family members in order to pay off debts; some are subsequently subjected to sexual servitude by the adopted family members or guardians, or forced labor as domestic servants. Boys are forced to work as domestic servants and cooks in logging camps.

The Government of the Solomon Islands does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Immigration officials reported investigating an unspecified number of alleged labor trafficking cases in the fishing industry, in which potential victims of trafficking were interviewed and repatriated. Despite these efforts, the government did not demonstrate overall increasing anti-trafficking efforts; therefore, Solomon Islands is placed on Tier 2 Watch List for the second consecutive year. During the reporting period, the government passed implementing regulations for the 2012 Immigration Bill, which prohibits all forms of trafficking, but they were not gazetted. The government did not press charges against suspected traffickers or actively assist trafficking victims. The government also did not allocate funding for national anti-trafficking efforts.



RECOMMENDATIONS FOR THE SOLOMON ISLANDS:

Investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, including those involved in utilizing forced labor on fishing vessels and children in prostitution and forced labor in or near logging camps, fishing vessels, and in the tourism industry; investigate the forced prostitution of foreign women and prosecute their traffickers and clients; adopt and implement proactive procedures to identify victims of trafficking among vulnerable groups, such as foreign workers in the fishing and logging sectors and women and children in prostitution; institute a campaign to raise public awareness of human trafficking in the country; implement the draft national action plan for combatting trafficking in persons; and become a party to the 2000 UN TIP Protocol.

PROSECUTION

The Government of the Solomon Islands demonstrated limited progress in its anti-trafficking law enforcement efforts. It approved, but did not gazette, implementing regulations for the Immigration Bill of 2012, which prohibits and punishes all forms of trafficking in persons and prescribes a penalty of up to five years' imprisonment or a fine the equivalent of approximately \$6,700 or both for the trafficking of adults, and a penalty of up to 10 years' imprisonment or a fine the equivalent of approximately \$13,300 or both for the trafficking of children. These penalties are sufficiently stringent and commensurate with penalties prescribed for other serious crimes, such as rape.

The law also prohibits and punishes the withholding of travel or identity documents for the purpose of facilitating human trafficking; the penalty is imprisonment not exceeding two years, a fine the equivalent of approximately \$2,960, or both. The law provides immunity from prosecution for trafficking victims for such crimes as illegal entry into the country, illegal residence or procurement, or possession of a false identification document.

The government did not report any prosecutions of trafficking offenses or convictions of suspected traffickers. The Immigration Division reported investigating more than 27 potential trafficking cases involving migrant workers in the fishing industry who were reportedly lured under false contracts in foreign countries and then deprived of their passports, mistreated, and not paid. Immigration officials interviewed and repatriated the victims, but could not gain cooperation from the Department of Labor or the office of the Attorney General to further investigate or prosecute the alleged traffickers.

In September 2013, the Chief Immigration Officer, with the assistance of foreign funding, led anti-trafficking training for ten government officers in various ministries. Trafficking in Persons Advisory Committee (TIPAC) members also participated in foreign donor-funded training and activities focused on strengthening efforts to prevent and combat trafficking in Solomon Islands. The government did not conduct any criminal investigations or prosecutions of government employees allegedly complicit in human trafficking during the year.

PROTECTION

The Government of the Solomon Islands made modest efforts to protect victims of trafficking during the reporting period. Law enforcement and social services personnel continued to lack systematic procedures to proactively identify victims of trafficking among high-risk groups and formal guidelines to refer human trafficking victims to organizations that provide services. The government continued to rely largely on civil society or religious organizations to provide limited services to victims of crime, including victims of human trafficking, and did not provide or allocate funding for anti-trafficking efforts. The Family Support Center, an NGO, is available to provide consultations to victims of gender-based violence and government-identified trafficking victims, though there were no reports of trafficking victims receiving assistance at this center in 2013.

During the reporting period, Solomon Islands Immigration, with the help of a local business, referred 11 male Indonesian crewmembers, who were victims of labor trafficking on a fishing vessel, to shelter services. The government did not identify or protect any victims of sex trafficking and did not operate any shelters for trafficking victims. The government has the authority to provide temporary residency permits—valid for up to three months—to allow foreign victims to assist the police in investigations, though no victims were granted a permit during the reporting period. The government reports that victims are able to seek compensation from their traffickers through civil suits; however, no trafficking victims have filed such suits. TIPAC reported that women in prostitution were arrested and prosecuted during the year without efforts being made to determine whether they were victims of human trafficking.

PREVENTION

The government made negligible efforts to prevent trafficking during the reporting period. During the reporting year, the government did not conduct any educational campaigns or workshops to increase awareness of trafficking. The law of 2012 was not gazetted; as a result, a national action plan to combat trafficking drafted in 2012 remained pending approval, and TIPAC remained an unofficial body at the end of the reporting period. The government did not take any measures to decrease the prevalence of child sex tourism in Solomon Islands. It also took no action to reduce the demand for commercial sex acts or forced labor in the country during the reporting period. The Solomon Islands is not a party to the 2000 UN TIP Protocol.

SOUTH AFRICA (Tier 2)

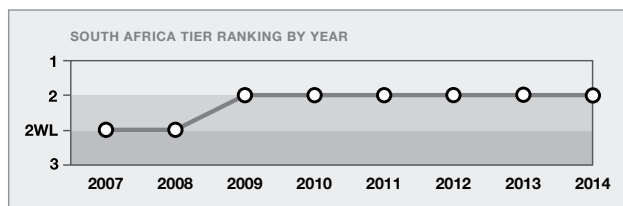
South Africa is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. South African citizens and foreign nationals are subjected to human trafficking within the country. NGO and law enforcement officials indicate South Africans constitute the largest number of victims within South Africa. South African children are subjected to trafficking mainly within the country, recruited from poor rural areas and brought to and moved between urban centers such as Johannesburg, Cape Town, Durban, and Bloemfontein. Girls are subjected to sex trafficking and domestic servitude; boys are forced to work in street vending, food service, begging, criminal activities, and agriculture. Reports of forced begging increased in 2013; some forced begging involved children with disabilities. The tradition of *ukuthwala*, the forced marriage of girls as young as 12 to adult men, is still practiced in some remote villages in Eastern and Western Cape provinces, leaving these girls vulnerable to forced labor and sex slavery; South Africa prosecuted its first *ukuthwala* case in 2013. South African victims were identified and repatriated from Malawi and Venezuela in 2013. In March 2014, the Brazilian government released a South African woman previously convicted and imprisoned for drug smuggling upon recognition that she was a trafficking victim.

Nigerian syndicates dominate the commercial sex trade in Hillbrow and other areas, though local criminal rings and street gangs also organize child prostitution. Russian and Bulgarian crime syndicates operate in the Cape Town sex trade, and Chinese nationals coordinate the sex trafficking of Asian nationals. To a lesser extent, syndicates recruit and transport South African women to Europe and the Middle East, where some are forced into prostitution or domestic service. During the year, law enforcement reported increased coercion of sex trafficking victims via forced drug use, which compounded difficulties in rescuing victims.

In addition to South Africans, in 2013, the government identified victims from Russia, the Philippines, Taiwan, Thailand, Ghana, Somalia, Namibia, Zimbabwe, Zambia, and the United States. Officials acknowledged an increased presence of Chinese victims, but Thai women were the largest identified foreign victim group. Women and girls from China, Taiwan, Thailand, Cambodia, India, Russia, Ukraine, Moldova, Bulgaria, Brazil, the Democratic Republic of the Congo, the Republic of the Congo, Rwanda, Mozambique, Lesotho, Swaziland, and Zimbabwe are recruited for legitimate work in South Africa, but are sometimes subsequently subjected to forced prostitution, domestic servitude, or forced labor in the service sector or taken

to Europe for forced prostitution. LGBT persons—both foreign and South African—were identified as sex trafficking victims by NGOs during the year. Taxi drivers or criminals at the border transport Zimbabwean migrants, including children, into South Africa and subject some to sex or labor trafficking upon arrival. Traffickers transport Asian and African victims through Lesotho into South African territory. Chinese and Taiwanese men are forced to work in mobile sweatshop factories in Chinese urban enclaves in South Africa. For the second consecutive year, men were identified as victims of forced labor aboard fishing vessels in South Africa's territorial waters; the victims included 75 Indonesian men exploited without pay over a three- to four-year period on Taiwanese flagged ships. Young men and boys from Lesotho, Mozambique, Malawi, Swaziland, and Zimbabwe voluntarily migrate to South Africa for farm work, including cattle herding; some are subjected to forced labor and subsequently arrested and deported as illegal immigrants. Forced labor is reportedly used in fruit and vegetable farms across South Africa and vineyards in the Western Cape. NGOs report Pakistanis are subjected to bonded labor in businesses owned by Pakistani nationals.

The Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In May 2013, parliament passed the Prevention and Combatting of Trafficking in Persons Act (PACOTIP), which was signed by President Zuma in July 2013. However, at the close of the reporting period, the legislation was not yet in effect, as it awaited presidential promulgation upon finalization of implementing regulations; the lack of an appropriate legal framework impeded the government's efforts to prosecute the crime in 2013. The Department of Justice Victim Support Directorate (DOJ/VSD) oversaw the development of these regulations by stakeholder departments. In anticipation of the promulgation of the legislation's regulatory structure—which will serve to enact the legislation—the National Prosecuting Authority (NPA), coordinated trainings for prosecutors, magistrates, and investigative police in all nine provinces and, through its Inter-Sectoral Task Team (ISTT) and provincial task teams, supervised national law enforcement efforts. The government convicted only three traffickers during the year and began prosecution of 12 suspects for alleged sex trafficking violations. Two additional defendants awaited prosecution for their suspected involvement in the exploitation of children in domestic servitude—the first such case to reach the courts. These law enforcement efforts represent an increase from the previous reporting period, during which the government convicted one trafficker and initiated prosecutions involving seven suspects. The Department of Social Development (DSD) continued its oversight of victim shelters. Nonetheless, the government lacked formal procedures for properly screening and identifying trafficking victims among vulnerable groups, including illegal migrants and women in prostitution. As a result, some foreign victims were repatriated without being identified. The government failed to systematically address labor trafficking offenses or successfully prosecute cases against any major international syndicates responsible for much of the sex trafficking in the country. A serious lack of capacity and widespread corruption among the police force stymied progress in anti-trafficking law enforcement efforts.



RECOMMENDATIONS FOR SOUTH AFRICA:

Promulgate and implement anti-trafficking regulations; increase awareness among government officials of their responsibilities under the anti-trafficking bill and related provisions under the Sexual Offenses and Children's Amendment Acts; verify that law enforcement and social service providers use a victim-centered approach when interacting with potential victims and recognize that initial consent is irrelevant; institutionalize anti-trafficking training for all South African Police Service (SAPS) officials; prosecute employers who use forced labor; adequately screen all potential deportees for trafficking victimization to ensure they are not inappropriately deported; verify that officials adequately screen for victims among vulnerable groups, including women in prostitution; replicate the coordinated anti-trafficking law enforcement and victim referral mechanisms of KwaZulu-Natal (KZN) and Western Cape in all provinces; provide interpreters to assist victims in obtaining care, cooperating with law enforcement, and testifying in court; extend the availability of drug rehabilitation services to all high-risk areas; investigate and prosecute officials suspected of being complicit in trafficking; certify or establish additional shelters for the assistance of male trafficking victims; and institute formal procedures to compile national statistics on trafficking cases prosecuted and victims assisted, as is done for other crimes.

PROSECUTION

The Government of South Africa increased efforts to investigate and prosecute trafficking crimes. While it convicted three trafficking offenders and initiated the first prosecution of suspects tied to the exploitation of children in domestic servitude, the government has not yet promulgated anti-trafficking regulations, and South Africa's pre-existing laws do not prohibit all forms of trafficking. The Sexual Offenses Act (SOA) prohibits the sex trafficking of children and adults, and the Basic Conditions of Employment Act of 1997 (BCEA) prohibits forced labor. The SOA prescribes punishments of up to 20 years' imprisonment for sex trafficking offenses, which is sufficiently stringent and commensurate with penalties prescribed for other serious offenses, such as rape. Maximum penalties under the BCEA of three years' imprisonment for forced labor offenses are not sufficiently stringent. The Children's Amendment Act prescribes penalties of five years' to life imprisonment or fines for the use, procurement, or offer of a child for slavery, commercial sexual exploitation, or to commit crimes. The Prevention of Organized Crime Act of 1998 is sometimes used in combination with the SOA to add additional charges—including money laundering, racketeering, and criminal gang activity—and stiffer penalties against offenders. In May 2013, the parliament passed comprehensive anti-trafficking legislation, the Prevention and Combating of Trafficking in Persons Bill, which was published in the government gazette and signed by the president in July 2013. Once all departments complete their implementing regulations, the president will promulgate the legislation; at the close of the reporting period, the act was not yet in effect. SAPS, NPA, DSD, and DOJ/VSD finalized their regulations,

but those for the Department of Home Affairs (DHA) and the Department of Labor (DOL) remained under review.

In 2013, the government convicted three traffickers and initiated prosecutions of 12 suspected sex traffickers and two suspected labor traffickers. In February 2014, the Western Cape High Court convicted a trafficker and sentenced him to 22 years' imprisonment under both rape and trafficking charges for his purchase, exploitation, and abuse of a 14-year-old girl in servile marriage—a misuse of the *ukuthwala* tradition of arranged marriages. In November 2013, the Atlantis Magistrate's Court convicted a defendant for the prostitution of two minors; sentencing in this case remained pending at the close of the reporting period. The Sabie Magistrate's Court continued to try a February 2013 case involving a Mozambican woman and a South African businessman charged with the sex trafficking of five Mozambican girls. A known associate of these traffickers was sentenced in the North Gauteng High Court to 15 years' imprisonment under trafficking provisions in the Children's Act for the selling of a Mozambican child. The prosecution of five defendants in the 2011 "Point Durban" case remained ongoing. Several other sex trafficking trials remained ongoing from previous reporting periods.

In its efforts against sex trafficking, the government continued to prosecute sex trafficking cases involving one to three victims and similar numbers of defendants, all typically from South Africa or neighboring countries; it has not successfully prosecuted larger, international syndicates involving Nigerian, Russian, Bulgarian, Chinese, and Thai traffickers who dominate the sex trade in several South African cities. No cases against traffickers of Thai women have been initiated since 2007, despite the Thai embassy in Pretoria reporting having assisted and repatriated 180 Thai women it identified as trafficking victims during the year.

While civil society experts indicate the majority of trafficking victims in South Africa are labor trafficking victims, the government failed to systematically investigate forced labor abuses. However, officials initiated the first prosecution of suspects tied to the exploitation of children in domestic servitude. In October 2013, Western Cape authorities charged a father and son with child abduction for their role in recruiting and transporting minors from the Northern Cape to Cape Town, where they were subjected to domestic servitude. In 2013, the government did not comprehensively monitor or investigate forced child labor or the labor trafficking of adults in the agricultural, mining, construction, and fishing sectors. Generally, the DOL and its inspectors continued to see the BCEA as their core enforcement mechanism and failed to consider the trafficking implications within this workload; for example, officials reported fining employers who failed to pay their 200 employees under the BCEA provision for non-payment of wages, without considering this as an indicator of forced labor and seeking criminal prosecution of the employers. DOL officials cited the lack of sufficient legislation as a key impediment to criminally charging employers in forced labor cases.

Official complicity in trafficking crimes was a serious concern. Well-known brothels, including some that have previously housed sex trafficking victims, continued to operate without police intervention, at times a result of official complicity. The government failed to prosecute any officials allegedly complicit in trafficking-related crimes. Many stakeholders report the failure of police to proactively identify sex trafficking victims or pursue investigations; police regularly removed alleged victims of sex trafficking from brothels without opening investigations against

the perpetrators. NGOs report that police officers solicited commercial sex acts from trafficking victims. A South African diplomat suspected of engaging in forced labor remained under investigation by a foreign government.

The government increased training efforts in anticipation of the legislation's impending promulgation. During the year, NPA trainers visited NPA offices in all nine provinces to train their staff on trafficking; 150 prosecutors received anti-trafficking training in 2013. NPA staff trained magistrates in each region and investigative police assigned to various "Hawks" units around the country; for example, 60 "Hawks" police were trained in Johannesburg in December 2013. DHA and DOL included IOM-developed trainings within their academy trainings for new staff. In partnership with the government, IOM led bi-annual trainings in 2013 for 70 South African diplomats *en route* to consular positions abroad. The Department of Social Development (DSD) held trainings in Gauteng, Western Cape, and KZN for social service professionals and provided funding to NGOs to facilitate trainings of hospital staff in Western Cape to ensure front-line responders could adequately identify and assist victims. The government cooperated with officials in Mozambique, Swaziland, and Lesotho to investigate trafficking cases.

PROTECTION

The government continued efforts to protect trafficking victims, assisting at least 100 victims. DSD continued oversight of and funding to 13 accredited multipurpose shelters, which hosted 80 foreign and 13 South African adult trafficking victims in 2013—an increase from 87 victims in 2012 and 59 in 2011. It continued oversight of 17 NGO-run safe houses designed to temporarily shelter victims before they reach an accredited shelter. The DSD ran a nine-week rehabilitation program to address the psycho-social well-being of victims and paid for the stay of victims at rehabilitation centers for overcoming drug addiction. In lieu of this longer-term rehabilitation program, victims could choose a shorter-term program, including provision of counseling, accommodation, and reintegration services. There was only one shelter available for men in the entire country, located in Gauteng Province, which was difficult to access for men victimized in other parts of the country. The Thuthuzela Care Centers—a collaborative effort of multiple departments to provide crisis care to victims of sexual violence—provided assistance to an additional seven victims in 2013—the first year for which they were able to provide such data. The government assisted child trafficking victims in facilities for vulnerable children, without provision of specific services related to their trafficking victimization. NGOs reported referring at least 20 child trafficking victims to DSD for placement in these facilities during the reporting period and at least seven child victims were sheltered by DSD during the ongoing legal cases cited in this report; however, officials could not disaggregate child trafficking victims from the total number of children in shelters during the year. Both adults and children were prohibited from leaving shelters unaccompanied, allegedly for security reasons. DSD staff monitored victims' well-being, prepared them for court, and accompanied them throughout the trial and repatriation processes. In 2013, the Mpumalanga task team established a rapid-response team comprised of government agencies and NGOs, and modeled after those in Gauteng, Western Cape, and KZN to coordinate protective services, including shelter, for victims. DSD continued to serve a key role in accepting victims from law enforcement and coordinating their placement in a registered shelter. The Cape Town Vice Squad rescued 34

trafficking victims during their operations in the city in 2013.

DSD drafted implementing regulations in preparation for the social services portions of the anti-trafficking bill and developed formal procedures for the identification of trafficking victims and their referral to appropriate care, though these have not yet been put into effect. First-line responders continued to use a guidebook to assist in the identification of trafficking victims and shelter intake forms to capture trafficking victim data. The KZN and Western Cape provincial Task Teams used an interagency protocol, with input from SAPS, DOJ, and DSD, to guide law enforcement's interactions with women in prostitution.

Law enforcement generally failed to screen women and LGBT persons in prostitution for trafficking indicators, treating them as criminals and often charging them with prostitution and other violations. During the year, at least one potential sex trafficking victim was jailed alongside her suspected trafficker and two additional foreign sex trafficking victims were deported without identification by authorities. The government failed to identify as trafficking victims 75 Indonesian seamen—unpaid and abandoned by their captains in the Port of Cape Town in late September 2013—despite their reported screening by Home Affairs officials. In addition, officials held the 75 fishermen in immigration detention for more than two months. In February 2014, the South African government paid for their return flights home and permitted them to bypass immigration when departing South Africa; thus, the victims' passports do not reflect their departure as a deportation, allowing them to continue working as seamen in the future.

Systemic hurdles continued to inhibit progress in providing justice and protection for victims in South Africa. Lack of language interpretation for victims impeded the investigation of trafficking cases, prosecution of suspected offenders, and screening of victims. The government's failure to provide adequate security for victims at places of safety inhibited some organizations from accepting victims. Drug treatment programs—necessary for trafficking victims made addicted to drugs as part of their coercion—were inadequate in South Africa; without publicly-funded facilities, private facilities were over-taxed in urban areas and non-existent in rural areas. Officials encouraged victims to participate in the investigation and prosecution of trafficking offenders and provided long-term care to foreign victims who did so; the three trafficking convictions reported during the year relied in part on victim testimony. At times, prosecutors experienced difficulty in pursuing cases because the DHA deported victims before they had been interviewed or able to participate in the trial; this was, in part, a result of the lack of legal alternatives available under current South African law for victims to avoid deportation to countries where they may face hardship or retribution. There appeared to be a systemic obstacle to recognizing the emotional trauma victims endured. For example, law enforcement reported being unable to place suspected victims in shelters if the victims failed to provide evidence of force, fraud, or coercion immediately after their rescue. Suspected criminals could only be held for 48 hours without evidence, and many traumatized victims were unable or unwilling to provide statements within that time frame, leading to the release of suspected offenders.

PREVENTION

The government increased efforts to prevent human trafficking through awareness-raising campaigns in schools and efforts to coordinate national anti-trafficking policies and planning. The

DOJ/VSD coordinated interdepartmental policy development—to ensure preparedness for the eventual implementation of anti-trafficking legislation—and provided funding for local awareness and training events. In May 2013 and February 2014, DOJ/VSD organized two week-long strategy sessions, where government stakeholders developed and reviewed implementing regulations and worked with civil society partners to develop an updated national action plan. The draft plan was released for interagency and NGO comment in February 2014. DOJ/VSD supported awareness-raising efforts, including events at malls and door-to-door campaigns in high-risk trafficking areas in Northwest and Mpumalanga provinces, which reached 13,000 residents. The government spent the equivalent of approximately \$270,000 in trafficking awareness-raising and training initiatives during the 2012-2013 fiscal year. The NPA continued to serve as the government's law enforcement lead, providing oversight of its six provincial task teams coordinated through the ISTT. Various task teams undertook awareness raising events; for example, in KZN, the provincial task team conducted 22 awareness-raising sessions for students, reaching over 1,700 primary school students. NPA, DOJ, SAPS, and Thuthuzela staff held 26 awareness-raising sessions at high schools about sexual offenses, children's rights, victim identification, and how to report abuses; these sessions reached approximately 10,100 students.

During the year, President Zuma called for a ban on labor brokers and, in March 2014, parliament passed amendments to the 2012 Employment Services bill that awaited presidential assent at the end of the reporting period. Though the bill does not ban labor brokers, it requires the DOL to license and regulate private employment agencies and prohibits them from charging fees for their services unless explicitly authorized by the Minister of Labor. In addition, DOL officials began work with officials in Lesotho to regularize the process for Basotho in acquiring work permits and enforcing labor laws following reports of abuse. DOL fined labor brokers and shut down domestic worker recruitment agencies for placing workers with employers who frequently did not pay workers the required minimum wage. DOL also increased inspections of factories in the past year, and reported it has reduced the number of labor abuses by Chinese firms. For example, DOL and the KZN Task Team investigated a Chinese factory suspected of using forced labor; although the inspection did not uncover such abuses, it led to the government's prosecution of employers for a number of other labor violations. In 2013, DOL amended the BCEA to include violations in the informal work sector, including domestic work. DOL developed non-binding guidelines on acceptable household chores.

During the year, DSD co-signed, with leaders from South Africa's tourism and hospitality industry, a code of conduct for the protection of children from sexual exploitation. The government failed to reduce the overall demand for commercial sex, though the Cape Town Vice Squad arrested nine males for soliciting commercial sex acts from trafficking victims. The South African National Defense Forces' Peace Mission Training Centre provided anti-trafficking training to South African troops prior to their deployment abroad on international peacekeeping missions; in addition, the South African military prosecuted troops who perpetrated sex crimes while serving on missions abroad. The government did not undertake efforts to reduce the demand for forced labor or commercial sex acts during the reporting period.

SOUTH SUDAN (Tier 2 Watch List)

South Sudan is a source and destination country for men, women, and children subjected to forced labor and sex trafficking. South Sudanese women and girls, particularly those from rural areas or who are internally displaced, are vulnerable to forced labor as domestic servants in homes in Yei, Bor, Wau, Torit, Nimule, Juba, and elsewhere in the country; most are believed to work without contracts or government-enforced labor protections. Some of these women and girls are sexually abused by male occupants of the household or forced to engage in commercial sex acts. South Sudanese girls, some as young as 10-years-old, engage in prostitution within the country—including in restaurants, hotels, and brothels—at times induced by or under the control of third parties, including corrupt law enforcement officials. The majority of these victims are exploited in urban centers such as Juba, Torit, and Wau. Child prostitution continued to rise in Juba during the reporting period, as did the number of street children and child laborers—two groups that are highly vulnerable to labor and sexual exploitation. Children working in construction, market vending, shoe shining, car washing, rock breaking, brick making, delivery cart pulling, and begging may be victims of forced labor. Girls as young as 9-years-old in Eastern Equatoria state were forced into marriages, at times as compensation for inter-clan killings; some may have been subsequently subjected to sexual slavery or domestic servitude.

South Sudan is a destination country for Ugandan, Kenyan, Ethiopian, Eritrean, and Congolese (DRC) women and girls subjected to sex trafficking. Many migrate willingly, with the promise of legitimate work, and are subsequently forced or coerced into the sex trade. South Sudanese and foreign business owners entice men and women from these countries, as well as South Sudanese women and children living in rural areas, with offers of legitimate employment opportunities in hotels, restaurants, and the construction industry; many are subsequently forced to work for little or no pay or are subjected to sex trafficking. Kenyan and Ugandan children are subjected to domestic servitude and forced labor in construction and street vending in South Sudan. Local civil society organizations report that instances of trafficking continued to increase during the reporting period, largely due to a continued influx of foreign laborers, including children, who are vulnerable to exploitation. Some traffickers may operate in organized networks within the country and across borders.

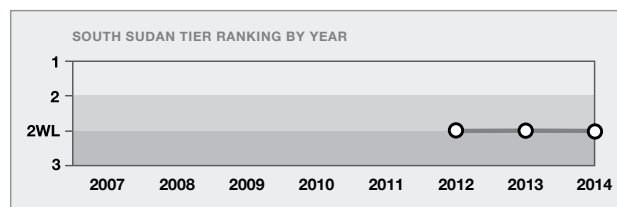
Violent conflict that erupted in the country in December 2013 resulted in the displacement of more than one million people and orphaned an unknown number of children, and displaced persons and orphans are at an increased risk for being exploited in forced labor or sex trafficking. Inter-ethnic abductions, as well as abductions by external criminal elements, continued between some communities in South Sudan, especially in Jonglei, Central Equatoria, and Eastern Equatoria states. The UN reported 193 confirmed and 57 unconfirmed child abductions in Jonglei State in 2013. Some abductees were subsequently subjected to conditions of domestic servitude, forced animal herding, or sex trafficking. Sudanese slave traders abducted South Sudanese girls, particularly in Upper Nile state, transported them into Sudan, and forced them into domestic servitude or sold them into other forms of slavery in Khartoum or other urban centers. During the now-concluded North-South civil war, members of the Missiriya and Rizeigat ethnic groups abducted and enslaved thousands of Dinka women and children and a smaller number

of Nuba children. Some of those enslaved remain in Sudan with their captors. In January 2013, the UN reported that Rizeigat militia from Sudan abducted 96 children from Northern Bahr El Ghazal State and took them to East Darfur; the children were released and returned during the year. Orphans were vulnerable to abduction from refugee camps, as well as while moving between camps, particularly while crossing the Kenya-South Sudan border, for exploitation in sex and labor trafficking.

Children remained among the ranks of the government's security forces, the Sudan People's Liberation Army (SPLA), and the UN reported 64 boys were recruited to serve in support roles in the SPLA during 2013. UN monitors identified and removed 167 children from the SPLA and two children from the South Sudan National Police Service (SSNPS) in 2013. The recruitment of children into the armed forces reportedly increased following the outbreak of civil conflict in December 2013. The UN reported that children were among those recruited into the SPLA following the onset of violence, and children as young as 12-years-old were observed participating with the SPLA in armed conflict in Bentiu. Some areas of the country were difficult to reach or too unsafe to access throughout the year—including Jonglei State, where the UN received many reports of recruitment and use of children. After December 2013, much of the country was inaccessible, limiting international monitors' ability to assess the SPLA's adherence to laws in all regions of the country. Government and NGO officials acknowledged that incidents of sex trafficking and forced labor of children associated with the SPLA may still occur. During the reporting period, militias known to harbor children among their ranks were integrated into the SPLA, though UNICEF reported that the groups were adequately vetted and that children were identified and removed prior to their militia's integration. Other armed militia groups in conflict with the government, including those allied to David Yau Yau in Jonglei state, recruited hundreds of children as young as 10-years-old throughout the year, at times through force. The Sudan People's Liberation Movement-North (SPLM-N), a Sudan-based group that was formerly aligned with the SPLA and that reportedly continued to receive support from the South Sudanese government, conducted periodic campaigns in which it forcibly recruited adults and children in refugee sites in South Sudanese territory, including in Yida, Unity state, Maban, and Upper Nile state. The SPLM-N reportedly used child soldiers in Sudan to fight against the Sudan Armed Forces and aligned militias. The Lord's Resistance Army (LRA) continued to harbor enslaved South Sudanese children in neighboring countries for use as cooks, porters, concubines, and combatants.

The Government of South Sudan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued implementation of its UN-backed action plan to eliminate the use of child soldiers in its armed forces, including through identifying and demobilizing 167 children from the SPLA and partnering with the UN to provide child protection training to military officers. Despite these measures, it failed to demonstrate overall increasing efforts to combat trafficking from the previous year. It did not hold SPLA officers criminally accountable for the unlawful recruitment and use of children, and UN reports indicate the SPLA used children in fighting during the civil conflict that began in December 2013. The government's efforts to address other forms of trafficking were also negligible, and it continued to indiscriminately arrest and imprison individuals for prostitution, including child sex trafficking victims. Therefore, South Sudan is placed on Tier 2 Watch List for a third consecutive year. South Sudan was granted

a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to meet the minimum standards for the elimination of trafficking and is devoting sufficient resources to implement that plan.



RECOMMENDATIONS FOR SOUTH SUDAN:

In accordance with the UN-backed action plan and the February 2013 child protection order, punish military officials found to be in violation of laws related to recruitment, use, and association of children; increase efforts to investigate suspected human trafficking cases, prosecute trafficking offenses, and convict and punish trafficking offenders using existing laws; establish and implement procedures to prevent prosecution of trafficking victims for crimes committed as a direct result of being trafficked; launch a public awareness campaign to educate government officials and the general public on all forms of human trafficking; train law enforcement and judicial officials to recognize trafficking victims among vulnerable groups, particularly individuals in prostitution and children in street vending, construction, or domestic work; work with NGOs to develop an inventory of service providers, and train government officials on procedures to refer victims to these organizations to receive care; ensure unimpeded access to all military barracks for monitoring missions to identify and remove any children; end all support—whether financial or in-kind—to militia groups that unlawfully recruit or use child soldiers or forcibly recruit adults for operations within or outside the country; enact the draft labor act to ensure adequate prohibitions of forced labor; form an interagency committee to develop and implement a national anti-trafficking policy; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Government of South Sudan made no significant anti-trafficking law enforcement efforts against private individuals or government officials complicit in human trafficking. South Sudanese law does not prohibit all forms of trafficking. South Sudan's Penal Code Act of 2008 (Article 282) prescribes a sufficiently stringent punishment of up to seven years' imprisonment for the sale of a person across international borders. The Penal Code Act also prohibits and prescribes punishments of up to seven years' imprisonment for abduction (Article 278) and transfer of control over a person (Article 279) for the purpose of unlawful compulsory labor; the prescribed punishment of up to two years' imprisonment for compulsory labor without aggravating circumstances is not sufficiently stringent. Article 276 criminalizes buying or selling a child for the purpose of prostitution and prescribes a punishment of up to 14 years' imprisonment—a penalty that is sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Punishments prescribed in Article 254 for procuring a child (up to 10 years' imprisonment) or an adult (up to two years' imprisonment) for the purposes of prostitution are not commensurate with those for rape. Article 258 prescribes punishments of up to 10 years' imprisonment for parents or guardians who cause or allow their child to be

involved in the sex trade. South Sudan's Child Act of 2008 prohibits the recruitment and use of children for military or paramilitary activities, and prescribes punishments of up to 10 years' imprisonment for such crimes. The national legislature did not pass the omnibus labor act, which was drafted by the Ministry of Labor in 2009 and would provide further protections against forced labor.

The government did not investigate or prosecute any trafficking offenses using these or other articles during the reporting period. Capacity and law enforcement presence in most regions of the country remained limited, and courts often lacked adequate human and physical resources to investigate and prosecute criminal offenses, including human trafficking offenses. Local observers reported that the government continued to arrest and jail women and girls in the sex trade, many of whom may have been trafficking victims—actions which were harmful to victims. Furthermore, they demonstrated the government's capability to take some law enforcement action using existing laws. Pervasive corruption in the judicial sector allowed trafficking perpetrators to prevent legal proceedings using intimidation or bribery.

The government did not make progress in investigating, prosecuting, or punishing SPLA officers who allegedly recruited or used child soldiers, despite previously signing an action plan with the UN and issuing orders to military officers requiring them to hold military officials responsible for the recruitment or use of children in any capacity. The government did not report any actions to enforce prohibitions on the recruitment of children into the SPLM-N; it claimed it did not have a relationship with this group and knew nothing about its recruitment practices.

Some government officials, including members of the SPLA and the South Sudan National Police Service (SSNPS), were reportedly complicit in trafficking offenses. Authorities occasionally assisted traffickers in crossing international borders, and some public officials subjected women and girls to domestic servitude; others purchased sex from child trafficking victims, facilitated the prostitution of children, or protected establishments that exploited victims in the sex trade. The government made no efforts during the reporting period to address such complicity by investigating and prosecuting those who committed such crimes. The government did not provide specialized anti-trafficking training to law enforcement officers or judicial officials during the year, and officers continued to have low awareness of South Sudan's laws prohibiting human trafficking.

PROTECTION

The Government of South Sudan continued to provide limited protection to former child soldiers, but it did not provide protection to victims of other forms of trafficking and, at times, its law enforcement efforts were harmful to victims. The government did not take steps to proactively identify victims of sex or labor trafficking among vulnerable populations, and it did not employ a systematic process to transfer identified victims to organizations to receive care. It did not identify or refer any victims to civil society organizations to receive care during the year.

The Ministry of Gender, Child, and Social Welfare (MoGSW), with support from international donors, operated a children's shelter that could be used to shelter trafficking victims; however, the shelter was not equipped to handle trafficking cases, had limited resources, and did not provide shelter to any trafficking victims in 2013. There were no specialized services available

for male, adult, or foreign trafficking victims or for any victims outside Juba. Front-line officers lacked awareness of available resources for trafficking victims and failed to remove them from exploitative situations. Social stigma and justified fears of punitive law enforcement actions discouraged victims, particularly sex trafficking victims, from communicating with law enforcement authorities. There were no laws or policies in place to protect victims from prosecution for crimes committed as a direct result of being trafficked. The government did not encourage victims' assistance in the investigation and prosecution of trafficking crimes or provide legal alternatives to the removal of foreign victims to countries where they would face hardship or retribution. Government officials' failure to recognize cases of human trafficking at times led to victims being punished as law violators. During the year, police routinely arrested and jailed individuals in prostitution without making efforts to determine whether they were trafficking victims, and there were reports that police, at times, sexually abused child sex trafficking victims. In previous years, the government was known to have arrested foreign victims for lack of proper documentation, though it is unknown if this occurred during the reporting period.

UN monitors identified and demobilized 167 children unlawfully recruited into the SPLA and two children in the SSNPS in 2013. The government provided international monitors access to military installations to screen for the presence of children, though security concerns sometimes impeded monitors' access and a commander of one base provided access only during certain times—thereby violating an SPLA command order granting unimpeded access for international monitors. In August 2013, the SPLA issued a directive requiring commanders to inspect their units for the presence of children and submit a certification of inspection within 60 days, but only two of the eight units completed the mandatory inspections. The South Sudan Disarmament, Demobilization, and Reintegration Commission partnered with UN agencies to interview, register, and provide reintegration services to 254 child soldiers rescued from both the government's security forces and other armed groups. State-level ministries of social development conducted family tracing for registered children.

PREVENTION

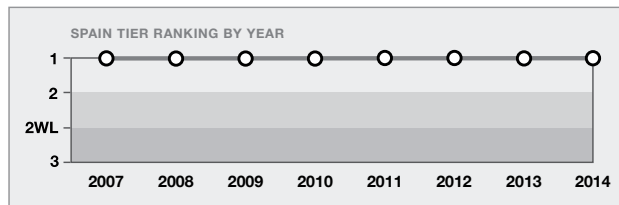
The government continued limited efforts during the reporting period to prevent trafficking. It did not conduct any anti-trafficking information or education campaigns or partner with civil society organizations to promote awareness of the dangers of human trafficking, and trafficking awareness remained low among government officials and members of the public. The government lacked an inter-ministerial committee and action plan to develop policy and coordinate national anti-trafficking efforts. Authorities in South Sudan took no known steps during the reporting period to address the labor exploitation of South Sudanese nationals working abroad or foreign nationals within South Sudan. With UN financial support, the SPLA continued training for child protection officers to recognize and report the military's association with child soldiers, to work with community leaders to prevent underage recruitment, and to vet soldiers integrating from rebel militia groups; 1,050 SPLA officers received child protection training, and SPLA awareness campaigns reached more than 31,000 soldiers in 2013. The SPLA's child protection officers worked with the UN and community members to vet new recruits for age verification, though low rates of birth registration made it difficult to verify ages, and children were recruited during the year. The government made no discernible efforts to reduce the demand for forced labor or

commercial sex acts during the reporting period. South Sudan is not a party to the 2000 UN TIP Protocol.

SPAIN (Tier 1)

Spain is a source, destination, and transit country for men, women, and children subjected to forced labor and sex trafficking. Women, primarily from Romania, Ukraine, Russia, Croatia, Bulgaria, Brazil, Colombia, Ecuador, Paraguay, Venezuela, China, and Nigeria, are subjected to sex trafficking in Spain. Victims are recruited by false promises of employment in the service industry or agriculture and are subsequently subjected to sex trafficking and debt bondage upon their arrival to Spain. Nigerian women are increasingly subjected to sex trafficking in the country through debt bondage and threats. Many women in prostitution in Spain are held under the control of organized crime networks, including Chinese, Nigerian, and Albanian trafficking networks that operate out of major cities in Spain. Some undocumented migrant men and women reportedly are forced to work in domestic service, agriculture, construction, and the service industry. Unaccompanied migrant children in Spain continue to be vulnerable to sex trafficking and forced begging.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. During the year, law enforcement and NGOs cooperated on victim identification and referral for assistance. The government prosecuted and convicted more traffickers, including forced labor cases. However, the government did not improve victim identification among vulnerable migrants and children. Services for male victims and victims of labor trafficking were lacking; specialized shelters and assistance for child victims were inadequate. No awareness campaigns aimed at forced labor were conducted.



RECOMMENDATIONS FOR SPAIN:

Continue to investigate and prosecute trafficking offenses, including those for labor trafficking; prosecute and punish government officials complicit in trafficking; improve victim identification by strengthening the multi-disciplinary approach; establish specialized anti-trafficking services for child victims and male labor trafficking victims; provide regular training on victim identification and victim-centered approach to law enforcement; train immigration authorities to make identification of potential trafficking victims a priority and to encourage a low threshold for initial screenings and determination of possible trafficking; train all prosecutors and judges on a victim-centered approach, not just those specializing in trafficking cases; proactively identify victims, in particular among irregular migrants and unaccompanied minors; continue to institutionalize use of the protocol on victim identification and referral to ensure that NGOs are included in implementing a victim-centered approach to screening and assistance; ensure that the process for granting potential trafficking victims a reflection period is based on identification procedures that account for victims' likely trauma, fear of reprisal, and mistrust of authorities and ensure

victims are afforded the full time to recover before making a decision of whether to cooperate with law enforcement; establish national procedures for the proactive identification of child victims and ensure prosecutors and child protective services are coordinated to avoid re-victimization; adopt a comprehensive approach to anti-trafficking action, in particular with regard to forced labor; conduct awareness campaigns on forced labor; and provide comprehensive data on law enforcement efforts, including investigations and sentencing for trafficking offenses.

PROSECUTION

The Government of Spain increased law enforcement efforts in 2013 by prosecuting and convicting more traffickers. Spain prohibits all forms of both sex and labor trafficking through Article 177 bis of its criminal code, which prescribes penalties from five to 12 years imprisonment. These penalties are sufficiently stringent and commensurate with the prescribed penalties for other serious crimes, such as rape. The Office of the Prosecutor investigated 295 trafficking cases. Courts initiated prosecutions of 104 defendants for sex trafficking and six for labor trafficking, compared with 46 and seven in 2012. Thirty-one traffickers were convicted in 2013, an increase compared with 13 in 2012. Of the 31 convictions, 26 were convicted of sex trafficking and five were convicted of labor trafficking; four defendants were acquitted. While the government did not provide comprehensive sentencing data, it was reported that sentences ranged from three to 12 years imprisonment, as well as restitution.

The Government of Spain did not report any new investigations, prosecutions, or convictions of government employees complicit in human trafficking. A Galician court continued to investigate members of the National Police and the Civil Guard alleged to be complicit in exploiting Brazilian women in prostitution. Police dismantled 14 criminal trafficking organizations and three criminal organizations involved in sexual exploitation. The government coordinated with NGOs when conducting raids intended to identify trafficking victims and immediately provide victim services; for example, an NGO was present during a police raid against a trafficking network that exploited Chinese women. The government provided specialized training on trafficking to law enforcement officials. It also collaborated with NGOs in the development of training materials on victim identification and incorporated them into training sessions. In April 2013, the national police launched a three-year plan against human trafficking. The purpose of the plan is to combat all forms of trafficking through a variety of measures, including specific training on trafficking for law enforcement officials, cooperation with NGOs to assist victims, and international cooperation with trafficking source countries such as Brazil, Romania, and Nigeria.

PROTECTION

The government maintained protection efforts by continuing to identify victims and coordinating with NGOs to provide services and assistance. The Organized Crime Intelligence Center reported identifying 127 trafficking victims of sex trafficking, compared with 125 in 2012. Of the 127 identified, 12 were child victims. NGOs provided assistance to 112 newly identified victims during the year, 41 of whom were referred by law enforcement. NGOs reported increased cooperation with law enforcement in the identification and referral of victims. NGOs provided victims with temporary shelter and access to legal, medical, and psychological services. Medical attention, including emergency care, was provided through the national health care system.

NGOs reported that they often accompanied the regional police to meet with victims of sex trafficking and provide them with information and resources. Through a Barcelona project focused on trafficking victim reintegration, 18 women received medical and psychological assistance, as well as vocational training and employment assistance. All child victims were accommodated in the specialized centers for child victims of crimes. In 2013, two child victims were granted emergency shelter and received assistance from an NGO. Two non-trafficking-specific shelters were available for male victims. The Delegation Against Gender Violence in the Ministry of Health has the responsibility for the coordination of the government anti-trafficking efforts with regard to sexual exploitation; this gender focus resulted in a lack of focus on providing services to male victims and victims of labor trafficking. The government allotted the equivalent of approximately \$2 million to NGOs providing shelter and services to victims for the interim period before a new national action plan is developed, compared with \$2.6 million in 2012. Experts expressed concern about the adequacy of victim assistance funding.

Under the national referral mechanism (NRM), NGOs were involved in victim assistance with regard to accommodation, protection, and support for victims, although NGOs lacked clearly defined roles. The police increased their cooperation with NGOs on victim identification, and during raids, and the prosecutors' office held monthly meetings with NGOs. Experts observed that child trafficking cases were underreported in the official statistics and were concerned by the lack of specialized services available for child victims. Child victims were sheltered either in women's trafficking shelters or in child protective services, which were not trained to serve trafficking victims. At border checkpoints and airports officials reportedly required significant substantiation from individuals before they would determine them to be potential trafficking victims.

Under Spanish law, foreign victims who cooperate with law enforcement are eligible for temporary or permanent residency status. Only victims who testify at trial, however, are eligible for permanent residence and there is no exception to this testimony requirement for child victims or for victims suffering from trauma. The government granted reflection periods—time in which victims could recover while deciding whether to assist law enforcement—to 71 victims in 2013, compared with 93 in 2012, and granted 64 temporary residency permits to victims who agreed to assist law enforcement, compared with 66 in 2012. Victims who were willing to testify in court were allowed longer-term one-year residency permits, which were renewable in two year periods. Victims also received assistance to return to their country of origin, unless a criminal prosecution required them to stay. In October 2013, for the first time, the government granted asylum to a Nigerian woman because she was a sex trafficking victim; her daughter was also granted asylum. The Spanish criminal code exempts trafficking victims from punishment for criminal offenses committed as a result of having been trafficked.

PREVENTION

The government continued prevention efforts through a variety of public awareness campaigns involving flyers, banners, exhibits, and other displays. These initiatives were extensively covered in the print, broadcast, and internet-based media and promoted as part of the government's publicity for the national lottery's drawing. The government continued its UNODC partnership "Blue Heart" campaign which was broadcasted on all major

private and public TV stations and focused on sex trafficking awareness. The national action plan was under active review to be updated in 2014 for a new three-year period. In June 2013, the government completed an EU-funded project to produce multilingual guidelines and practical tools for service providers identifying victims of forced labor, forced participation in illegal activities, and sexual exploitation. In April 2013, the government launched an anti-trafficking awareness campaign that included a toll-free hotline and email address for reporting suspected cases of sex trafficking. In December 2013, the government, in collaboration with NGOs, released an updated resource guide for victims of trafficking in persons for sexual exploitation, covering available social, psychological, medical, judicial, training, housing, and job search tools and resources in 12 languages. In October 2013, Spanish regional associations and government agencies signed the Protocol on the Protection of Victims of Human Trafficking in Catalonia. The protocol aims to develop and adapt the nationwide framework protocol on victim identification and assistance to the region. The government undertook a demand reduction campaign to discourage newspapers from publishing classified ads for explicit sexual services, through which trafficking victims may be exploited. The government did not demonstrate efforts to reduce the demand for forced labor. The government maintained a website, designed with help from UNICEF, to warn potential Spanish child sex tourists that they could be subject to prosecution under Spanish law for criminal acts committed abroad, but no such prosecutions were reported. Spanish troops received trafficking-specific training prior to their deployment abroad for international peacekeeping missions.

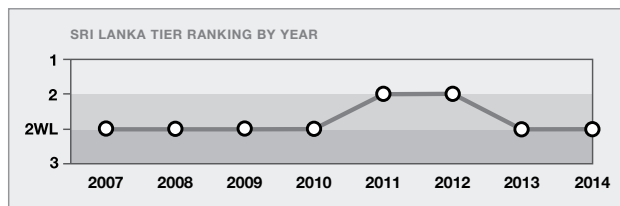
SRI LANKA (Tier 2 Watch List)

Sri Lanka is primarily a source and, to a lesser extent, a destination country for men, women, and children subjected to forced labor and sex trafficking. Some of the Sri Lankan men, women, and children who migrate to Saudi Arabia, Kuwait, Qatar, the United Arab Emirates, Jordan, Bahrain, Egypt, Lebanon, Iraq, Afghanistan, Malaysia, Singapore, Mauritius, and the United States to work as construction workers, domestic servants, or garment factory workers are subsequently subjected to forced labor. Exploiters hold these migrants in forced labor through restrictions on movement, withholding of passports, physical or sexual abuse, and threats of detention and deportation for immigration violations. Before their departure from Sri Lanka, many male migrant workers go into debt to pay high recruitment fees imposed by unscrupulous labor recruitment agencies—most of them members of Sri Lanka's Association of Licensed Foreign Employment Agencies—and their unlicensed sub-agents; some women migrants report being required to pay off recruitment fees through salary deductions in the destination country. Observers reported that unregistered recruiters increasingly sought to coerce potential recruits, especially women, into accepting jobs abroad by repeatedly loaning them money and then suggesting migrant work as the only viable way to repay the debt. Some recruitment agencies commit fraud by baiting and switching: they promise one type of job and conditions but then change the job, employer, conditions, or salary after arrival. Some Sri Lankan women are subjected to forced prostitution in Jordan, Singapore, Maldives, and other countries.

Within the country, women and children are subjected to sex trafficking in brothels. Boys are more likely than girls to be forced into prostitution in coastal areas for child sex tourism.

Children, individuals with physical deformities, and those from socially vulnerable groups are forced to beg or engage in criminal activity in the cities of Colombo and Kandy. There have been reports of children being subjected to bonded labor and forced labor in dry-zone farming areas on plantations, and in the fireworks and fish-drying industries. Some child domestic workers in Colombo, generally from the Tamil tea estate sector of the country, are subjected to physical, sexual, and mental abuse, nonpayment of wages, and restrictions of their movement, which in total may indicate labor trafficking. A small number of women from Thailand, China, Egypt, and countries in South Asia, Europe, and the former Soviet Union have been subjected to forced prostitution in Sri Lanka in recent years.

The Government of Sri Lanka does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued modest prevention efforts, including updating its national action plan, holding monthly inter-ministerial meetings, and launching awareness campaigns. Despite these measures, the government failed to demonstrate evidence of increasing overall efforts to address human trafficking over the previous reporting period; therefore, Sri Lanka is placed on Tier 2 Watch List. For the third year in a row, authorities failed to convict any traffickers under Sri Lanka's trafficking statute, and almost none of the traffickers convicted under the procurement statute served time in prison. Provisions for victim protection were inadequate, as the government provided no specialized services to male victims, incarcerated sex trafficking victims, and mixed child victims with criminals in state institutions. Authorities did not approve guidelines for victim identification and protection that were developed in 2012, though some agencies began implementing them anyway. However, authorities rarely enforced labor recruitment regulations and increasingly denied young Sri Lankan women the legal permission to migrate for work, increasing the likelihood that women would use unregulated recruiters who are more likely to exploit migrant workers.



RECOMMENDATIONS FOR SRI LANKA:

Improve efforts to investigate and prosecute suspected trafficking offenses, respecting due process, and convict and punish offenders; ensure identified victims, including men and children, receive specialized care services, including safe accommodation, psychosocial counseling, and legal assistance; investigate and prosecute government officials suspected of complicity in human trafficking; approve and fully implement procedures to proactively identify victims among vulnerable populations and refer them to care facilities; train local and national government officials on care and referral procedures; ensure that victims found within Sri Lanka are not detained or otherwise penalized for unlawful acts committed as a direct result of being trafficked, such as migration violations or prostitution; train local law enforcement on investigation of cases and evidence-collection as well as the provisions of Article 360(c) of the penal code; continue to clarify the definition of human trafficking, as well as the differences between trafficking and crimes such as smuggling and prostitution, in training of

officials; provide witness protection and incentives for victims to cooperate with law enforcement to enable prosecutions; improve services for shelters, legal aid, and counseling, and improve staff training at embassies in destination countries; promote safe and legal migration rather than imposing discriminatory policies; implement the provision of the Abu Dhabi Dialogue Framework for Regional Cooperation on reducing recruitment costs for migrants; increase the accessibility of information about the migration process to potential migrants before they decide to migrate; expand the Bureau of Foreign Employment's mandate to include the regulation of sub-agents; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The Sri Lankan government made very limited law enforcement efforts to address human trafficking. Sri Lanka prohibits all forms of both sex and labor trafficking through Article 360(c) of its penal code, although the law also covers non-trafficking offenses, such as selling children. The law prescribes punishments of up to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious offenses, such as rape. The government investigated 20 new cases of trafficking in 2013, compared to 44 in 2012. Authorities prosecuted one case under Article 360(c), an increase from zero cases in 2012 and 2011, though it was a case of baby-selling. Authorities also prosecuted ten potential sex trafficking cases under Sri Lanka's procurement statute, which prescribes lesser penalties than Article 360(c). As in 2012 and 2011, Sri Lankan courts did not convict any traffickers under Article 360(c) in 2013, though one court convicted three defendants under Article 360(c) for baby-selling. Authorities also convicted 12 traffickers under the procurement statute; all but one of them received a suspended sentence. The government's reliance on procurement charges, and the absence of prosecutions under the trafficking statute, resulted from an inability or unwillingness on the part of police to thoroughly investigate potential human trafficking cases for elements of force, fraud, or coercion. Authorities provided training for 27 officers of the police's Women and Children's Bureau and 47 officers in the tourist police unit.

Government employees' suspected complicity in trafficking offenses remained a problem. There were allegations that police and other officials accepted bribes to permit brothels to operate; some of the brothels exploited trafficking victims. Many recruitment agencies were politically connected. Some sub-agents worked with Sri Lankan officials to procure forged or modified documents, or real documents with false data, to facilitate travel abroad. Despite these reports of complicity, the government did not report any investigations or prosecutions of government employees suspected of being complicit in human trafficking.

PROTECTION

The government made limited progress in protecting victims of trafficking. Authorities did not approve standard operating procedures for the identification of victims and their referral to protective services that had been drafted in 2012; consequently, victims may not have been identified and inappropriately penalized for unlawful acts committed as a direct result of having been trafficked. Observers reported that Sri Lankan authorities jailed some sex trafficking victims for prostitution offenses. Some government officials had reportedly begun to implement the victim identification procedures. The police reported identifying 50 victims and an international organization identified 120

victims in 2013. The government was unable to identify the number of victims identified in 2012. While groundbreaking for a dedicated trafficking shelter for female victims occurred in December 2012, the shelter was not yet operational at the close of the reporting period. The shelter is funded by a foreign government and will be operated by an international organization; the Sri Lankan government contributed the land and building. The Bureau of Foreign Employment (SLBFE) continued to operate short-term shelters in Sri Lankan embassies and a transit shelter in Sri Lanka's international airport for returning female migrant workers who encountered abuse abroad. The government did not have any specialized care services available for male victims. Authorities held child victims in facilities housing juvenile criminals until they could be placed in a state-run or state-approved home. Overall funding for trafficking victim services remained inadequate. The government did not allocate any resources to repatriate victims exploited abroad. There was no information on whether the government encouraged victims to assist in the investigation and prosecution of trafficking cases. Some recruitment agencies reportedly hired thugs to threaten victims with retribution if they went to the police. The government did not provide foreign victims with legal alternatives to deportation to countries where they might face hardship or retribution.

PREVENTION

The Sri Lankan government made limited progress in its efforts to prevent trafficking. The inter-ministerial anti-trafficking taskforce continued to meet monthly and developed a 2013 update to its 2012 action plan; observers reported uneven implementation of the action plan, with most public awareness and training activities completed, while most government policy proposals were still on-going. The government's awareness campaigns targeted employees of estates, factories, and schools. The SLBFE increasingly denied young Sri Lankan women legal permission to work outside the country; evidence shows that restrictions such as these may drive these women to seek employment with unlicensed brokers and lead to increased human trafficking. Although the SLBFE continued to require migrant domestic workers with no experience working in the Middle East to complete a 12-day pre-departure training course, migrant workers remained vulnerable. Authorities rarely enforced legal provisions governing fraudulent recruitment. The SLBFE, which had 15 police officers singularly tasked with identifying and apprehending illegal recruiters, fined recruitment agencies found guilty of fraudulent practices the equivalent of approximately \$11,000. The government has not taken steps to regulate sub-agents under the SLBFE. The National Child Protection Authority and an NGO developed brochures, tourist maps, and hotel door hangers warning of the legal penalties for acts of child sex tourism. The Government of Sri Lanka did not report any efforts to reduce the demand for commercial sex acts during the reporting period. The government trained military personnel on human trafficking prior to their deployments abroad for international peacekeeping missions. Sri Lanka is not a party to the 2000 UN TIP Protocol.

SUDAN (Tier 2 Watch List)

Sudan is a source, transit, and destination country for men, women, and children subjected to forced labor and sex trafficking. Internal trafficking occurs in Sudan, including in areas outside of the government's control. Sudanese women and girls, particularly

those from rural areas or who are internally displaced, are vulnerable to forced labor when serving as domestic workers in homes throughout the country; most work without contracts or government-enforced labor protections. There are reports of organized child street begging in Khartoum and other large cities. Sudanese girls engage in prostitution within the country, including in restaurants and brothels, at times with the assistance of third parties. Thousands of Dinka women and children, and a lesser number of children from the Nuba tribe, were abducted and subsequently enslaved by members of the Missiriya and Rizeigat tribes during the civil war that spanned from 1983 until 2005; some of those enslaved remain with their captors. In January 2013, Rizeigat militia abducted 96 children—44 girls and 52 boys—from South Sudan's Northern Bahr El Ghazal state and took them to East Darfur following fighting between the South Sudanese army and this militia; the children were released and returned to South Sudan in June 2013. This was the first documented case of child abductions by the Missiriya or Rizeigat in recent years.

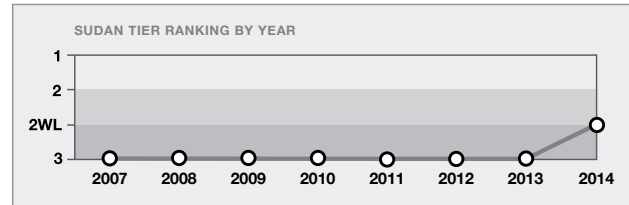
Sudanese women and girls are subjected to domestic servitude in Middle Eastern countries, such as Bahrain, Egypt, Qatar, and Saudi Arabia, and to sex trafficking in Europe. In 2013, a Sudanese sex trafficking victim was identified in Lebanon. Some Sudanese men who voluntarily migrate to the Middle East as low-skilled laborers encounter situations of forced labor. Sudanese children in Saudi Arabia are used by criminal gangs for forced begging and street vending. There are reports that Sudanese criminal gangs promise Sudanese nationals jobs in Libya and collect facilitation fees to cover their travel expenses, but after crossing the border sell them to Libyan nationals who force them to labor in agriculture and other sectors. Libyan nationals also coerce Sudanese labor migrants to work for little or no pay by threatening to report their illegal presence in the country to Libyan authorities. Sudanese men who migrate illegally to Libya have been rounded up and detained in prison facilities often outside of state control, where they are exploited as forced laborers.

Numerous Ethiopian and Eritrean women—including undocumented migrants and refugees—and a smaller number of Filipina women are subjected to domestic servitude in Sudanese homes, where they experience beatings, sexual abuse, inadequate accommodations, long working hours without days off, confinement, and nonpayment of wages; some of these women encounter similar exploitation in the Middle East after transiting Sudan. Many of the employment agencies that initially contract these workers are based in the Philippines, UAE, Saudi Arabia, or Ethiopia, but have entered into partnerships with agencies in Sudan. Some Filipina domestics sign contracts in the Philippines to work in Dubai, Amman, or Cairo, but are sent by employment agencies to Khartoum after arriving in those cities; they are powerless to refuse this change of country due to their irregular visa status and lack of money to return home. Employment agencies that bring foreign domestic workers to Khartoum reportedly engage in exploitative practices, such as physical abuse, nonpayment of salaries, and withholding of passports. Bangladeshi adults migrate legally to Sudan through employment agencies for work in factories, where some are reportedly subjected to forced labor. Ethiopian, Eritrean, Somali, and possibly Thai women are subjected to forced prostitution in Sudan; agents recruit young women from Ethiopia's Oromia region with promises of high-paying employment as domestic workers, only to force them into prostitution in brothels in Khartoum. Eritrean nationals are brutalized by smugglers from the Rashaida tribe, including by being whipped, beaten, deprived

of food, raped, chained together, and forced to do domestic or manual labor at smugglers' homes; some of these individuals are not willing migrants, but are abducted from Sudan-based refugee camps or at border crossings. Other abductees are taken to Khartoum where they are subsequently subjected to forced labor or transferred to other countries for similar purposes.

During the reporting period, Sudanese children in Darfur were forcibly recruited as child soldiers, at times through abduction, and used by armed groups such as the Liberation and Justice Movement (LJM), Justice and Equality Movement (JEM), various factions of the Sudan Liberation Army (SLA), government-supported Janjaweed militia, and the Beni Hussein tribe. Government security forces, including the Sudan Armed Forces (SAF), the Central Reserve Police (CRP), and the Government Border Guards (including the Border Intelligence Forces) also recruited and used children as combatants and for support roles. For example, the UN Country Task Force on Monitoring and Reporting of grave violations of child rights in armed conflict (CTFMR) documented 12 boys wearing military uniforms in SAF vehicles in Jebel Moon during a hand-over ceremony from an outgoing to an incoming SAF field commander. The CTFMR also observed a 13-year-old boy carrying a weapon and wearing a SAF uniform in Zalingei, and confirmed that two boys—13 and 14 years old—completed military training in Blue Nile state and remained associated with the SAF as of early 2014. In late 2013, the Government Border Guards, all from the Rizeigat tribe, recruited 14 boys in Nyala and airlifted them to Khartoum for military training. Children as young as 12-years-old were verified as being recruited by and associated with the government-aligned Popular Defense Forces (PDFs) during the year in both Darfur and the "Two Areas" (South Kordofan and Blue Nile), as well as with pro-government militias. For example, in April 2013, a 15-year-old girl and her 18-year-old sister were abducted by a pro-government militia amid fighting in Labado and Muhajeria; they were used as porters and raped before being released. The Sudan People's Liberation Movement-North (SPLM-N) forcibly recruited and used child soldiers in fighting against the SAF and aligned militias in Upper Nile, South Kordofan, and Blue Nile states; some of these children were recruited in South Sudan. In 2013, artisanal gold mining increased in Darfur; some of this mining was undertaken with forced child labor. Inter-tribal ethnic clashes over control of mines increased, resulting in a corresponding increase in the use of child soldiers.

The Government of Sudan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, government officials increasingly engaged on the issue of human trafficking in the public sphere. The government enacted an anti-trafficking law, amended the Popular Defense Forces Act to increase the minimum age of recruitment to 18 years, rescued and provided assistance to an increased number of trafficking victims, and made efforts to bring traffickers to justice. It produced a film on the country's human trafficking problem and screened it in various fora. Despite this notable and unprecedented progress, the government's efforts to combat trafficking through law enforcement, protection, and prevention measures remained *ad hoc* rather than flowing from strategic planning at the national level, resulting in some forms of trafficking occurring within the country being completely unaddressed. The government made public little data regarding its efforts to combat human trafficking. Further, its armed forces and proxy militias were reported to have unlawfully recruited and used child soldiers in 2013, and for another year it did not conclude a proposed joint action plan with the UN to address the problem.



RECOMMENDATIONS FOR SUDAN:

Establish a national inter-ministerial committee to implement the new anti-trafficking law and provide oversight of national and state-level efforts to address the crime; utilize the new anti-trafficking law to increase efforts to investigate suspected human trafficking cases, prosecute trafficking offenses, and convict and punish traffickers; take steps to identify and provide protective services to all types of trafficking victims found within the country, particularly those exploited in domestic servitude or commercial sexual exploitation; launch a public awareness campaign to educate government officials and the general public on the nature and dangers of human trafficking; institute regular training for Sudanese diplomats posted overseas, as well as officials who validate migrant workers' employment contracts or regulate employment agencies, to enable proactive identification and provision of services to trafficked migrant workers; establish an official process for law enforcement officials to identify trafficking victims among vulnerable groups and refer them for assistance; allow unimpeded access to military barracks for monitoring missions to identify and remove any child soldiers; demobilize all remaining child soldiers from the ranks of government forces and aligned militias; criminalize child prostitution in the absence of coercion; clarify the new anti-trafficking law by including a definition of exploitation and excluding the requirement to prove gain or advantage to the trafficker; amend the Law of 1955 Regarding Domestic Servants to provide additional rights and protections for domestic workers, such as mandatory written employment contracts and a limit on the number of hours worked each day; develop, publicize, and enforce a clear, easily-navigable process for employers to officially register their domestic workers and employment contracts, as required by the Law of 1955 Regarding Domestic Servants, as well as to regularize undocumented foreign domestic workers; make a much stronger effort through a comprehensive policy approach that involves all vested parties to identify, retrieve, and reintegrate abductees who remain in situations of enslavement; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government's anti-trafficking law enforcement efforts increased during the reporting period. The government did not, however, maintain comprehensive data on these efforts or make such information available for inclusion in this report. The Criminal Act of 1991 does not prohibit all forms of trafficking in persons, though Articles 156 and 163 prohibit inducing or abducting someone to engage in prostitution ("seduction") and forced labor, respectively. Prescribed penalties of up to five years' imprisonment for "seduction" are sufficiently stringent, but not commensurate with those prescribed for other serious crimes, such as rape. Prescribed penalties for forced labor of up to one year's imprisonment or a fine are not sufficiently stringent. It is unclear whether the National Intelligence and Security Services (NISS) or police forces from the Ministry of Interior—the entities responsible for investigating cases of human trafficking—conducted law enforcement actions using

these laws during the reporting period. The Child Act of 2008, enacted in January 2010, prohibits, but does not prescribe punishments for, forced child labor, child prostitution, sex trafficking, and the recruitment of children under the age of 18 into armed forces or groups; although the act includes provisions for the rehabilitation and reintegration of child victims, no government entity has been assigned responsibility for their implementation. Some states, such as South Kordofan, have enacted their own child acts based on the national law. The Sudan Armed Forces Act of 2007 prohibits members of the armed forces from recruiting children younger than 18, enslaving civilians, or coercing civilians into prostitution; the government has never used this statute to hold military officials accountable for the recruitment or use of child soldiers. The Law of 1955 Regarding Domestic Servants outlines a process for employing and registering domestic workers and provides limited labor rights and protections for them; however, officially registering domestic workers as required by the law entails a complicated process with bureaucratic impediments, including high fees and officials' expectation of receiving bribes. As a result, few if any domestic workers are registered and protected under the law.

In November 2013, the Ministry of Justice submitted draft anti-trafficking legislation to the National Assembly for review; the assembly approved the Bill of Counter Human Trafficking for the Year 2013 in January 2014 after four readings and the president signed it into law in March 2014. The law prescribes between three and 10 years' imprisonment for acts of trafficking, between five and 20 years' imprisonment for aggravated trafficking, and capital punishment in cases where the trafficking victim dies; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The legislation does not, however, criminalize all forms of human trafficking; it does not prohibit child prostitution in the absence of coercion and fails to adequately define 'exploitation.' In November 2013, Gedaref state enacted its Immigration and Human Trafficking Law. The National Assembly enacted an amendment to the Popular Defense Forces Act in September 2013, which increased the age of recruitment in the government-controlled PDFs to 18 years; the ratification of this law was published in the Official Gazette of Sudan, N0 1817, in January 2014.

The Informatics and Organized Crimes Bureau of the Sudan Police Force (SPF) investigated and reportedly referred cases of suspected trafficking for prosecution at the federal level during the reporting period; however, the government did not report the number of investigations or prosecutions it undertook at the federal level in 2013 or under which laws defendants were prosecuted. National authorities also did not aggregate state-level law enforcement statistics on trafficking cases. The SPF's Criminal Investigative Division for the first time provided law enforcement information for inclusion in this report, noting that trafficking-related arrests since 2011 had resulted in 70 convictions. According to international organizations, the government initiated prosecutions in 2013 against 25 defendants for suspected human trafficking crimes, including 13 in Khartoum and 12 in Kassala state, and achieved 28 convictions. For instance, in March 2014, a Kassala court convicted two individuals under the Kassala Law Against Human Trafficking and Smuggling, sentencing them to 10 years' imprisonment. Two prosecutions involving an unknown number of defendants remained pending in Kassala state at the close of the reporting period. Six cases involving 22 individuals remained pending in Kassala state at the end of 2012; the status of these cases in 2013 is unknown. The details of any of the

mentioned cases and whether they constitute human trafficking rather than other related crimes—such as smuggling, kidnapping, or extortion—remain unknown. The government did not report any investigations, prosecutions, or convictions of government employees complicit in human trafficking, despite allegations that police and border guards facilitated abductions of Eritrean nationals, allowed potential victims to be transported across security checkpoints or international borders without intervention, and failed to take action against suspected traffickers. The government did not provide specialized anti-trafficking training to police, military, prosecutorial, or judicial personnel. In December 2013, however, IOM facilitated training in Khartoum for 25 officials from the Commissioner for Refugees, NISS, and military intelligence on refugee law, the vulnerability of migrants, and the identification and protection of trafficking victims. IOM and UNHCR conducted similar training sessions in Eastern Sudan for various government officials during the reporting period.

PROTECTION

The government demonstrated modest efforts to protect victims of trafficking. It did not maintain or provide statistics regarding its identification of or efforts to provide protective services to such persons. Non-governmental entities reported that police, military intelligence, and the NISS released or rescued a significant, but unknown number of victims of trafficking; however, it is unclear whether they were victims of trafficking or other crimes, such as smuggling, kidnapping, or extortion. In January 2014, the NISS rescued 124 foreign nationals it determined to be trafficking victims, including 35 children, following law enforcement efforts in Khartoum and Omdurman; it referred the women and children to the Ministry of Social Welfare's Department of Child Care for health screening and notified their embassies in Khartoum. At the close of the reporting period, the NCCW continued to provide the women and children with housing and psychological and social services. It is unknown what services, if any, the government provided to the adult male victims. Sudan has few care facilities accessible to trafficking victims and officials maintained that providing comprehensive victim care is beyond the logistical and functional ability of the government. The Ministry of Welfare and Social Insurance remained responsible for providing legal protection, housing, shelter, and medical and psycho-social support to women and children vulnerable to commercial sexual exploitation and other forms of trafficking within Sudan; the ministry provided limited medical and psycho-social care to an unknown number of potential trafficking victims in several states in 2013. Seventeen child and family protection units in the police force, including four in Khartoum, continued to be staffed by social workers who offered legal aid and psycho-social support to victims of abuse and sexual violence. The capacity of these entities and the services they provided varied from state to state; it is unclear whether any trafficking victims received care through these units. Police referred street children in abusive situations to orphanages on a case-by-case basis and remanded individuals who may have been trafficked to the care of community leaders. In 2013, police officials reported the creation of an office, in conjunction with the Refugee Commissioner and the Sudanese Red Crescent, to establish safe houses to provide rehabilitative services to trafficking victims. In addition, the government formed a rapid emergency taskforce and response unit to respond to trafficking crimes in eastern Sudan; the accomplishments and effectiveness of these entities is unknown. In 2013, UNHCR provided training to local government officials within the refugee camps and in Khartoum to interview and identify trafficking victims among

the refugee population. The government agreed in September 2013 to issue work permits to some 30,000 predominantly Eritrean refugees with irregular status—a population vulnerable to forced labor and sex trafficking—who wished to work within Kassala State, in contrast to just 180 work permits issued in 2012; however, at the close of the reporting period, it had yet to issue any of the promised work permits. For other trafficking victims, though, there were no assistance programs; for example, the government did not provide rehabilitation or reintegration programs for Sudanese nationals who return from situations of forced labor in Libya.

The SAF's child protection unit was charged with monitoring child soldiering and conducting training for military personnel on laws protecting children, but lacked a formal mandate to enforce such laws. Unstable and violent conditions in South Kordofan, Blue Nile, Darfur, and Abyei impeded the government's ability to monitor child soldiering in these areas; parts of these territories remain under the control of opposition groups. It is unknown to what extent the SAF demobilized children from its forces, the PDFs, or other associated militias during the year. In October 2013, as a result of ongoing child rights and protection training initiatives conducted by SAF and PDF officers, PDFs in Abugibaiha, Talodi, and Kalogi (South Kordofan) released nine children—all boys aged 15 to 17 years—who were returned to their families. In March 2013, State Councils, the Ministry of Social Welfare, and UN agencies registered and removed 74 children (50 boys and 24 girls) from SLA/Historical Leadership in South Darfur, followed by 10 children (five boys and five girls) from the same group in West Darfur in May 2013. In 2013, the Sudan Disarmament, Demobilization, and Reintegration Commission (SSDDRC) enrolled a total of 450 demobilized child soldiers (389 boys and 61 girls) in UNICEF-supervised programs, through which they received services, including vocational training; the SSDDRC reportedly provided social workers to evaluate and monitor the children's reintegration into their home communities.

The Ministry of Labor's Secretariat of Sudanese Working Abroad (SSWA)—the body responsible for collecting fees and taxes from Sudanese migrant workers before their departure and protecting their rights and interests while abroad—reportedly had an anti-trafficking section to repatriate abused workers from the Middle East. It is unknown what efforts, if any, this section, the Ministry of Foreign Affairs (MFA), or any of Sudan's diplomatic missions made to address the problem of labor exploitation of Sudanese nationals working abroad. The MFA reported that Sudanese embassies operated telephone hotlines for the reporting of trafficking cases, but did not provide further information regarding the calls received or efforts made by its embassies to provide assistance to Sudanese trafficking victims identified overseas.

The government did not employ a system for proactively identifying trafficking victims among vulnerable populations or a referral process for transferring victims to organizations providing care. The government did not encourage victims' assistance in the investigation and prosecution of trafficking crimes or provide legal alternatives to the removal of foreign victims to countries where they would face hardship or retribution. It was not reported that the government detained or punished any trafficking victims for unlawful acts committed as a direct result of being trafficked. The government made no efforts to assist victims of abduction and enslavement that occurred during the twenty-two year civil war or to facilitate their safe return to their families.

PREVENTION

The government demonstrated increased efforts to prevent trafficking. It ceased its public denial of the existence of human trafficking in Sudan and acknowledged the scope and extent of the country's human trafficking problem through press statements, media outreach, conferences, and cooperative efforts with foreign diplomatic missions and international organizations. Several UN agencies reported that the Sudanese government's increasing concern with and unprecedented efforts to address human trafficking have risen to a level in which international organizations are able to work jointly with the government to combat the crime and take preventative measures. During the year, numerous government agencies expressed openness to dialogue and acknowledged their need for capacity building and training. Government-controlled print media published articles on human trafficking in 2013, covering topics such as safe migration, anti-trafficking training events, and arrests of suspected traffickers. In contrast to previous reporting periods in which the government publicly and forcefully denied the existence of trafficking in Sudan, high ranking officials frequently spoke about human trafficking at public events; for example, SSWA representatives and other government officials made detailed presentations on human trafficking at a February 2014 conference for female parliamentarians from Africa and the Middle East. The SSWA's media department produced a 30-minute film, entitled "Dreams Trap," that explains the severity of the Sudan's trafficking problem, different ploys and routes traffickers use, the physical and psychological effects on victims, and the importance of rehabilitation support for victims. The SSWA screened this film at the aforementioned conference and in other fora. In December 2013, the government signed a joint strategy with UNHCR and IOM to address human trafficking, kidnapping, and the smuggling of persons in Sudan.

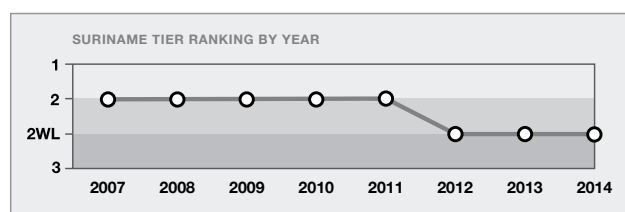
The government lacks an inter-ministerial anti-trafficking committee and action plan to coordinate its national efforts; coordination among government ministries on trafficking issues remained poor. The Ministry of Labor's National Committee for Labor Markets is responsible for overseeing the work of employment agencies that recruit Sudanese migrants for work abroad, as well as bring foreign workers into the country. Although it has the authority to revoke agencies' licenses for violations of the labor code and refer cases to criminal courts, it made no efforts to do so during the reporting period. The ministry provided no information on its efforts to identify or address forced labor violations. At the request of the NCCW, SAF officials met with the CTFMR co-chairs in September 2013 to discuss the government's draft joint action plan with the UN to prevent and end the recruitment and use of children by government forces, which remained unsigned at the close of the reporting period after several years of review by the government; the NCCW did not convene the government's taskforce on children and armed conflict—comprised of the Ministries of Foreign Affairs, Interior, and Justice, and the DDR Commission—which remained dormant during the year. The government did not report taking any measures to reduce the demand for commercial sex acts or forced labor. Sudan is not a party to the 2000 UN TIP Protocol.

SURINAME (Tier 2 Watch List)

Suriname is a source and destination country for women, men, and children who are subjected to sex trafficking and forced labor. Women and girls from Suriname, Guyana, Brazil, and

the Dominican Republic are subjected to sex trafficking within the country. Reported trafficking cases in Suriname's remote jungle interior—which constitutes approximately 80 percent of the country—increased during the reporting period. NGOs and government sources indicate that some women and girls are exploited in sex trafficking in Suriname's interior around mining camps; the remote and illegal nature of these camps and limited government presence in these areas renders the scope of the problem unknown. Migrant workers in agriculture and on fishing boats off Suriname's coast are highly vulnerable to forced labor, as are children working in informal urban sectors and gold mines. Media, NGOs, and past convictions indicate some Chinese immigrants are subjected to sex and labor trafficking in Suriname, including in the service and construction sectors. French officials indicate that women and girls from Suriname are sexually exploited in French Guiana. Surinamese women traveling to Guyana to engage in prostitution may be vulnerable to sex trafficking.

The Government of Suriname does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not shown evidence of increasing efforts to address human trafficking compared to the previous year; therefore, Suriname is placed on Tier 2 Watch List for a third consecutive year. Suriname was granted a waiver from an otherwise required downgrade to Tier 3 because its government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking, and it has committed to devoting sufficient resources to implement that plan. During the year, the government sustained limited law enforcement efforts. It achieved an increased number of sex trafficking convictions, but decreased investigations and prosecutions of sex trafficking offenses. The government failed to make efforts to investigate, prosecute, or convict labor traffickers. The government identified significantly fewer sex trafficking victims compared to the previous year and no labor trafficking victims. It continued to provide inadequate victim protection services, but initiated plans to open a government-run shelter for child and women victims in 2014.



RECOMMENDATIONS FOR SURINAME:

Vigorously investigate and prosecute trafficking offenses, and convict and punish trafficking offenders, including officials complicit in human trafficking; increase efforts to identify trafficking victims, including victims of forced labor in the interior; provide shelter to male and female trafficking victims of all ages, and open the proposed government shelter for child and women victims; strengthen and sustain partnerships with NGOs to identify victims and provide protective services; fund and implement the national strategy to combat trafficking; establish additional mechanisms to prosecute traffickers that do not rely on victim testimony; provide additional training to law enforcement, immigration, health care, labor, and judicial officials and social workers to better identify and protect trafficking victims; and continue to raise awareness about all forms of trafficking.

PROSECUTION

The Government of Suriname sustained limited law enforcement efforts related to sex trafficking during the year, but made no efforts to investigate or prosecute labor trafficking offenses. Suriname prohibits all forms of human trafficking through a 2006 amendment to its criminal code, which prescribes sufficiently stringent penalties of five to 20 years' imprisonment—penalties that are commensurate with those prescribed for other serious crimes, such as rape. Officials investigated five new cases of child sex trafficking in 2013, a decrease from eight in 2012. The government had insufficient resources to conduct investigations in the country's interior, and officials often did not investigate leads on potential trafficking cases amongst the Chinese migrant community. The police continued to operate a specialized 14-person anti-trafficking unit that investigated cases and conducted administrative checks of nightclubs in the capital where prostitution occurred. The unit held three training sessions during the year focused on identifying victims and effectively investigating trafficking crimes.

The government continued to face difficulty in holding trafficking offenders accountable, and local official complicity remained a concern. The government initiated two new prosecutions of seven defendants from the five investigated cases, representing a slight decrease from five prosecutions involving 19 alleged traffickers and their accomplices in 2012; the other three cases remained under investigation or were dismissed. One prosecution initiated in 2012 remained in progress. The government convicted eight individuals of human trafficking crimes, a significant increase from zero in 2012. Sentences for convicted traffickers ranged from six months' to three and a half years' imprisonment. In December 2013, the government convicted six traffickers in absentia for subjecting a 13-year-old to prostitution in the interior; the traffickers remained at large at the end of the reporting period. The government convicted two men for subjecting a 14-year-old girl to prostitution, sentencing them to 18 and 28 months' imprisonment; the prosecutor appealed the sentences seeking higher punishments. A government official charged with subjecting two Guyanese girls to prostitution was found guilty of human smuggling instead of human trafficking. The government did not report any new investigations or prosecutions of government employees for alleged complicity in trafficking-related offenses during the reporting period.

PROTECTION

The Government of Suriname sustained limited efforts to protect sex trafficking victims, but made no efforts to protect labor trafficking victims. It identified four potential trafficking victims in 2013 compared to 20 potential trafficking victims in 2012. All four potential victims were girls, and three were from Guyana. Authorities did not employ formal procedures to proactively identify trafficking victims among vulnerable populations, such as women in prostitution or migrant workers. The government provided labor inspectors information on how to identify trafficking victims; however, they identified no instances of forced labor in 2013.

NGOs continued to provide shelter and services to child trafficking victims, and the government referred all four potential victims to these services. The government reported providing support to these shelters, but did not disclose specific funding amounts. No shelter existed for adult victims. The government could make arrangements for adult victim's housing on a case-by-case basis, though none were identified. In 2013, the Ministry of Social Affairs launched a process to open a government-run shelter

for child and women trafficking victims. This shelter remained unopened at the end of the reporting period, though government officials began training shelter staff. Overall victim protection services remained inadequate. The government sponsored no specific programs to facilitate victims' reintegration into society, such as a witness protection program or long-term psychological counseling. The government had no specialized mechanism to provide foreign victims of trafficking with alternatives to their removal to countries where they face retribution or hardship. After a trafficking court case concludes, foreign victims can apply for the same work or residency permits available to other foreign citizens; however, no victims did so during the year. There were no reports of trafficking victims penalized for crimes committed as a direct result of being subjected to human trafficking; however, only four trafficking victims were identified in 2013. The government had no formal policy to encourage victims to assist in the investigation and prosecution of their traffickers, but worked with NGOs to provide shelter to victims during their trial.

PREVENTION

The Government of Suriname sustained prevention efforts during the reporting period. It adopted a national strategy to combat human trafficking in April 2014. Its interagency anti-trafficking working group, active since 2003, consisted of representatives from six government agencies and one from the NGO community. The working group held a four-day workshop in October 2013 for government officials to enhance cooperation in combating trafficking in persons. The working group also drafted several documents codifying how to report instances of human trafficking to the police. These documents were pending Ministry of Justice and police approval at the end of the reporting period. The anti-trafficking police maintained a hotline, although it did not receive any calls during the year. The government made no discernible efforts to reduce the demand for commercial sex acts or forced labor.

SWAZILAND (Tier 2)

Swaziland is a source, destination, and transit country for men, women, and children who are subjected to sex trafficking, domestic servitude, and forced labor in agriculture. Swazi girls, particularly orphans, are subjected to sex trafficking and domestic servitude primarily in the cities of Mbabane and Manzini; at truck stops, bars, and brothels in Swaziland; and in South Africa and Mozambique. Swazi chiefs may coerce children and adults—through threats and intimidation—to work for the king. Swazi boys and foreign children are forced to labor in commercial agriculture, including cattle herding, and market vending within the country. In one case, which remains ongoing from the previous reporting period, a young Nigerian woman and two Mozambican boys were subjected to forced labor in market vending. Traffickers reportedly force Mozambican women into prostitution in Swaziland, or transit Swaziland with their victims *en route* to South Africa. Mozambican boys migrate to Swaziland for work washing cars, herding livestock, and portering; some of these boys subsequently become victims of forced labor. Reports suggest labor brokers fraudulently recruit and charge excessive fees to Swazi nationals for work in South African mines—means often used to facilitate trafficking crimes. Swazi men in border communities are recruited for forced labor in South Africa's timber industry. Traffickers utilize Swaziland as a transit country for transporting foreign victims from beyond the region to South Africa for forced labor. Some Swazi women

are forced into prostitution in South Africa and Mozambique after voluntarily migrating in search of work.

The Government of Swaziland does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the year, the government provided the equivalent of approximately \$1,000 to a victim assistance fund and secured shelter for at least one trafficking victim; these victim protection measures represent progress from previous years, when adequate victim protection was a serious concern. The government continued its prosecution of two suspected trafficking offenders. Although it failed to identify or investigate cases involving internal trafficking, the government cooperated with South African law enforcement in the investigation of two potential trafficking cases and assisted in the repatriation of two Swazi nationals. The anti-trafficking taskforce and its secretariat continued to effectively guide anti-trafficking efforts in 2013—most evident in its launching of a national strategic framework and action plan in July 2013.



RECOMMENDATIONS FOR SWAZILAND:

Enact amendments to the 2010 anti-trafficking act to allow for permanent residency of foreign trafficking victims; complete and disseminate implementing regulations to fully implement the 2010 anti-trafficking act's victim protection and prevention provisions; investigate and prosecute trafficking offenses, including internal trafficking cases, and convict and punish trafficking offenders; begin regulating labor brokers and investigate allegations of fraudulent recruitment; ensure the activities of the taskforce, secretariat, and implementing departments are sufficiently funded, particularly to enable the provision of adequate accommodation and care to victims and implementation of the strategic framework; differentiate the process of victim identification from the prosecution of offenders, as victim identification should not be tied to the successful prosecution of a trafficker; institutionalize training of officials on the 2010 anti-trafficking act and case investigation techniques; develop and implement formal procedures to proactively identify trafficking victims and train officials on such procedures; complete development of a formal system to refer victims to care; and institute a unified system for collecting trafficking case data for use by all stakeholders.

PROSECUTION

The Government of Swaziland maintained modest anti-trafficking law enforcement efforts during the reporting period, including by continuing its prosecution of two alleged labor trafficking offenders. Section 12 of the People Trafficking and People Smuggling (Prohibition) Act, 2009, which became effective in March 2010, prescribes penalties of up to 20 years' imprisonment for the trafficking of adults. Section 13 of the Act prescribes penalties of up to 25 years' imprisonment for the trafficking of children. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. The government has not drafted or enacted implementing regulations for the law or used it to

successfully convict a trafficking offender. A 2011 trafficking case revealed inconsistencies between the anti-trafficking act and the Immigration Act of 1992, leading to the deportation of six victims. In response, the government, in partnership with UNODC, initiated a process to harmonize these laws in 2012; however, for the second consecutive year, the Attorney General's Office failed to begin drafting these amendments.

The government investigated three potential trafficking cases and continued its prosecution of two labor trafficking offenders from previous years; however, it failed to either initiate any new prosecutions or convict trafficking offenders during the year. The government continued to focus on investigating trafficking crimes involving transnational movement, failing to investigate any cases involving Swazi victims trafficked internally. In September 2013, the government investigated a case involving two Swazi girls initially recruited for work in South Africa, but later sold into prostitution; at the close of the reporting period, Swazi police and prosecutors continued their efforts, in partnership with South African officials, to facilitate prosecution of the suspects in South Africa. In February 2013, the government charged two Nigerian nationals under the 2010 act for the alleged labor trafficking of a third Nigerian national who was recruited with promises of a college education, but after her arrival in Swaziland was made to sell goods under conditions indicative of forced labor—including denial of food, passport withholding, and physical assault; this case remained pending trial, with the suspects in custody at the end of the reporting period. The government failed to investigate or prosecute government officials allegedly complicit in trafficking or trafficking-related crimes, including an immigration official accused of issuing falsified official Swazi documents and a Swazi diplomat recalled from their posting for forced labor allegations in the previous reporting period.

In partnership with Mozambican and South Africa authorities, the government established a committee to collaboratively work on cross-border issues, including human trafficking. During the reporting period, the Royal Swaziland Police Service cooperated with South African counterparts in the investigation of transnational trafficking cases. The government failed to independently train its officials during the year. In partnership with UNODC, the government trained 60 police, immigration, defense force, justice, and customs officials on investigation of trafficking cases and differentiating between smuggling and trafficking.

PROTECTION

The government increased efforts to protect trafficking victims during the reporting period, including by providing one victim secure accommodation and allocating resources to a victim assistance fund. The government sheltered one victim—identified during the previous reporting period—in a secure witness protection facility until her repatriation in July 2013. Previously, the government failed to shelter victims in secure facilities. The police provided protection to two potential victims during the reporting period. The government directly provided medical care, coverage of incidental expenses, and police protection to all three women identified as victims or potential victims during the year; however, NGOs provided counseling services. The government allocated the equivalent of approximately \$1,000 to a fund to pay for these services. The government cooperated with Nigerian authorities to enable one victim's repatriation to Nigeria in July 2013 and paid for the repatriation of two Swazi victims from South Africa in 2013.

Although the government, in partnership with UNODC, continued its development of a national victim referral mechanism and standard operating procedures for the handling of trafficking cases, it continued to lack systematic procedures for the proactive identification of trafficking victims and their referral to care. There were no reports that victims were detained, fined, or jailed for unlawful acts committed as a direct result of being trafficked; however, as the government did not make systematic efforts to identify victims, and was without a mechanism for screening individuals in prostitution, victims may have remained unidentified in the law enforcement system. In a change from 2012 policies preventing temporary legal residency for trafficking victims, in 2013, the government issued temporary residency for a foreign victim illegally present in Swaziland as a result of her trafficking. The government encouraged victims to cooperate with law enforcement during the year, and one victim did so.

PREVENTION

The government increased modest efforts to prevent trafficking during the reporting period through the completion of a national strategic framework and action plan. The Task Force for the Prevention of People Trafficking and People Smuggling and its Secretariat, which coordinates the work of the taskforce, held regular meetings and continued to be instrumental in guiding the government's anti-trafficking response. Nonetheless, most prevention efforts were funded by NGOs and international donors. In July 2013, the government adopted a national strategic framework and action plan, a multi-year strategy which outlines the responsibilities of all relevant ministries. The Secretariat conducted public awareness activities at the Swaziland international trade fair in Manzini in late 2013, targeting traditional leaders, students, young women, and parents with information on preventing child trafficking and how to report suspected cases. The government also raised awareness of human trafficking by developing and placing billboards at the airport and land border crossings. In March 2013, the Secretariat began holding radio programs to raise awareness on the dangers of trafficking and smuggling. The government's anti-trafficking hotline continued to receive tips on potential cases; however, officials were unable to provide data on the number of trafficking-related calls received during the year. The Ministry of Foreign Affairs and International Cooperation trained diplomats on the definition of trafficking, especially in relation to the employment of domestic workers, and the related laws in countries to which their officials are posted.

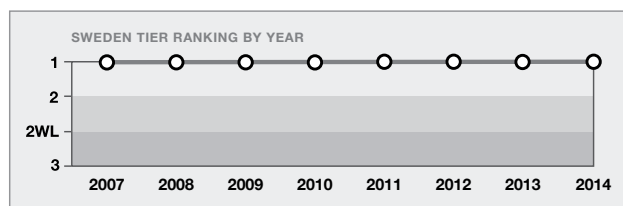
The government increased the number of labor inspectors from 16 to 30 in 2013, including three designated to address child labor inspections. The Ministry of Labor conducted over 3,000 labor inspections in 2013, although these did not result in the identification of child labor violations and focused on the formal sector, with child labor thought to occur most in the informal sectors. Although labor brokers remained unregulated in 2013, the government proposed amendments to the Employment Act to include regulation of labor brokers. The government initiated prosecution of a labor broker who was alleged to recruit workers through fraud and charge excessive fees. It made no efforts to reduce the demand for commercial sex acts.

SWEDEN (Tier 1)

Sweden is a destination, source, and, to a lesser extent, transit country for women and children subjected to sex trafficking, and

a destination country for men, women, and children subjected to forced labor, including forced begging and stealing. Identified and suspected victims of forced prostitution largely originate from Eastern Europe (Azerbaijan, Belarus, Bulgaria, Georgia, Hungary, Latvia, Romania, Russia, Serbia, and Ukraine), Africa (Nigeria, Democratic Republic of the Congo, Gambia, Sierra Leone, and Uganda), and Asia (Kazakhstan, Mongolia, Nepal, and Vietnam). Swedish women and girls are also vulnerable to sex trafficking within the country. Identified and suspected victims of labor trafficking, who largely originate from Bulgaria, Romania, Cameroon, and Thailand, are subjected to labor trafficking in the domestic service and hospitality sectors, as well as in seasonal labor, when workers travel to Sweden to pick berries or perform construction, forestry, or gardening work. Victims of forced begging and stealing originate primarily from Romania and Bulgaria. The nearly 4,000 unaccompanied foreign children who arrived in Sweden in 2013 to seek asylum, primarily from Afghanistan, Syria, Somalia, and Eritrea, are vulnerable to human trafficking. Child sex tourism offenses committed by Swedish nationals traveling abroad remain a problem.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking. Swedish authorities launched more trafficking investigations, though courts convicted fewer traffickers than in 2012, and judges reportedly did not fully understand trafficking. The government identified a greater number of victims and issued more temporary and permanent residence permits in 2013, but municipalities lacked trafficking-specific care facilities for child and adult male victims. The government formally expanded the mandate of its national coordinating body to include all forms of human trafficking, allowing for an enhanced response to forced labor and forced begging.



RECOMMENDATIONS FOR SWEDEN:

Vigorously prosecute and convict labor and sex trafficking offenders using Sweden's anti-trafficking statute; ensure that trafficking offenders receive sentences commensurate with the severity of this serious crime; ensure adult male victims of trafficking receive trafficking-specific assistance, including appropriate shelter; ensure judges receive training on the application of the anti-trafficking law; continue efforts to identify and provide trafficking-specific assistance to child trafficking victims in Sweden, including Swedish victims of trafficking; ensure that law enforcement authorities offer trafficking victims a reflection period in accordance with Swedish law; consider proactive measures to prevent unaccompanied foreign minors from being subjected to sex trafficking and forced labor; ensure that victims of labor trafficking are provided with full information about their rights and that they are empowered to testify against their exploiters; ensure that migrant and seasonal laborers receive education about their rights in Sweden; ensure that municipal authorities understand victim protection protocols and are capable of providing victims the support they are entitled to under Swedish law; vigorously prosecute Swedish child sex tourism offenders; and continue regular, self-critical assessments of Sweden's anti-trafficking efforts.

PROSECUTION

The Government of Sweden demonstrated mixed law enforcement efforts during the reporting period, launching more trafficking investigations, but convicting fewer traffickers than in 2012. Sweden's 2002 anti-trafficking law prohibits both sex trafficking and forced labor, and prescribes penalties of two to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Swedish law enforcement investigated 40 sex trafficking cases in 2013, an increase from 21 in 2012. Law enforcement investigated 29 cases of forced labor and nine cases of forced begging in 2013. Authorities initiated prosecutions of 13 suspected trafficking offenders under Sweden's trafficking statute and related laws in 2013, in contrast to 35 prosecutions initiated in 2012. Authorities convicted 13 traffickers in 2013, who received sentences of up to four years in prison, a significant decline from the 33 convicted in 2012, with sentences of up to five years in prison. The government did not report the investigation or prosecution of any government officials complicit in trafficking.

While the government continued to provide specialized trainings and handbooks for investigators and prosecutors, observers reported that many judges do not understand human trafficking and lacked interest in receiving training. Some judges continued to acquit or dismiss cases where initial consent was indicated, despite the government's 2010 revision of its anti-trafficking law to clarify that evidence of a victim's initial consent does not override evidence of subsequent coercion. Swedish authorities collaborated with foreign governments on trafficking investigations, including Northern Ireland, Germany, Thailand, Bulgaria, and Romania.

PROTECTION

The government improved protection efforts through identifying more victims, ensuring some victims received compensation, and issuing a greater number of temporary and permanent residence permits. The government identified 80 victims of trafficking in 2013, compared to 69 victims identified in 2012. Among those identified, there were 40 victims of sex trafficking, 31 victims of labor trafficking, and nine victims of forced begging. Police referred adult female victims of trafficking to women's shelters, which were primarily operated by NGOs with public and private funding. These shelters offered victims assistance with immigration issues, medical care, Swedish language training, and educational and employment needs. Victims could leave the shelter at will and without a chaperone. Authorities referred child victims to social services officials, who placed child victims in foster care or group housing. The government provided no specialized shelter for male victims of trafficking, who were often housed in shelters for the homeless, drug addicts, or individuals with mental illness. Municipalities reimbursed NGOs that provided services to victims who had received a residence permit for cooperating with police. The government provided medical care and assistance with repatriation for victims not assisting law enforcement. The government offered a reflection period of 30 days during which victims could decide whether to cooperate with law enforcement authorities; this provision was not well-known across law enforcement, and authorities rarely informed victims about the reflection period. The Migration Board issued 61 temporary residence permits to suspected trafficking victims in 2013, two of which were for children of suspected victims, compared to 28 permits in 2012; the large increase was due to an investigation involving 25 forestry workers. State prosecutors had the power to file applications

for permanent residence permits on behalf of trafficking victims during or after trials based upon victims' need of protection; the Migration Board issued two individuals permanent residence permits in 2013, compared to no permits issued in 2012. The government continued a pilot program with an NGO to ensure the safe repatriation of foreign victims trafficked in Sweden. The government continued to integrate training on victim identification and referral to police at basic training. The court appointed legal counsel for victims of trafficking during the course of criminal proceedings and, although there was no formal victim restitution program, some trafficking victims received compensation in 2013. There were no reports that the government penalized identified victims for unlawful acts they may have committed as a direct result of being trafficked.

PREVENTION

The Swedish government improved prevention efforts during the reporting period by expanding the national coordinating body's mandate to include all forms of human trafficking. The interagency working group continued to meet, and the government's anti-trafficking program was still formally guided and funded by an extension of its 2008-2010 action plan against prostitution and human trafficking for sexual purposes. Under this plan, the Government of Sweden designated the Stockholm county administration as the coordinating body of the government's victim services activities. In April 2013, the Swedish government formally expanded the mandate to cover all forms of human trafficking rather than only sex trafficking. The national rapporteur continued to provide an annual report of the trafficking situation in Sweden which indicated areas of improvement. The Swedish government continued to fund a national help line for victims of violence and sexual abuse, including trafficking, which was available in a number of languages, including languages spoken in the countries that are most commonly countries of origin for victims of trafficking in Sweden. The government continued to conduct robust activities to reduce the demand for commercial sex, including by establishing social services groups in the three largest cities that counsel individuals arrested for purchasing commercial sex. Sweden's law prohibiting child sexual offenses has extraterritorial reach, allowing the prosecution of suspected child sex tourists for offenses committed abroad; however, no Swedish citizens were prosecuted for committing child sexual offenses abroad in 2013.

SWITZERLAND (Tier 1)

Switzerland is primarily a destination and, to a lesser extent, a transit country for women and children subjected to sex trafficking and children forced into begging and theft. Sex trafficking victims originate primarily from Central and Eastern Europe (Romania, Hungary, Bulgaria, Poland, Slovakia, Czech Republic, Slovenia, Ukraine, and Moldova), though victims also come from Latin America (Brazil and the Dominican Republic), Asia (China and Thailand), and Africa (Nigeria and Cameroon). Children forced into begging and shoplifting largely originate from Hungary, Romania, and Bulgaria; many of these children are ethnic Roma. Federal police assessed in 2013 the total number of potential trafficking victims residing in Switzerland was between 2,000 and 3,000. There reportedly is forced labor in the domestic service sector and increasingly in agriculture, construction, hotels, and restaurants. According to Swiss authorities, female and underage asylum seekers are especially vulnerable to trafficking.

The Government of Switzerland fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the federal government passed a decree prohibiting the prostitution of all minors nationwide. Authorities convicted more traffickers in 2013 and courts increasingly issued prison sentences reflecting the severity of the crime. The government provided more identified victims with reflection periods and long-term residency permits, though victims in asylum procedures had difficulty accessing assistance. The government launched its first-ever nationwide awareness campaign.



RECOMMENDATIONS FOR SWITZERLAND:

Continue to explore ways to increase the number of convicted traffickers who receive sentences commensurate with the severity of this crime; ensure NGOs providing care for victims receive adequate funding; provide specialized care for trafficking victims seeking asylum; ensure there are adequate trafficking-specific services for children and male victims; increase the capacity of trafficking-specific shelters housing female victims; amplify training on and enforcement of labor trafficking laws, including laws covering forced begging and forced criminal activities; continue to train police officers on identifying victims, including screening individuals engaged in prostitution for signs of trafficking; enhance the collection and compilation of law enforcement and victim assistance data; and continue to raise awareness of sex and labor trafficking among the public, as well as potential clients of the sex trade and consumers of products made and services provided through forced labor.

PROSECUTION

The Government of Switzerland improved anti-trafficking law enforcement efforts by prohibiting child prostitution, prosecuting and convicting more traffickers, and pursuing criminal cases against complicit public officials. Switzerland prohibits trafficking for all forms of sexual and labor trafficking through Articles 182 and 195 of the Swiss penal code, which prescribe penalties of up to 20 years' imprisonment. These penalties are commensurate with penalties prescribed for other serious crimes, such as rape. During the reporting period, the federal government passed a decree that prohibits facilitating the prostitution of all children nationwide. The Swiss government continued to organize anti-trafficking efforts under the Coordination Unit against the Trafficking of Persons and Smuggling of Migrants (KSMM), a specialized unit within the Federal Office of Police tasked with anti-trafficking policy, information exchange, cooperation, and training; the KSMM was not directly involved in criminal proceedings or investigations. The government did not disaggregate data on law enforcement efforts between sex trafficking and forced labor. In 2012, the most recent year for which comprehensive law enforcement data was available, Swiss authorities conducted 345 investigations into human trafficking and forced prostitution, compared with 233 in 2011. The government initiated prosecutions of 201 defendants in 2012, compared to 119 in 2011 and 161 in 2010. Authorities convicted 30 traffickers in 2012, compared

with 14 in 2011 and 31 in 2010. Swiss courts sentenced 22 of the convicted traffickers to prison sentences ranging from 20 days to seven years; the remaining eight convicted traffickers received suspended prison sentences. Swiss judges continued to sentence some convicted traffickers to longer prison sentences than in previous years. In May 2013, a Swiss court sentenced one trafficker to eight and a half years in prison. In June 2013, a court in Winterthur sentenced one trafficker to 17 years' imprisonment and his accomplice to six years' imprisonment for multiple accounts of human trafficking and other crimes.

Authorities, with the support of an NGO, continued to provide police with introductory and advanced courses on identifying and interacting with victims. During the reporting period, Swiss authorities cooperated with several countries, including Germany and Romania, and with Europol to investigate trafficking crimes. In November 2013, a court in Schaffhausen convicted a former city council member for human trafficking and forced prostitution and sentenced him to two years in prison, which is pending appeal. Also in November 2013, the Zurich district attorney's office announced an investigation of five Zurich police officers who allegedly warned businesses engaged in prostitution of upcoming police checks; the investigations were ongoing at the close of the reporting period.

PROTECTION

The Government of Switzerland sustained its victim protection efforts. Under the Swiss Victims Assistance Law, all trafficking victims were entitled to shelter, free medical aid, living stipends, and psychological, social, and legal assistance from government-funded victim assistance centers. Although some facilities specialized in assistance to trafficking victims, most were shelters for victims of domestic violence. Due to the mixed populations, these shelters left victims exposed to potential stigmatization. Victims were allowed to leave the shelters at will and without chaperones. Two anti-trafficking NGOs offered specialized shelter in apartments exclusively for female victims. Authorities placed male victims in hotels or NGO-operated shelters for men. Two cantons established counseling centers for male victims. Federal and cantonal authorities compensated most NGOs providing services to victims primarily on the basis of agreed per capita payments for services rendered to victims. The country's principal anti-trafficking NGO received approximately half of its operating budget from the government.

In 2013, the government registered 42 victims of trafficking and 42 victims of forced prostitution, compared to 2012 when the government registered 86 victims of trafficking and 60 victims of forced prostitution. The lead NGO reported assisting 189 victims in 2013, compared to 155 in 2012. At least 45 identified victims assisted investigations or prosecutions in 2013. Cantonal immigration offices granted a three-month reflection period—a time to rest and consider whether to participate in an investigation—to 23 victims and issued 44 short-term residency permits to victims for the duration of legal proceedings against their traffickers in 2013, compared with more than 14 reflection periods and 54 short-term residency permits in 2012. The government also granted 12 victims long-term residency permits on personal hardship grounds, an increase from two victims in 2012. Observers reported some cases of trafficking victims from China and Nigeria who were unable to access assistance because they had previously sought asylum, a status which currently precludes receiving trafficking victim assistance. The government developed a new training for cantonal immigration officers on victim identification, which it delivered in November

2013. There were no reports of victims being penalized for unlawful acts committed as a direct result of being trafficked.

PREVENTION

The government significantly improved its trafficking prevention activities. In October 2013, the government launched its first-ever nationwide anti-trafficking awareness campaign, including art exhibitions, public speeches, expert roundtable discussions, and movie presentations occurring in 12 different Swiss cities. The federal government passed an ordinance in October 2013 creating a fund of approximately the equivalent of \$453,000 for NGOs to use for anti-trafficking prevention campaigns; NGOs could not yet apply for funding at the close of the reporting period. Authorities continued to regulate the employment of domestic servants in the homes of diplomats, including monitoring salaries and working conditions of domestic workers. The government continued to conduct an annual assessment of its anti-trafficking efforts and published the results. Authorities maintained an online reporting office in four languages for tips on suspected cases of child sex tourism. The Swiss government did not report prosecuting any Swiss citizens for child sex tourism offenses. The government did not take action to reduce the demand for commercial sex acts or forced labor.

SYRIA (Tier 3)

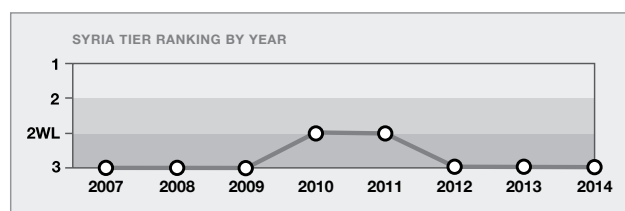
The Syrian conflict has evolved from a violent government crackdown against a peaceful protest movement to a civil war. Human rights observers estimate that more than 140,000 people have been killed since the beginning of protests against the Bashar al Asad regime in March 2011. Reports indicate that an unknown number of trafficking victims have fled the country as a result of widespread violence that has plagued many cities, including the capital Damascus, and major cities such as Aleppo, Homs, Hama, Dara'a, and Idlib, as well as a devastated economy; however, according to international organizations, some trafficking victims remain trapped in Syria. As the humanitarian crisis worsens, with more than 2.5 million Syrian refugees and 6.5 million internally displaced persons at the end of the reporting period, more Syrians are highly vulnerable to trafficking.

Syria is a source and destination country for men, women, and children subjected to forced labor and sex trafficking, primarily in countries throughout the Middle East. Internally, Syrian children are forcibly recruited and used in conflict as child soldiers by government, government-affiliated, and non-state armed groups, including extremists and some elements of the Free Syrian Army (FSA). UNHCR, UN Women, and the media reported a high number of underage marriages among refugee populations in neighboring countries, such as Jordan and Lebanon. According to media reports, the UN, and civil society organizations, teenage Syrian refugees who fled to neighboring countries are forced into "pleasure marriages" or "temporary marriages"—for the purpose of prostitution or sexual exploitation—by men from Jordan, Saudi Arabia and other Gulf countries. Wealthy men from Gulf countries pay thousands of dollars to matchmakers to marry teenage Syrian girls, while Arab men reportedly peruse the refugee camps in Jordan for the purpose of finding a Syrian bride. The media and Lebanese officials reported an increase in the numbers of Syrian women brought to Lebanon for the purpose of prostitution, including through the guise of early marriage. Reporting suggests an increase in Syrian refugee children engaging in street begging in Lebanon and Jordan, some of which

may be forced. An international organization reported that Syrian gangs force Syrian refugees, including men, women, and children, to work in the agricultural sector in Lebanon's Beqaa Valley harvesting potatoes, olives, and bananas while living in informal tented settlements. Victims are forced to work under harsh conditions with little to no pay; some are forced to work to pay off debts incurred to facilitate their entry into Lebanon or to pay for their lodging. The number of Syrian adults who are reportedly subjected to forced labor as low-skilled workers in Qatar and Kuwait increased from previous years, likely due to efforts to escape the ongoing violence in Syria. Media and UN reporting indicate that economically desperate Syrian children, especially those internally displaced, continued to be subjected to forced labor within the country, particularly by organized begging rings.

The UN Commission of Inquiry (COI) on Syria and the UN Special Representative of the Secretary General for Children in Armed Conflict corroborated media reports that pro-government forces and armed opposition groups, including the FSA, continue to forcibly recruit and use Syrian children in combat as soldiers and human shields, as well as in support roles. The COI reported that pro-government militia used children as young as 13-years-old to man checkpoints in Aleppo, Dara'a, and Tartus. In some cases, the Syrian army forcibly recruited boys under 18-years-old. The extremist group Jabhat Al Nusra provided weapons training to children in Tal Rifat (Aleppo) in July 2013, while the radical Islamic State of Iraq and the Levant used a school in Al Bab (Aleppo) as a military training camp for boys in September 2013. The Syrian-Kurdish group, the Democratic Union Party (PYD), also reportedly recruited children under the age of 18 into their forces.

The Government of Syria does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government continued to forcibly recruit and use child soldiers; it also failed to protect and prevent children from recruitment and use by both government and opposition armed forces. The government failed to ensure that victims of trafficking were not arrested, detained, and severely abused as a result of being subjected to human trafficking, such as child soldiering. The government did not make efforts to investigate and punish trafficking offenders, including officials in the armed forces complicit in recruiting and using child soldiers. The government failed to identify or provide protective services to any trafficking victims. The government's prevention efforts were also deficient, as there were no efforts to inform the public about human trafficking or provide anti-trafficking training to government officials.



RECOMMENDATIONS FOR SYRIA:

Stop the forcible recruitment and use of child soldiers by both government and opposition armed forces, and provide adequate protection services to demobilized children; ensure that victims of trafficking, especially children, are not punished for crimes committed as a direct result of trafficking; establish policies and procedures for law enforcement officials to proactively

identify and interview potential trafficking victims, and refer them to the care of relevant organizations; implement the anti-trafficking law through increased investigations and prosecutions of trafficking offenders; conduct anti-trafficking law enforcement efforts, including by prosecuting complicit government officials who forcibly recruited and used child soldiers, ensure that the anti-trafficking directorate is fully operational, and provide training on human trafficking to police, military, immigration, labor, and social welfare officials; launch a nationwide anti-trafficking public awareness campaign; designate an official coordinating body or mechanism to facilitate anti-trafficking coordination among the relevant ministries, law enforcement entities, international organizations, and NGOs; and accede to the 2000 UN TIP Protocol.

PROSECUTION

The government did not report any anti-trafficking law enforcement efforts. The increasingly violent conflict during the reporting period continued to undercut any anti-trafficking law enforcement efforts, and inadequate law enforcement training remained a significant impediment to identifying and prosecuting trafficking crimes in Syria. Decree No. 3 of 2011 provides a legal foundation for prosecuting trafficking offenses and protecting victims, but it does not include a clear definition of human trafficking. This decree prescribes a minimum punishment of seven years' imprisonment, a penalty that is sufficiently stringent, though not commensurate with those prescribed for other serious crimes, such as rape. The government adopted Law no. 11/2013 in June 2013 which criminalizes all forms of recruitment and use of children under the age of 18 by armed forces and armed groups. However, the government made no efforts to implement this law; rather, the government continued to recruit and use child soldiers. The government did not report investigating, prosecuting, or convicting suspected trafficking offenders. The Ministry of Interior's specialized anti-trafficking directorate continued to be inoperable. The government did not make efforts to investigate, prosecute, or convict government employees complicit in human trafficking, including officials that forcibly recruited and used child soldiers in combat and support roles. The government did not report providing anti-trafficking training for officials.

PROTECTION

The government did not report efforts to identify and provide protection to victims of trafficking. The government did not report instituting victim identification procedures, nor did it refer victims to available protection services. The government failed to take measures to protect children from being forcibly recruited as soldiers, human shields, and in support roles by pro-government and opposition armed forces. Furthermore, children who were forcibly recruited and used by the FSA and other opposition groups were highly susceptible to arrest, detention, rape, torture, and execution for affiliation with these groups; the government made no efforts to exempt these children from punishment as victims of trafficking or to offer them any protection services. The government neither encouraged victims to assist in investigations or prosecutions of their traffickers nor provided foreign victims with legal alternatives to their removal to countries in which they may face hardship or retribution.

PREVENTION

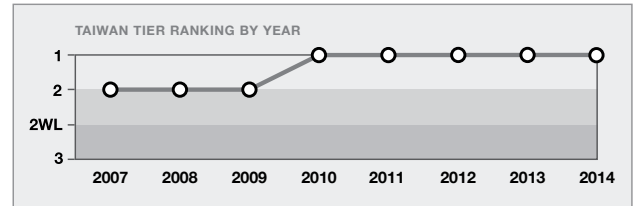
The government did not report efforts to prevent human trafficking. The government failed to implement measures to prevent children from being recruited and used as combatants

and in support roles by government and opposition armed forces. The government did not raise awareness of human trafficking among the general public or government officials. The government did not report on the status of its national plan of action against trafficking, which was drafted in early 2010. The government did not report efforts to reduce the demand for commercial sex acts or forced labor. Syria is not a party to the 2000 UN TIP Protocol.

TAIWAN (Tier 1)

Taiwan is a destination territory for men, women, and children subjected to forced labor and sex trafficking and, to a much lesser extent, a source territory for women subjected to sex trafficking. Most trafficking victims in Taiwan are migrant workers from Indonesia, mainland China, the Philippines, Cambodia, Thailand, Vietnam, and to a lesser extent, Bangladesh and India. Most of the 500,000 migrant workers are employed through recruitment agencies and brokers to perform low-skilled work in Taiwan as home caregivers and domestic workers, or in manufacturing, construction, and fishing industries. Many of these workers fall victim to labor trafficking by brokers, some of whom are Taiwan passport-holders, in their home countries or to employers in Taiwan. Migrant workers are reportedly charged up to the equivalent of approximately \$7,700 in recruitment fees, resulting in substantial debts used by brokers or employers in Taiwan as tools of coercion to obtain or retain a migrant's labor. NGOs report Taiwan brokers work with source country recruiters to compel workers to take out loans for recruitment fees at local branches of Taiwan banks at high interest rates. After recruitment fee repayments are garnished from their wages, some foreign domestic service workers in Taiwan earn significantly less than minimum wage. Labor brokers in Taiwan often assist employers in forcibly deporting "problematic" foreign employees should they complain; this enables the broker to fill the empty positions with new foreign workers and continually use debt bondage to control the work force. Some employers of these workers forbid their employees from leaving their residences, increasing their vulnerability to labor trafficking. NGOs estimate there are up to 160,000 migrant workers onboard Taiwan fishing vessels around the world, some of whom have reported non- or under-payment of wages, long working hours, physical abuse, lack of food, and poor living conditions; an unknown number of these men are trafficking victims. Some women and girls from mainland China and southeast Asian countries are lured to Taiwan through fraudulent marriages and deceptive employment offers for purposes of sex trafficking. Women from Taiwan are recruited through classified ads for employment in Japan, Australia, the United Kingdom, and the United States; after their arrival in these countries, some are forced into prostitution.

Taiwan authorities fully comply with the minimum standards for the elimination of trafficking. During the reporting period, Taiwan authorities continued to prosecute trafficking offenses, including both forced labor and forced prostitution. Authorities trained law enforcement and other officials and raised public awareness of trafficking. Permanent residency visas for trafficking victims are available; however, authorities have not granted this visa to trafficking victims since the category became available in 2009 and continued to deport all trafficking victims at the end of their trials. Authorities did not prosecute alleged labor traffickers onboard Taiwan fishing vessels, despite allegations of labor trafficking abuses.



RECOMMENDATIONS FOR TAIWAN:

Increase efforts to prosecute and convict traffickers under Taiwan's anti-trafficking legislation; vigorously investigate and prosecute the owners of Taiwan-owned or -flagged fishing vessels who allegedly commit abuse and labor trafficking onboard long haul fishing vessels; increase efforts to reduce exploitation of migrant workers by brokers—including Taiwan recruiters and Taiwan employers; provide permanent resident visas to victims of trafficking instead of fining and deporting them; sentence convicted traffickers to sufficiently stringent punishments; update the national plan of action and guidelines to capture recent trafficking trends, such as abuses onboard fishing vessels and involving domestic workers; clearly delineate roles and responsibilities within the national coordinating body to ensure effective information sharing and coordinated anti-trafficking efforts; disaggregate case information to ensure that reported trafficking cases are bona fide; continue to train law enforcement personnel, officials in the Council of Labor Affairs (CLA), labor inspectors, prosecutors, and judges on victim identification measures and the anti-trafficking law; increase efforts to investigate and prosecute child sex tourism offenses committed by Taiwan passport-holders; and continue efforts to increase public awareness of all forms of trafficking.

PROSECUTION

Taiwan authorities sustained anti-trafficking law enforcement efforts. Taiwan's Human Trafficking Prevention and Control Act (HTPCA) prohibits forced prostitution and labor and prescribes penalties of up to seven years' imprisonment; these penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape. Despite the existence of an anti-trafficking law, Taiwan authorities prosecuted the majority of trafficking cases under other laws, such as the Criminal Code, the Labor Standards Law, and the Children and Youth Sexual Transaction Prevention Law. In 2013, Taiwan authorities initiated prosecutions against 130 suspected traffickers and convicted 39 traffickers under the HTPCA; sentences imposed on the majority of the traffickers were six months to less than one year. Under the Children and Youth Sexual Transaction Prevention Law, authorities initiated prosecutions against 59 alleged offenders and convicted 41 traffickers. Under the Criminal Code, authorities initiated prosecutions against 35 alleged offenders and convicted six traffickers. Despite reports of forced labor abuses onboard Taiwan-flagged vessels in 2012 and 2013, authorities did not prosecute any cases involving these abuses. NGOs reported some traffickers successfully appealed their cases because victims were not in Taiwan to testify against the traffickers. During the year, Taiwan authorities trained more than 11,000 law enforcement officers, prosecutors, and judges through various workshops, seminars, and conferences. Taiwan authorities did not report investigating, prosecuting, or convicting any Taiwan officials for complicity in trafficking.